

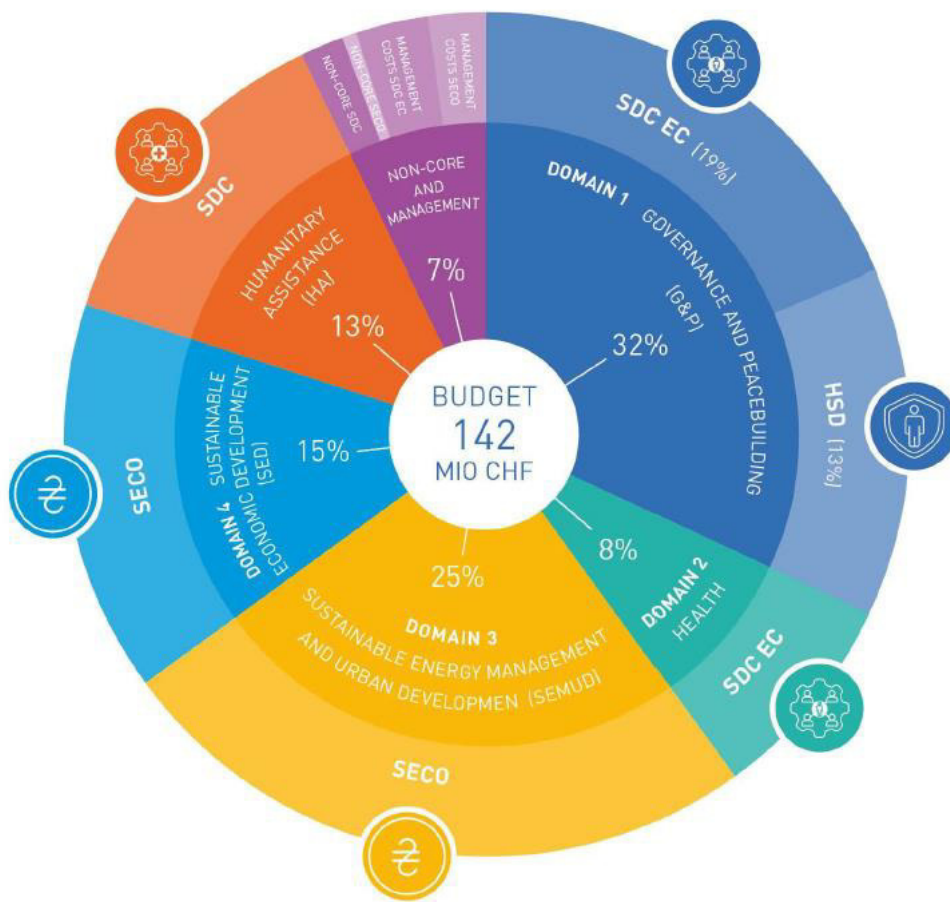


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Federal Department of Foreign Affairs FDFA
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Directorate of Political Affairs

Federal Department of Economic Affairs, Education and Research EAER
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Cooperation Strategy Evaluation Ukraine 2015 – 2019





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Cooperation Strategy Evaluation

Ukraine 2015 – 2019

Contents:

- I Management Response**
- II Summary**
- III Evaluation Report**

Annexes

Bern, July 2019

Why conducting country and regional strategy evaluations?

Since 2010 the Swiss Agency for Development and Cooperation (SDC) has developed a new approach for evaluating cooperation strategies through a pilot process. The central pillar of this new approach is the promotion of the exchange and the sharing of knowledge within our institution and among an evaluation team led by an external consultant. The major difference between evaluations of cooperation strategies (CS) and other external evaluations managed by the Evaluation and Corporate Controlling Division (E+C) is that SDC staff is involved in the evaluation team, acts as an evaluator but with an inside knowledge of the institutional issues and debates.

The goal of CS evaluations is to assess the relevance and coherence of the Swiss development cooperation in regard to national development priorities and the Dispatch on Switzerland's International Cooperation. They assess the results achievement of the cooperation strategy portfolio at the level of domains of intervention. In doing so, these evaluations help SDC's management in their strategic and operational steering and in improving aid effectiveness. Evaluations of cooperation strategies support the definition of new cooperation strategies strategically and stimulate learning.

Country and regional strategy evaluations are defined as hybrid evaluations as they are undertaken by a mixed team composed by an external consultant and two peers from SDC and, if relevant, other federal agencies. E+C decided to develop this approach to valorize the knowledge and competencies of the SDC staff and enhance internal learning, while still benefiting from an outside view of an external consultant.

The external evaluation of the Cooperation Strategie Ukraine 2015-2019, is for the first an evaluation managed and coordinated from the field. Considering its *pilot character*, we are aware of the additional challenges that such a decentralized evaluation involves.

CS evaluations are conducted according to the OECD DAC Evaluation Standards. The relevant department(s) responds to the recommendations with a written Management Response.

Timetable of the Cooperation Strategy Ukraine 2015-2019 Evaluation

Step	When
Desk study and inception report	01.09. - 08.10.2018
Evaluation on-site and draft report	02.11.2018 – 15.02.2019
Final evaluation report	03.2019
SDC Management Response	04. - 06.2019

I Management Response

Management Response of the evaluation report of the “Swiss Cooperation Strategy Ukraine 2015 – 2019”

1. Appréciation du processus et du rapport de l'évaluation

We wish first to thank the evaluation team and the peers for the evaluation of the cooperation strategy Ukraine 2015 – 2019 and the valuable findings and recommendations. We would also like to thank the whole cooperation team in Kyiv for the strong engagement and commitment demonstrated at that occasion. It was the first time an evaluation was managed and coordinated from the field. Considering its *pilot character*, we are also aware of the challenges that such a decentralized evaluation involves.

In view of the elaboration of the new country strategy for Ukraine, one of the main objectives of this evaluation was to assess whether SDC/DP-HSD/SECO and their partners reach the strategic objectives, to confirm the relevance and coherence of the Swiss development cooperation and to evaluate the results achievement by the CS portfolio at the level of domains of intervention. We acknowledge that the findings of the evaluation confirm that the different policy instruments, domains of intervention and approaches of Swiss cooperation are fully relevant to the needs of Ukraine and consistent with the Swiss and Ukrainian policy frameworks. We are glad that the evaluation confirms that the Swiss portfolio is well positioned to effectively support reform and peacebuilding processes and delivers strong results with high effectiveness.

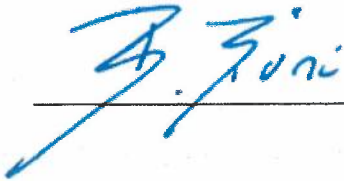
Recommendations and findings are valuable inputs for the elaboration of the new CS. However we would have wished for the recommendations to be supported by more compelling evidence. The infographic is acknowledged as very illustrative and should be considered as good practice. In this sense, we recommend to elaborate a final version of the graphic overview of geographic interventions.

In view of the findings and recommendations, some adaptation will occur inside and across the domains. In particular the integrated embassy will further strengthen the WOGA across the Swiss portfolio, increasing the added-value created together.

2. Specific recommendations

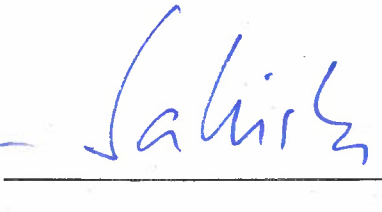
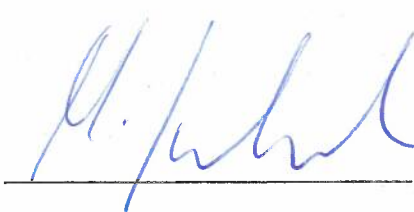
Please refer to the table in the Annex.

Bern, 12 July 2019



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Annex: Specific Recommendations and Management Response

Evaluation Area 1: Context Analysis

RECOMMENDATIONS	MANAGEMENT RESPONSE			RÉSPONS.	DEADLINE
<p>Recommendation 1 <u>Swiss Cooperation should broaden the scope of contextual analysis beyond the conflict in eastern Ukraine and CSPM:</u></p> <p>The Swiss Cooperation should broaden its use of CSPM beyond the conflict in the east to improve its understanding of the context in the whole territory of Ukraine and of the root causes of fragility.</p> <p>Complementarily, it is recommended that the scenario description in the new CS (for annex d: adaptation of programme to scenarios) be less focused on conflict dimensions and entails sectoral dimensions relevant for the domains, to better allow adaptations across the whole portfolio.</p>	Fully agree	Partially agree	Not agree	<p>(in the following no responsibilities nor deadlines have been assigned as the identified measures are addressed in the Concept Note of the new CS Ukraine 2020-23 to be discussed in the directorate SDC and SECO on July 1st 2019)</p>	
	<p><u>Response</u></p> <p>We should take into account the fact that the current CS and scenario analysis has been established in 2014 during the worst time of the conflict in the east and that the scenario analysis naturally put a strong emphasis on it. Given that the conflict has now reached its fifth year and still has a considerable impact on the whole of the country, the next scenario analysis will need to have a focus on the conflict as well. However, we fully agree that <u>the engagement of the Swiss cooperation in Ukraine should be based on a comprehensive context analysis and related scenarios anticipating future developments and possible context changes related not only to the conflict but also key political, economic and societal drivers and restrainers of change relevant for the domains.</u></p> <p>A conflict sensitive program management approach has been already promoted throughout the entire portfolio, at national and sub-national levels, and not only for projects in the East. However, we agree that this approach could be more effectively integrated in the whole Swiss portfolio and in management practice at all levels. Nevertheless, we agree that CSPM approaches can be used even more systematically beyond those interventions focusing on peacebuilding.</p>	<p><u>Measures</u></p> <ul style="list-style-type: none"> • New strategy builds on a comprehensive context <u>analysis and related scenarios.</u> Further investment in capacity building of local staff and provide new staff with the knowledge and skills needed for applying a CSPM approach. In particular a refresher training course on CSPM to be organized for the SC/Embassy and its implementing partners in Ukraine. Promotion of knowledge sharing among staff and implementing partners by providing regular opportunities to share experience and challenges on the implementation of CSPM. 			

<p>Recommendation 2</p> <p><u>Relevant topics should be worked across all domains:</u></p> <p>In the formulation of the new CS, it is advised that very relevant topics such as (a) Peacebuilding/Conflict resolution and (b) Local Governance should be worked across all domains. The senior adviser on governance and the Human Security Advisor could play an important role in supervising the embedment and coordination of these two topics in the whole portfolio.</p>	Fully agree	Partially agree	Not agree	
	<p><u>Response</u></p> <p>We agree that the principles of good governance should be integrated into all our domains. In fact, Switzerland's Dispatch on International Cooperation 2017-2020 defines Governance as a mandatory transversal theme. Governance includes local governance but also democratisation, promotion of inclusive political processes, constitutional legality, including access to justice, strengthening of civil society, reduction of corruption, restitution of illicit assets, global and economic governance. The integration of governance as a transversal topic into the operations is based on the following five principles: accountability, transparency, participation, non-discrimination, and efficiency.</p> <p>We agree that conflict sensitivity should be mainstreamed on context, programme and management level.</p> <p>However, we see organizational and management difficulties in delegating the supervision role to the Human Security Advisor as suggested. Given the limited human resources, the Human Security Advisor cannot fulfil the envisaged supervisory role. We would rather nominate a CSPM focal point within the Embassy to oversee the portfolio developments for overarching/cross-cutting issues beyond the transversal themes.</p>			
	<p><u>Measures</u></p> <ul style="list-style-type: none"> • Better integration of governance as a transversal theme across all domains with a particular emphasis on public integrity. • Mainstreaming of conflict sensitivity on context, programme and management level. • Definition of a clear mandate and nomination of a CSPM focal point 			
<p>Recommendation 3</p> <p><u>Federal offices together should start discussing the Humanitarian-development-peace nexus:</u></p> <p>In preparation of the new CS, the federal offices should start discussing the humanitarian-development-peace</p>	Fully agree	Partially agree	Not agree	
	<p><u>Response</u></p> <p>While respecting the different mandates, competences, approaches and cultures of work of the different organizations, we agree that more attention should be paid to achieving coherence and creating synergies through simultaneous and inter-connected usage of Swiss Humanitarian assistance, development cooperation and peace work.</p>			

<p>nexus and the planning of related activities. It is advised to base the discussion on a joint assessment (Swiss embassy, SDC-EC, SDC-HA, HSD, ideally also SECO) that will help defining the most appropriate Swiss intervention in and around the conflict area, providing a strategic and coherent vision on the different FDFA instruments to be used. This assessment could also explore the relevance and opportunity for SDC-HA to engage on structural projects in “GCA/rest of Ukraine” targeting vulnerable population and IDPs, capitalising on the experiences in the South Caucasus (disaster risk reduction, affordable housing). In addition, this joint assessment could allow to strategically and better connect the HSD portfolio with the other policy instruments.</p>	<p><u>Measures</u></p> <ul style="list-style-type: none"> • Convergence of the Swiss peace work, humanitarian assistance and governance support into one domain: “Peace, protection and democratic institutions. • Regular participation of SC/Embassy staff in SDC-HA missions in the east. • More integrated approach to humanitarian assistance and development in health • Further efforts to advance sectorial decentralization and improve public services provision (e.g. health, energy) • Regular exchange about activities planned by SDC-HA and by Swiss financed actors working in the east (notably those working across the contact line: ICRC, OHCHR, OSCE/SMM/Minsk, WHO, etc.), in order to increase the coherence of the Swiss Portfolio. 		
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Evaluation Area 2: Relevance and appropriateness of the project / program portfolio

RECOMMENDATIONS	MANAGEMENT RESPONSE			RÉSPONS.	DEADLINE
<p>Recommendation 4 <u>Swiss cooperation should improve implementation in territorial convergence:</u></p> <p>It is advised that the Swiss portfolio should intensify the work in (still to be defined) territories to have a critical mass by connecting different domains or sectors – to better allow a bottom-up approach, and to use synergies. Working on specific territories will also allow to build a local/regional policy dialogue with deconcentrated/decentralised authorities and local civil society, contributing to the empowerment of sub-national actors that will eventually reinforce or improve the work done at national level. The idea of regional steering boards open for sub-national actors might contribute to better addressing the complementarities and synergies across the domains at territorial level.</p>	Fully agree	Partially agree	Not agree		
	<p><u>Response</u> We agree that synergies between different interventions should be further enhanced by focusing more, where opportune, the interventions in the same geographical area. However, we must remain flexible since it is not always appropriate. Indeed the levels of intervention targets different actors at different administrative levels (cities / rural areas; rayons / hromadas / oblasts / national government).</p>				
<p>Recommendation 5 <u>Swiss cooperation should work on the concentration of their portfolio:</u></p> <p>It is advised, that the Swiss Cooperation management together with the domain responsible NPOs and the involved responsible at HQ better focus the range of different topics within the domains,</p>	Fully agree	Partially agree	Not agree		
	<p><u>Response</u> Cf. our comments under R6 and R7 We agree on the general recommendation to aim at concentrating the portfolio of the Swiss cooperation, and this mainly through sharpening thematic priorities. For the domains SEMUD and SED, we will seek to specify a thematic focus and/or increase the complementarity of activities, while keeping the diversity of instruments and partners of economic development cooperation. HSD already concentrates its portfolio on specific areas and topics which are also thematically interlinked.</p>				

RECOMMENDATIONS	MANAGEMENT RESPONSE			RÉSPONS.	DEADLINE
especially in domain 3 SEMUD and domain 4 SED.	<u>Measures</u> <ul style="list-style-type: none"> The domain papers of the new CS will reflect this sharpening of the thematic focus. 				
<p>Recommendation 6</p> <p><u>Swiss cooperation should work on the concentration in topics of SEMUD:</u></p> <p>In SEMUD, the evaluation team supports collaborators of Swiss Cooperation in their endeavours to better streamline the SEMUD domain. It is proposed to conduct an assessment on the question of the importance of urban development focusing on energy efficient cities versus the topic of energy efficiency on household level. In addition, the assessment should provide suggestions how to better link relevant measures in strategic issues of energy efficiency or urban development (domain SEMUD) with measures in local governance on regional and local level (domain governance & peacebuilding).</p>	Fully agree Partially agree Not agree				
	<u>Response</u> Within the area of urban development, the issues of urban planning, urban mobility and energy efficient cities / energy efficiency on household level energy (that is a huge challenge for cities due to the high level of household energy consumption and aging infrastructure) are interlinked and are key elements of a low carbon and sustainable urban development. However, we see the potential to specify Switzerland's interventions within this domain, by focusing on energy management (public, private, industry) and urban mobility. SEMUD projects enhance local governance. However ways to increase the complementarity of SEMUD activities and activities on governance and peacebuilding as well as with SED domain will be explored. Domain governance & peacebuilding programs will be explored, when possible and when they make sense.				
<p>Recommendation 7</p> <p><u>Swiss cooperation should work on the concentration of topics in SED:</u></p> <p>The evaluation team supports the opinion of the team in the Swiss embassy in their effort to thematically focus the portfolio in the SED domain with less projects and implementation partners. The</p>	Fully agree Partially agree Not agree				
	<u>Response</u> SED domain reflects a combination of instruments of economic development cooperation, leading to a certain diversity of projects and partners. We agree that the complementarity between SED projects could be sharpened around a common thematic focus, namely SMEs and Competitiveness. However the proposal to extend it to the topic of "employment" with issues focusing on skills development / Technical Vocational Education and Training (TVET) is in contradiction with the first part of the recommendation since it will enlarge the scope of activities in the SED domain.				

RECOMMENDATIONS	MANAGEMENT RESPONSE	RÉSPONS.	DEADLINE
topic of “employment” with issues focusing on skills development / Technical Vocational Education and Training (TVET) could be an interesting new direction to be considered in the planning of the next CS.	<u>Measures</u> <ul style="list-style-type: none"> The domain paper of the new CS will reflect this question. 		

Evaluation Area 3: Implementation of the CS and its portfolio

RECOMMENDATIONS	MANAGEMENT RESPONSE			RÉSPONS.	DÉLAI
Recommendation 8 <u>Swiss Cooperation should assess their future role and joint programming:</u> In specific sectors / domain topics (e.g. decentralisation, energy efficiency) Swiss cooperation should further assess the possibility for joint-programming with other donors (e.g. delegated cooperation; pool funding; co-funding). Swiss cooperation should assess its specific role based on opportunities and experiences in this set-up, if it can play the coordination role in a specific sector, or the role of an enabler of funding by other agencies, or the role of a facilitator of parts of the reform agenda – or just as a contributor of funds.	Fully agree	Partially agree	Not agree		
	<u>Response</u> In Ukraine, Switzerland promotes joint approaches, implements several sector-wide programmes and contributes to sectoral programmes with the UN, IFIs or bilateral in Ukraine. Assessment of opportunity and benefits of joint-programming with other donors are regularly performed in a number of areas. HSD activities continue to be opportunity-based in order to react swiftly to political changes in fields where it is possible to provide an added value.				
	<u>Measures</u> <ul style="list-style-type: none"> Engagement in joint analysis in the health and decentralization sector Exploration of the participation in a <u>government-led multi donor recovery platform</u> 				

Recommendation 9 <u>Better addressing transversal topics in the new CS:</u> SCO staff could conduct initial assessments (baselines) combined with the elaboration of checklists / strategy papers / guidelines on how to address the transversal topics together with a strong involvement of implementing partner organisations. Meaningful indicators on gender and governance mainstreaming per domain should be included in the CS monitoring in a more consistent way.	Fully agree	Partially agree	Not agree	
	<u>Response</u> Monitoring of transversal topics is already part of the working methods of the SC/Embassy, further improvement can always be possible.			
	<u>Measures</u> <ul style="list-style-type: none"> • Taking stock of the already existing facts and figures and assess additional needs based upon these findings • Improve relevance of indicators for transversal topics and ensure a better monitoring of these indicators. • Seek sources of inspiration from related networks on improving the “how to” component 			
Recommendation 10 <u>Swiss embassy should elaborate a communication strategy:</u> The Swiss embassy should invest more efforts in a communication and visibility strategy, which might lead to a more comprehensive and coherent visibility of Switzerland’s cooperation in Ukraine and the different policy instruments applied. Efforts to promote a communication oriented on development (C4D) valorising Ukrainian actors and processes supported by Switzerland (e.g. madewithswitzerland) should be continued and strengthened.	Fully agree	Partially agree	Not agree	
	<u>Response</u> We agree that more attention should be paid to better explain Swiss cooperation with Ukraine, to increase Swiss visibility and to better communicate results achieved. SC/Embassy has already developed recognized, effective communication tools that could be further embedded in a simple and comprehensive communication plan.			
	<u>Measures</u> <ul style="list-style-type: none"> • Elaboration of a communication plan. • Application of the Guidelines on the naming of integrated Swiss representations in all forms of external and visual communication (GS-FDFA) <u>Social media engagement</u> is further enhanced and website is updated more frequently			
Recommendation 11 <u>Swiss embassy should elaborate an advocacy strategy:</u> The Swiss embassy should decide on the elaboration of an advocacy strategy	Fully agree	Partially agree	Not agree	
	<u>Response</u> We agree that coherent messaging by all WOGA partners / offices helps to increase the effectiveness of our advocacy work. However, we doubt the need and usefulness of developing a <i>new</i> advocacy strategy, as the main messages already exist and can be applied. Link with			

<p>for the conflict-affected area, coherent with their engagement in other fields (e.g. Minsk process, HSD activities), to agree on some important issues on which Switzerland want to influence, by using adequate instruments, including the ambassador.</p>	<p>communication could be strengthened since advocacy is closely linked to proper communication.</p>			
<p>Recommendation 12 <u>Better involving and working together with Civil Society Organisations:</u></p> <p>The new CS could define an approach on how to better involve and support Ukrainian Civil Society Organisations. For example: to foster the involvement of national actors as well as civil society organisations in international tender processes by designing tender procedures in that way, that international organisations seek for consortia / partnerships with local organisations.</p>	<p>Fully agree</p>	<p>Partially agree</p>	<p>Not agree</p>	
	<p><u>Response</u> SC/Embassy already supports the development of CSOs and, more widely, expertise in Ukraine, we agree however that it should be done more systematically to further integrate CSOs and other local expertise in the development of our projects (e.g. through participation in Steering committees, meetings at the local level, etc.). Furthermore, HSD already works extensively with local civil society organizations. Hence, there is no need for HSD to expand such cooperation.</p>			
	<p><u>Measures</u></p> <ul style="list-style-type: none"> When relevant tender procedures will be designed in that way, that international organisations seek for consortia / partnerships with local organisations, as participants and/or implementers. Improve our knowledge of CSO in Ukraine (mapping) 			
<p>Recommendation 13 <u>Working more coherently by contextualizing WOGA:</u></p> <p>To assist the elaboration of the next CS, Swiss embassy should renew and deepen the vision drawn about WOGA ("Whole of Kyiv" paper elaborated December 2017) giving a clear and coherent approach for the different instruments that Switzerland can use to work in and on fragility. The elaboration of</p>	<p>Fully agree</p>	<p>Partially agree</p>	<p>Not agree</p>	
	<p><u>Response</u> We do not agree since it is already being in the framework of the development of the next CS. However, coordination and regular information-sharing before planning interventions in the conflict-affected areas of the eastern part of Ukraine are particularly important, given the politically highly sensitive context.</p>			
	<p><u>Measures</u></p> <p>-</p>			

<p>this vision in form of a joined document, supported by HQs, should include all federal offices and their respective policy instruments, highlighting the role that the Swiss embassy can play to accompany and facilitate the implementation of the vision.</p>			
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Evaluation Area 4: Results of the CS – in relation to the results at country level

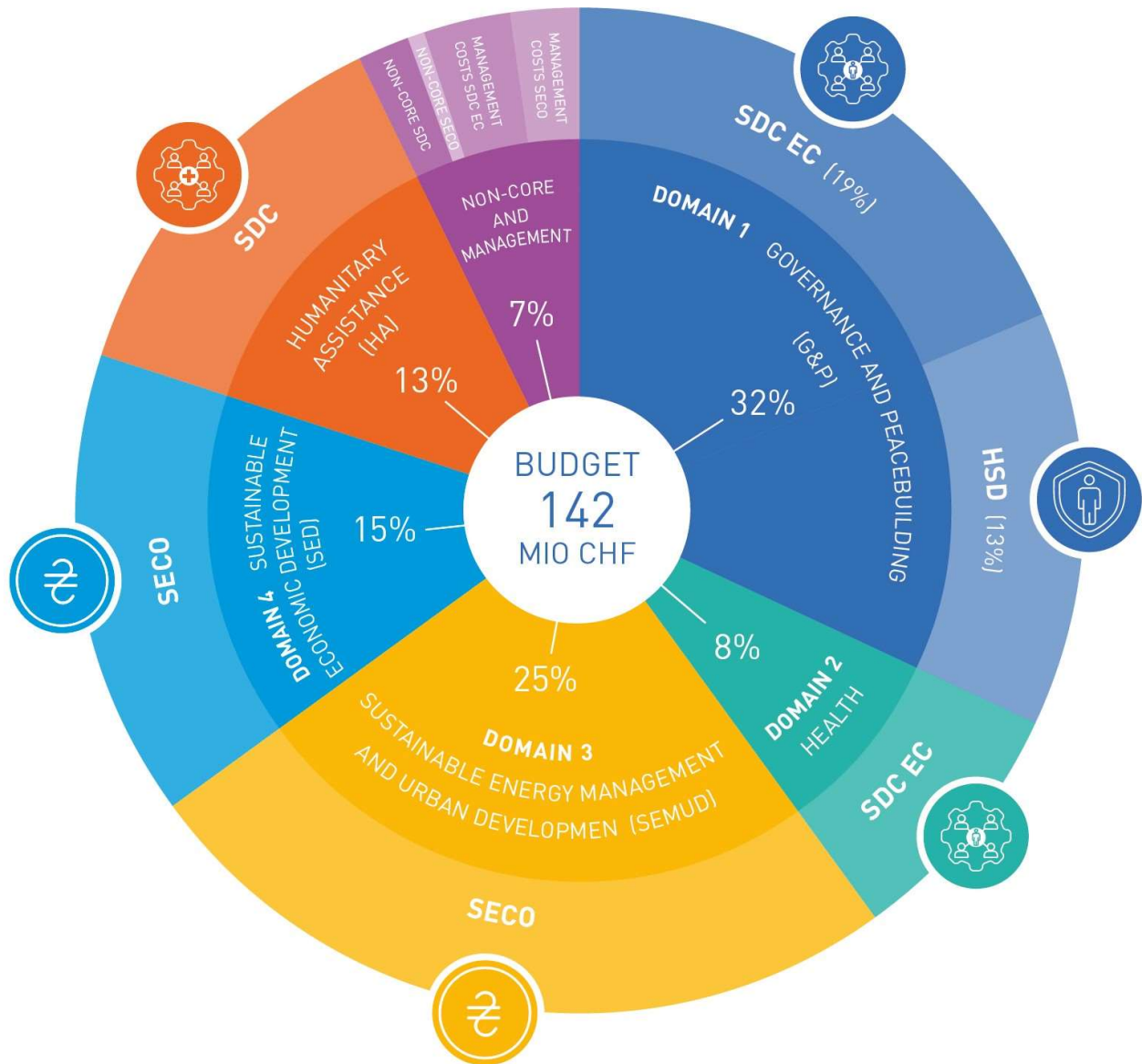
RECOMMENDATIONS	MANAGEMENT RESPONSE			RÉSPONS.	DÉLAI
<p>Recommendation 14</p> <p>Swiss Cooperation should further improve effectiveness by exploiting synergies: To better address synergies of projects across different domains, the management and staff of Swiss Cooperation should manage the portfolio with a more holistic view and in a more pragmatic way, by facilitating systemic change and thinking different topics more aligned. The NPOs are already long-time employees – and could be the drivers of better aligning the Swiss policy instruments across the domains, meaning for example that a SECO funded urban development project might go under domain 1, since the synergies with the other governance related projects are so obvious.</p> <p>The evaluation team’s conclusions and recommendations as an input for planning the next Cooperation Strategy for Ukraine.</p> <p>For planning the new CS 2020-23, the evaluation team concludes the following issues to be taken into consideration as a scenario (see figure 5) for further discussion:</p> <ul style="list-style-type: none"> - The new CS should concentrate on less domains with some sub-domains that will represent different entry points to work on the domain objective. 	Fully agree	Partially agree	Not agree		
	<p><u>Response</u></p> <p>We fully agree that we need to further improve effectiveness of our action by exploiting on synergies and complementarities inside and between the domains. We agree that each domain should have a conflict transformative approach. However, we fully disagree with the proposed structure (domains) for our next strategy. It does not seem realistic because of unbalanced domains/pillars. In HSD’s view, the fact that there is an on-going conflict in eastern Ukraine should be reflected in the composition of the domains. Furthermore, thematic similarities, similar areas of intervention, as well as similar methods, partners and activities should be considered for the next strategy’s domains.</p>	<p><u>Measures</u></p> <p>-</p>			

RECOMMENDATIONS	MANAGEMENT RESPONSE	RÉSPONS.	DÉLAI
<ul style="list-style-type: none"> - The range of different policy instruments by the different federal offices should remain, but they should be better interconnected within the domains. - Based on the good opportunities in the ongoing decentralisation reform agenda, it is advised to align some of the existing domain topics as subdomains in pillar 1 (Governance, Institutions and Decentralisation), with a clear emphasis on improved service delivery at local level. - A second pillar comprises all activities in the field of employment and economic development, and complements pillar 1. - Humanitarian Assistance remains as a topic of the future Cooperation Strategy which is implemented with meaningful activities in both domains following the humanitarian-development-peace nexus. - Peace-building and conflict resolution should be well integrated into the two domains. - As transversal topics gender equality and governance will remain, as well as CSPM as an integrated approach. 			



Cooperation Strategy Ukraine 2015 – 2019

EVALUATION REPORT



Swiss Federal Offices active in Ukraine and budget volume per domain (2015-19).

The report for the Cooperation Strategy Evaluation Ukraine 2015–2019 has been elaborated by Carsten Schulz from KEK-CDC Consultants with inputs by Stefano Berti from SDC, Alberto Hernandez from SECO and Dr Olha Krasovska as national consultant.

Our special thanks go to the staff members of the Swiss embassy in Kyiv as well as the responsible persons for Ukraine at FDFA (SDC, PD) and SECO who contributed with information on the Swiss Cooperation Strategy. The infographics have been designed by Greg Williams.

Further information on the concept and methodological guide are available at:

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KEK ▲ CDC
CONSULTANTS

Table of Content

Abbreviations

Glossary

Introduction

Executive Summary **1**

1 Introduction **5**

1.1 Purpose and Objectives of the Cooperation Strategy Evaluation 5

1.2 Methods and structure of the report 5

1.3 Overview of the Cooperation Strategy Ukraine 2015-19 6

2 Findings **8**

2.1 Evaluation Area 1: Context Analysis (referring to the partner country context, the region and to the Swiss context) 8

2.1.1 Positioning and adaptation of CS with respect to country and regional context as well as Swiss policies 8

2.1.2 Quality of context analysis by Swiss embassy 9

2.1.3 Reflection of Humanitarian Assistance within CS Portfolio 11

2.1.4 Conclusions and Recommendations for EA1 11

2.2 Evaluation Area 2: Relevance and appropriateness of the project / program portfolio 13

2.2.1 Relevance of the project / program portfolio 13

2.2.2 Conclusions and Recommendations for EA2 18

2.3 Evaluation Area 3: Implementation of the CS and its portfolio 20

2.3.1 Management Performance 20

2.3.2 Coordination and aid effectiveness in the country set up 23

2.3.3 Conclusions and Recommendations for EA3 24

2.4 Evaluation Area 4: Results of the CS – in relation to the results at country level 26

2.4.1 Results, effectiveness and contribution to country results 26

2.4.2 Sustainability and scaling up 28

2.4.3 Added value of the Swiss Programme 30

2.4.4 Contribution by Switzerland to the active promotion of peace in Ukraine 30

2.4.5 Conclusions and Recommendations for EA4 31

2.4.6 The evaluation team's conclusions and recommendations as an input for planning the next Cooperation Strategy for Ukraine 32

Annexes

Abbreviations

AR	Annual Report
BTI	Bertelsmann Stiftung Transformation Index
CHF	Swiss Franc
CoE	Council of Europe
CMI	Crisis Management Initiative (Finish NGO)
CS	Cooperation Strategy
CSE	Cooperation Strategy Evaluation
CSPM	Conflict-sensitive programme management
C4D	Communication for development
DAC	Development Assistance Committee (OECD)
DESPRO	Swiss-Ukrainian Decentralization Support Project
DOBRE	Decentralization Offering Better Results and Efficiency = DOBRE, USAID's five-year and USD 50 million program from 2016 – 2021
DOCCU	Development of Citizenship Competences in Ukraine
DRC	Danish Refugee Council
EA	Evaluation Area
EGAP	E-Governance for Accountability and Participation
EBRD	European Bank for Reconstruction and Development
EE	Energy Efficiency
EPR	End of Phase Report
EQ	Evaluation Question
EU	European Union
FCD	Federal Council Dispatch
FDFA	Federal Department of Foreign Affairs
FIBL	Research Institute for Organic Agriculture
GCA	Government controlled areas
GDP	Gross Domestic Product
GFA	German Consulting Company
GNI	Gross National Income
HA	Humanitarian Assistance
HQ	Headquarters
HSD	Human Security Division of FDFA
ICRC	International Committee of the Red Cross
ICS	Internal Control System
IDPs	Internally Displaced Persons
IFC	International Finance Cooperation
IR	Inception Report
MERV	Monitoring System for Development-Relevant Changes
MTR	Mid-term Review
MTOT	Ministry for Temporarily Occupied Territories and Internally Displaced Persons of Ukraine

MinRegion	Ministry of Regional Development, Construction and Communal Services of Ukraine
MoAPF	Ministry of Agrarian Policy and Food of Ukraine
MoH	Ministry of Health of Ukraine
M&E	Monitoring and Evaluation
NGCA	Non-government controlled areas
NGO	Non-Governmental Organisation
OCHA	Office for the Coordination of Humanitarian Affairs (United Nations)
OECD	Organisation for Economic Development and Cooperation
OSCE	Organisation for Security and Cooperation in Europe
PPDP	Public Private Development Partnership
PD	Political Directorate of FDFA
RS	Result Statement
SCO	Swiss Cooperation Office
SDC	Swiss Agency for Development and Cooperation
SDC-EC	Eastern Cooperation under the Swiss Agency for Development and Cooperation
SDC-HA	Humanitarian Aid under the Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goals
SECO	Swiss State Secretariat for Economic Development
SKAT	Switzerland based Consulting Company (Swiss resource Centre and Consultancies for Development)
SME	Small and Medium Enterprise
SMM	Special Monitoring Mission (within OSCE)
TVET	Technical Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UREEP	Ukraine Residential Energy Efficiency Project
USAID	United States Agency for International Development
USD	US Dollar
WB	World Bank
WOGA	Whole of Government Approach

1 CHF = 26.8249 Ukrainian Hryvnia (UAH), 28.02.2019

Glossary

Donbas	The Donetsk Basin, commonly known as Donbas, is an informal historical, economic and cultural area of eastern Ukraine covering the Donetsk and Luhansk administrative regions. The name comes from the Donets River.
Conflict-affected areas	Conflict-affected areas are “identified by the presence of armed conflict, widespread violence or other risks of harm to people. Armed conflict may take a variety of forms, such as a conflict of international or non-international character, which may involve two or more states, or may consist of wars of liberation, or insurgencies, civil wars, etc.” (OECD 2013). In Ukraine, according to estimates of the UN, around 5.2 million people lived in the area affected by the conflict before its outbreak.
GCA	Conflict affected areas under government control by Ukraine.
Key political processes	Key political processes are understood as processes that contribute to the resolution and transformation of the conflict
Multi-bi	Contributions by bilateral donors to multilateral agencies with the “funding pre-determined by the donor(s) to be used only for specific purposes, for example (sub-) regions, countries, sectors, or themes” (OECD, 2011).
NGCA	Conflict affected areas, which are not under government control by Ukraine.

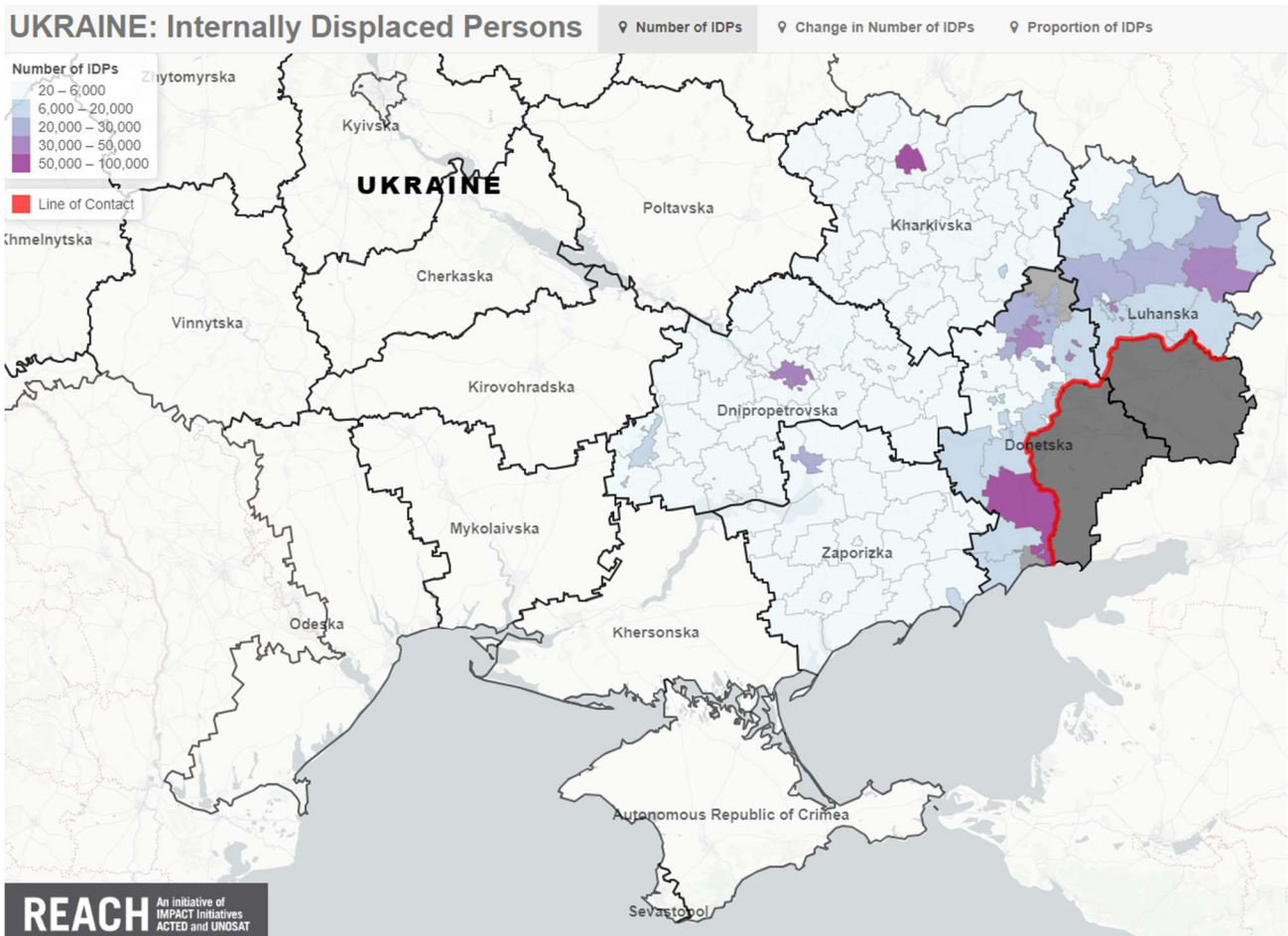
With the Cooperation Strategy implemented by different federal offices active in Ukraine applying the WOGA approach, the following wording is used throughout the report:

- 1) Swiss Cooperation: All actors from the (former separated) Swiss Cooperation Office and staff from the Swiss embassy (team of Human Security Division and embassy management) involved in the implementation of the Swiss Cooperation Strategy
- 2) International Cooperation of Switzerland = Actors such as SDC, SECO and HSD

Map



Source: Swiss cooperation strategy for Ukraine 2015–2019



Source: <https://reachukraine.shinyapps.io/UkraineIDPs/> retrieved 06.01.2019

Executive Summary

Part I: Bibliographical Information

Donor	Swiss Agency for Development and Cooperation (SDC)
Report Title	Cooperation Strategy Evaluation Ukraine 2015–2019
Geographic area	Ukraine
Sectors	Governance and peacebuilding, health, sustainable energy management and urban development, sustainable economic development, humanitarian assistance
Language	English
Date	09/2018 – 02/2019
Authors	Carsten Schulz, international consultant Stefano Berti, SDC peer Alberto Hernandez, SECO peer Olha Krasovska, national consultant

Part II: Summary

Subject Description

Switzerland's support to the transition in Ukraine is outlined in the Swiss Cooperation Strategy for Ukraine 2015-2019 jointly prepared by the Swiss Agency for Development and Cooperation (SDC), the State Secretariat for Economic Affairs (SECO) and the Human Security Division (HSD) within the Directorate of Political Affairs (PD). It aims *to promote cohesion, inclusive democratic governance and sustainable socio-economic development in Ukraine aiming at a peaceful, equitable and prosperous society*. The Swiss Cooperation Strategy responded to the challenges in Ukraine by using different policy instruments and working in four domains (1) Governance and peacebuilding, (2) Health, (3) Sustainable energy management and urban development, (4) Sustainable economic development, and in addition need-based Humanitarian assistance.

In 2018, Swiss embassy was involved in the implementation of 46 projects, with others in the status of conceptualization and tendering. The estimated budget allocation by the federal offices for the period 2015-2019 amounts up to 142 Mio CHF.

Evaluation Methodology

Cooperation Strategy Evaluations have as an overall objective to support Swiss federal offices involved in their strategic and operational steering and in improving aid effectiveness. The evaluation corresponds to the standardised methodology and toolkit developed by SDC's Controlling and Evaluation Division and refer to the OECD DAC evaluation standards. It is conducted by a team led by an external international consultant working together with two internal resource persons from SDC and SECO (peers), complemented by a national consultant. Prior to the field mission an online survey was conducted to obtain relevant insights and comments of three groups of interviewees (from federal offices, implementation partners and international organisations) in Switzerland and Ukraine and across the portfolios with 46 answers received out of 76 persons (participation rate is 61%). The short field mission conducted by 3 out of the 4 team members took place from 05.11. to 12.11.2018 and included more than 30 interviews and meetings.

Major Findings and Conclusions

Evaluation Area 1: Context Analysis

The Cooperation Strategy addresses the situation in Ukraine with the conflict in eastern Ukraine and various societal as well as economic challenges adequately and satisfactorily. The Swiss portfolio with the four domains is still fully relevant against the current Swiss as well as the Ukrainian policy backgrounds.

The engagement of different federal offices under the Cooperation Strategy has allowed Switzerland to respond and adapt timely to changing priorities and changes in the Ukrainian context. The Swiss Cooperation – since 2017 integrated into the Swiss embassy Kyiv – managed to adapt the Swiss portfolio against changes in the context on a regular basis. However, the evaluation team observed that Swiss Cooperation focused with portfolio adaptations more on eastern Ukraine, rather than assessing the entire territory of Ukraine beyond the conflict area.

Activities of humanitarian assistance in eastern Ukraine are seen as important and complement the Swiss portfolio well, however, future measures should be assessed more broadly and strategically against the evolving context. The value added of measures should be gauged against the humanitarian-development-peace nexus and maintaining clear complementarity and synergies of Swiss actors based on their core competencies.

Evaluation Area 2: Relevance and appropriateness of the portfolio with regard to CS

The Swiss portfolio is well aligned to support effectively relevant reform processes in Ukraine, has systemic character and is seen as relevant and appropriate confirmed by all interviewed partners in Ukraine. The domain topics and approaches are relevant to the needs of Ukraine, especially to foster power sharing, the decentralisation and transfer of responsibility from national to regional or local level, and to respond to the fragile situation in the eastern part of the country.

The variety of policy instruments deployed by Switzerland is seen by all partners as good and relevant to respond to the evolving context, however, some activities by Switzerland (particularly in peace building) are not well known to all partners implementing the Swiss programme.

Concerning the coherence of the portfolio, the interconnection of some projects within and among different domains lags behind the good quality implementation (e.g. interconnection of projects in domain 1 working on decentralisation and activities in domain 3 such as energy efficiency projects targeting public entities as well as urban development) and should be more systematically exploited, rather than intuitively addressed. Additionally, concentration and convergence in the topic of decentralisation and across all domains is needed to better support local authorities in implementing the reforms by building capacities on regional and local level in a coherent manner.

Evaluation Area 3: Implementation of the CS and its portfolio

The Swiss portfolio is generally well managed. It consists of a relatively high number of projects (some of the projects with a budget spending of less than CHF 250'000 per year, especially the projects financed by HSD, and some projects managed by SECO Bern), which might cause a certain imbalance to steer and monitor the whole portfolio. The latter and the diversity of topics has limited the potential for synergies across projects and domains.

The Swiss embassy is aware of applying the Whole-Of-Government Approach (WOGA) bringing together the different federal offices. Its actual implementation remains behind the good intentions,

which is unfortunate as the Ukrainian context presents challenges which need to be addressed through a coherent combined use of all Swiss instruments.

The Swiss embassy invested some efforts for better communicating results of projects and activities in Ukraine, which can be clearly seen. However, a strategic and coherent concept for the communication of Switzerland in Ukraine, including its advocacy objectives, is missing.

It has to be noted that transversal topics (gender equality and governance) are not always strategically addressed in the implementation of domain topics, and Swiss Cooperation together with implementing partners seem to face difficulties to plan their integration in a coherent way.

Evaluation Area 4: Results of the CS – in relation to the results at country level

The interventions under the Cooperation Strategy and their results, in general terms, are effective and visible and partners confirm the good work done and the results achieved in all domains. The strong alignment of the Swiss Cooperation to ongoing reform processes (e.g. decentralisation, health, among others) and implementation of its portfolio on different levels (national, regional down to local level) is seen as very appropriate to sustain the results just from the beginning. The coordination role by the Swiss embassy in some sectors on different levels has been consistently praised by many partners and opened new opportunities for scaling-up. However, some domain topics of the Cooperation Strategy seem to be less interconnected and therefore hamper synergies between some projects and between the domains.

Recommendations

Evaluation Area 1: Context Analysis

Relevant topics should be worked across all domains: For better adapting contextual changes in the implementation of the new Cooperation Strategy, relevant (context related) topics such as (a) Peacebuilding/Conflict resolution and (b) Local Governance should be worked upon in all domains. (c) Conflict Sensitive Programme Management (CSPM) should be more comprehensively used for understanding the context in the whole territory of Ukraine beyond the conflict-affected area.

Federal offices together should start discussing the Humanitarian-development-peace nexus: The variety of policy instruments is seen as complementary and therefore should be maintained. In order to define the most appropriate Swiss intervention in and around the conflict area in eastern Ukraine, all federal offices should start discussing implementation modalities in line with the humanitarian-development-peace nexus based on a joint assessment in preparation of the new Cooperation Strategy.

Evaluation Area 2: Relevance and appropriateness of the portfolio with regard to CS

Swiss cooperation should improve implementation in territorial convergence: The coherence of the Swiss portfolio should be strengthened by intensifying the work in (still to be defined) geographical areas, leading to a critical mass and a higher as well as more visible impact. This should consider better connecting different projects or domains, to further promote a bottom-up approach, and to exploit territorial convergence to achieve better synergies.

Swiss cooperation should work on the concentration of their portfolio: Although the four domains are well chosen, it is advised to better focus the range of thematic areas within the selected domains.

Evaluation Area 3: Implementation of the CS and its portfolio

Swiss Cooperation should assess their future role and joint programming: With respect to the role of the Swiss Cooperation considered by other bilateral and multilateral donors as a relatively small but highly appreciated aid partner in Ukraine, the possibility for joint-programming with other donors should be further assessed. Additionally, in specific sectors / domain topics (such as decentralisation or service delivery for Ukraine citizens) Swiss Cooperation should further assess its specific role based on opportunities: coordination role, role of an enabler of funding, role of a facilitator – or just as a contributor of funds.

Working more coherently by contextualizing WOGA: The awareness of Swiss embassy in applying WOGA should lead to a process in updating and deepening the contextualized WOGA concept used for Ukraine. Headquarters of involved federal offices together with Swiss embassy should continue working on a clear and coherent approach for applying the different instruments that Switzerland can use to work in and on fragility.

Swiss embassy should elaborate a communication and an advocacy strategy: To further improve communication and visibility, the Swiss embassy should invest more efforts in developing a strategy, leading to a more comprehensive and coherent visibility of Switzerland's cooperation in Ukraine with their different policy instruments. The same applies for the elaboration of an advocacy strategy, to agree on these major issues on which Switzerland wants to increase its policy impact.

Better addressing transversal topics in the new CS: Transversal topics as gender equality and governance should be better embedded in the portfolio and its objectives clearly identified (with special interventions planned) and with a stronger involvement of implementing partner organisations.

Evaluation Area 4: Results of the CS – in relation to the results at country level

Swiss Cooperation should further improve effectiveness by exploiting synergies: Swiss Cooperation achieves good results in all domains, however some potentially impactful interconnections among domain topics and projects are not developed. The management of the Swiss portfolio should be strengthened to **better address synergies of key projects under different domains**, so that the Swiss embassy increases effectiveness and sustainability (e.g. better alignment of decentralisation in domain 1 with energy efficiency activities in domain 3).

1 Introduction

1.1 Purpose and Objectives of the Cooperation Strategy Evaluation

This report concerns the evaluation of the Cooperation Strategy (CS) Ukraine 2015-2019¹ and presents the main findings, conclusions and recommendations. It is already practice in the Federal Administration to have periodic evaluations of the country or regional programme as part of the cycle management of the CS linking planning, monitoring and reporting processes. The goal of Cooperation Strategy Evaluations (CSE) is to help SDC's management as well as other Swiss federal offices involved in international cooperation such as SECO, Directorate of Political Affairs / Human Security Division in their strategic and operational steering and in improving aid effectiveness. Further, the purpose of the evaluation of the CS Ukraine is to assess the relevance and coherence of the Swiss development cooperation in regard to national development priorities and the Federal Council Dispatch (FCD). It shall especially assess the steering and strategic management of the CS, promote learning at the institutional level and account for Swiss achievements in Ukraine.

1.2 Methods and structure of the report

The CSE follows the methodology provided by the Concept for the Evaluation of Cooperation Strategies (SDC 2018a) and its Toolkit (SDC 2018b). The report is structured along the four Evaluation Areas (EA) and their evaluation questions.

As a preparation step prior to the field mission to Ukraine, an online survey has been conducted with 3 defined groups² and respective specific questions to cope with the limited time for interviewing stakeholder. 46 out of 76 persons filled in the questionnaires which represents a satisfactory participation of 61 %. The field mission to Ukraine took place from 04.11. to 12.11.2018 by 2 of the 3 international evaluation team members with more than 30 interviews, 3 workshops, 3 focus-group discussion rounds and on-site visits to project activities in Vinnytsia Region, the city of Kyiv and Kyiv region (as further outlined in annex 4 and 5). Before and after the field mission, several interviews by skype and telephone have been organised with representatives of Swiss federal offices, representatives of the Ukrainian Government on national level as well as selected oblast and municipality institutions.

The evaluation team consists of an external evaluator (Carsten Schulz, KEK-CDC Consultants), and two peers from two federal offices, Mr Stefano Berti, Deputy Head of Cooperation at the Swiss embassy in Port-au-Prince and Mr Alberto Hernandez from the Economic Cooperation and Development division at SECO. As national consultant Dr. Olha Krasovska from the Ukrainian Evaluation Association (UEA) complements the team.

Challenges in conducting the evaluation caused by the delay in the provision of data and information, the late appointment and limited availability of the peers and the short field visit in Ukraine with only 3 out of the 4 peers, were compensated with the dedication by and interest in the results of this evaluation demonstrated by all involved persons.

¹ The duration of the Cooperation Strategy was initially planned for 4 years, 2015–2018 and extended by one year up to 2019. In this evaluation report it will be mentioned as Cooperation Strategy 2015–2019.

² The 3 groups consist of a) employees of federal offices in Switzerland und Ukraine, b) representatives of implementing organizations with a contractual relation to the SCO, c) representatives of like-minded partner organizations, such as embassies, bilateral donors and selected multilateral organizations.

1.3 Overview of the Cooperation Strategy Ukraine 2015-19

Switzerland has been supporting Ukraine in its transition to democracy and the social market economy since the 1990s. The Swiss embassy was opened shortly after Ukraine's independence in December 1991, while in 1999 a cooperation office was set-up independently from the embassy premises in Kyiv. From the outset its programmes were concerned with aspects of good governance with a focus on projects to improve the living conditions of the people and the efficiency of public services, as well as projects to promote sustainable economic growth. Switzerland's current programme is based on its Cooperation Strategy 2015–2019, which sets the priorities of Swiss transition cooperation with Ukraine carried out by SECO, the SDC and, for the first time, the Human Security Division (HSD) of the FDFA. The extension of the Cooperation Strategy until 2019 can be explained by the fact that the political context followed the base case scenario, no deep changes had taken place in terms of policy orientation, and the implementation of strategic changes in the support to the health system were still ongoing. The additional year of implementation seemed the most effective and efficient way forward. Based on the outcomes and strategic recommendations of the CSE, the planning process for the CS 2020–2023 will start in early 2019.

The **overall goal** of the CS 2015-2019 is *to promote cohesion, inclusive democratic governance and sustainable socio-economic development in Ukraine aiming at a peaceful, equitable and prosperous society*. In order to achieve this goal, an objective for each of the four domains of intervention has been defined, complemented by two to three outcomes for each domain:

- 1) **Domain 1 – Governance and peacebuilding:** Inclusive decentralization reforms and peacebuilding initiatives contribute to improved democratic governance, social cohesion and human security.
 - Outcome 1:* National authorities elaborate and implement decentralisation reforms by including stakeholders from all regions of Ukraine.
 - Outcome 2:* Men and women of all ages participate in political decision-making in selected regions, including in conflict-affected areas, and have better access to public services.
 - Outcome 3:* Relations between conflicting parties are improved, respect for human rights and international humanitarian law is fostered and inclusiveness in key political processes is strengthened.

- 2) **Domain 2 - Health:** The health status of the population in target regions, including in conflict-affected areas, improves.
 - Outcome 1:* National and regional health authorities including in conflict-affected areas, provide a better and equitable access to improved primary health care services, with a focus on disease prevention and health promotion.
 - Outcome 2:* Men and women of all ages in selected regions, including in conflict-affected areas, adopt healthier lifestyles.

- 3) **Domain 3 – Sustainable energy management and urban development:** Enhanced energy efficiency and sustainable urban development contribute to better living conditions and energy independence.
 - Outcome 1:* Municipalities provide reliable, sustainable and cost-effective public services through enhanced energy efficiency, the introduction of environmentally friendly technologies and inclusive and sustainable urban development.
 - Outcome 2:* Small and medium enterprises (SMEs) / industries and residents get better access to targeted energy-efficiency measures and corresponding financial mechanisms. This allows SMEs / industries to operate in a more cost-effective and energy efficient way through resource-efficient and cleaner production (RECP), while residents' living conditions are improved.

- 4) **Domain 4 – Sustainable economic development:** The economy and in particular SMEs grow sustainably, and their role in the Ukrainian economy increases.

Outcome 1: The private sector benefits from new trade opportunities, better access to finance and increased business skills.

Outcome 2: National authorities improve the regulatory framework of the financial market and financial institutions are enabled to offer a wider range of services to the private sector, in particular to SMEs.

Outcome 3: National authorities improve the economic policy and investment framework as a result of an inclusive reform process.

Attached to the 4 domains is the **Humanitarian aid and non-core programme** which is “defined based on humanitarian and other needs” and doesn’t follow specific outcome statements articulated in the results framework.

The CS focused on two transversal themes with the objective to promote and mainstream (1) gender equality as well as (2) good governance. Furthermore conflict-sensitive programme management (CSPM) as an integrated approach should play a role in the implementation of the CS.

The overall budget for the initially planned Cooperation Strategy Ukraine 2015-2018 amounts to almost CHF 99 million, which represents an increase of almost 100 % compared to the previous Cooperation Strategy 2011-2014³. This substantial financial increase was explained by the context developments that occurred in Ukraine during 2014. With the one-year extension in the duration of the CS up to 2019, the overall planned budget amounts up to CHF 123 million. However, as the latest consolidated figures from all federal offices show (see graph in annex 10), the planned budget of the CS 2015-19 will exceed this figure with the estimated budget of disbursements for 2015-19 of CHF 142 Mio. This can be explained by additional funds approved by SDC Humanitarian Aid in the last years, since the Cooperation Strategy 2015-19 didn’t foresee a specific budget for humanitarian assistance (see annex 10, graph 2 for further information).

It is worth mentioning that between the former cooperation strategy and the current one, Ukraine’s position in terms of recipient of Swiss bilateral ODA, drastically climbed from the 33rd (2013) position to the 9th (2016/17)⁴.

³ The Cooperation Strategy 2011 to 2014 included a total budget of CHF 49 Mio CHF, with CHF 32 Mio by SECO and CHF 17 Mio by SDC (Eastern Cooperation).

⁴ See the statistics by OECD/DAC in annex 6:
https://public.tableau.com/views/OECDDACAidatagancebyrecipient_new/Recipients?:embed=y&:display_count=yes&:showTabs=y&:toolbar=no?&:showVizHome=n

2 Findings

2.1 Evaluation Area 1: Context Analysis (referring to the partner country context, the region and to the Swiss context)

2.1.1 Positioning and adaptation of CS with respect to country and regional context as well as Swiss policies

Ukraine context in a nutshell

Ukraine continues to recover from the painful disorder that followed the ousting of the Yanukovich government in 2014 as a result of the Maidan protests. The crisis induced by Russia's occupation and annexation of Crimea and the military support in eastern Ukraine has contributed to a struggle between the drivers of the reform processes who want to overhaul the entire system of governance and the old structures that resist deep reforms. The current political elites still mostly represent the old oligarchic system, but under the pressure of newcomers in the government and the parliament, as well as civil society and the international community, important reforms have been launched.

These crucial **reform processes** include the decentralisation reform, energy-sector reform, public procurement reform, extensive deregulation, harmonization with EU norms, banking sector and public finance management reforms, health reform and education reforms among others. Many reforms are still ongoing but have slowed down in anticipation of the forthcoming presidential and parliamentary elections in 2019.

Ukraine has been coping with a harsh **economic situation** after 2013. In 2016 and 2017, after several years of recession, real GDP growth resumed to above 2%. Inflation declined, while the fiscal and external balances improved. Also, the business environment is slowly improving (World Bank Doing Business 2019) and the activities in the shadow economy have been slightly reduced, however remain on a high level with 32% of GDP⁵. The rate of unemployment continues to be rather high but stable with the official figures of 9.4% (IMF 2018) of the working population. However, the poverty headcount ratio, measured by national standards, was reduced from 8.6% (2014) to 2.8% (World Bank 2017) and the observed economic turnaround allowed to calm social tensions. This rather positive effect has its limits especially in rural regions distant to bigger cities and towns (including the areas closer to the conflict area), where due to a lack of access to railway or regional buses network and employment opportunities, the local population is limited in their socio-economic activities (horizontal inequality). Therefore, skilled workers and young people are leaving the regions or even the country ("hand and brain drain").

Strategic Conformity with Federal Council Dispatch

The current CS 2015-2019 is in line with the Federal Council Dispatch (FCD) 2013-2016 as well as the current FCD 2017-2020. The 4 domains of the current CS are well aligned to the objectives of the FCD 2017-2020, namely (1) To foster democratic structures at all levels and improve public services, (2) To promote the private sector and improved framework conditions for enterprises (incl. vocational education), (3) To strengthen public utilities in the water and energy sectors towards sustainable operations, and (4) To improve access to better health services for the population.

⁵ Ministry of Economic Development and Trade of Ukraine, press statement December 2018

The CS considers the new realities in Ukraine as a result of the socio-economic and the conflict borne challenges. Especially the inclusion of aspects of Human Security in the CS has helped to make a step forward towards the Whole of Government Approach (WOGA) by Switzerland in Ukraine, even before HSD became an integral part of the Swiss cooperation programme as outlined in the FCD 2017-2020.

Major reorientations that took place with the new CS 2015-2019 were: (1) Putting stronger focus on conflict-affected areas and particular consideration to the most vulnerable, (2) Applying a Conflict Sensitive Programme Management (CSPM) lens in project management as an integrated approach, and (3) Complementing the portfolio with need-based humanitarian assistance, with a special focus on eastern regions of Ukraine.

Conformity with Reform Agenda and Development Priorities of Ukraine

Ukraine is undergoing a major reform process to meet important preconditions for the EU Association Agreement (and IMF stand-by arrangements) and to further accelerate economic growth, effective governance, human capital development, rule of law and fight against corruption – as well as security and defence as defined by the Ukrainian Government (Ukraine Reform Conference 2018). The reform priorities by the Ukrainian government are constantly changing since 2014, and when government achieved a certain progress in reform processes, such as the decentralisation reform or the energy reform, they are not listed as priority reforms anymore. Looking at the current six key reform areas⁶ prioritized by Ukrainian Government in 2017/18, Switzerland contributes to 4 reform processes (actively to the agricultural sector reform as well as the health care reform – and indirectly to the public administration reform and the education reform). In previous years, Switzerland supported successfully beside the energy reform the decentralisation reform, which is of crucial importance for the further development of Ukraine for stimulating communities to provide better administrative and social services and to increase their legal, organizational and financial capacity for better service delivery to citizens. With regard to conflict related issues, Switzerland mainly through HSD has been active (together with the implementing partner UNDP) to work on the „IDP Integration Strategy“ as well as the „State Target Program for Recovery and Peacebuilding in the Eastern Regions of Ukraine“, which have both been adapted by the Government.

Stakeholders and partners confirm the strong alignment to the ongoing reform agenda by Swiss Cooperation through the online survey results as well as in the interviews with representatives of Ukrainian government and those from international / donor organisations. In addition, partners mention and emphasize Switzerland’s pro-active reform process-oriented contribution by means of fostering donor coordination (e.g. the decentralisation reform) or by facilitation of the reform agenda (e.g. with WHO in the healthcare reform) or by active participation in sectorial groups (e.g. sub-group of the agricultural reform process; sub-group of the energy efficiency reform process).

2.1.2 Quality of context analysis by Swiss embassy

The complexity of Ukraine’s situation requires a good and intense context monitoring system at various levels, and the use of Conflict Sensitive Programme Management (CSPM) tools integrated into implementation. The Swiss embassy analysed regularly the context as this could be assessed by the evaluation team based on the available documents provided (Monitoring System for

⁶ Medium-Term Government Priority Action Plan to 2020 includes the priority reforms defined by Prime Minister: 1 Pension reform, 2 Education reform, 3 Healthcare reform, 4 Public Administration reform, 5 Privatization and State-Owned Enterprises reform, 6 Agriculture Sector reform https://www.kmu.gov.ua/storage/app/media/reform%20office/Ukraine_Reform_Conference_II_web.pdf

Development-Relevant Changes, MERV and annual reports, ARs). The fields of observation and indicators follow the structure given for these documents as outlined by the templates. With the AR 2017 and 2018, Swiss embassy continuously improved the analysis of the context including outlining the implications for the CS implementation as acknowledged by the Management Response for AR 2017. Of course, context could always be elaborated in more dimensions and in more details but the limited space for reporting requires overall prioritisation.

The MERV is done bi-annually in May and November, which is considered in general terms good. However, the evaluation questions, why the MERV is not elaborated closer to the important *moment forts* of Swiss cooperation, which is the mid-term planning in May as well as the elaboration of the annual report in October each year (the new format of the AR will make this link easier).

The CS was planned in 2014 during or shortly after the Maidan events and start of the military conflict in eastern Ukraine by using a not too optimistic mid-term perspective of the political situation. Consequently, the main directions of the overall Swiss programme did not see major changes, which indicates that the context analysis and choice of scenario for the current CS were realistic.

The Swiss Cooperation management understood it well – based on the contextual analysis – adapting the corresponding projects within the whole portfolio to better address the consequences of the conflict in eastern Ukraine. Throughout all domains and by all federal offices (including SECO), projects widened their geographical focus to areas close to the conflict zone and included activities targeting vulnerable groups, which the evaluation team considers as commendable, confirmed by all interviewed partners.

However, the evaluation team observed that Swiss embassy struggled with using the monitoring information and applying CSPM accordingly. It seems that implementing partners have not been consequently involved in CSPM planning sessions, and that CSPM has been mainly used by Swiss Cooperation as a tool to plan and implement activities in eastern Ukraine, rather than to better understand the fragile context in other geographical regions in Ukraine (e.g. the ethnic minorities in the Carpathian region in western Ukraine) and adapting the portfolio accordingly to conflict prevention measures in all over Ukraine. The scenarios currently included in the CS⁷ used for the adaptation of the Swiss programme are based on pure conflict related issues which only affects part of the Ukrainian territory, rather than addressing the fragility within other regions of Ukraine (e.g. IDP all over Ukraine, Roma ethnic group in western Ukraine).

A contextual analysis for planned activities in Humanitarian Assistance in Ukraine, especially for the direct actions (transport), is thoroughly prepared by SDC HA employees based in Bern and implemented jointly with selected personnel of the Swiss representation in Kyiv. The HA is doing sectoral needs assessment in the thematic areas of interest, however a vision based on a more holistic view (including issues of the 4 domain topics of the CS) seems to be important, so that future actions can be addressed under a humanitarian-development-peace nexus (how to address needs of the vulnerable population) well aligned to the domain topics of the CS.

⁷ CS page 39, Annex d: Adaptation of programme to scenarios

2.1.3 Reflection of Humanitarian Assistance within CS Portfolio

Humanitarian Assistance (HA), particularly in fragile and conflict-affected environments, continues to be a key principle of the Swiss foreign policy as this remains unchanged in both FCD 2013-2016 and the current 2017-2020. In 2014, when the current CS was planned, it was decided to attach HA in a flexible manner to the 4 domains of the CS 2015–2019, as an area to be “based on humanitarian and other needs”.

Despite some international media consider the conflict in eastern Ukraine as “a frozen conflict”, it remains unsolved and is very complex in its nature, which requires the highest attention by the international community.

The support by Switzerland in HA is well respected by the Ukrainian Government as well as by like-minded partners, since its special status puts Switzerland in a unique position: (a) Switzerland has an excellent reputation deriving from the OSCE Chairmanship in 2014 with fast and professional support provided; (b) Switzerland is known for being neutral; (c) Switzerland is the only country providing direct humanitarian assistance from Ukrainian government-controlled territory to the non-government controlled area (NGCA). In addition, Switzerland’s support with HA as a neutral and impartial actor is an important signal for the local population in the NGCA to work against isolation, as this was mentioned by different partners. The representative from Lugansk oblast authorities specially mentioned the situation of IDPs in the area close to the contact line, the need for psychosocial support to IDP families. Many stakeholders (e.g. Lugansk oblast representative, UNHCR, ICG report 2018) confirm the importance of supporting housing for IDPs.

The policy instrument HA remains relevant in the fragile context of eastern Ukraine, as well as the peace promotion and human security work by HSD. However, there are 2 issues to be mentioned, which are touching the contextual and strategic dimension of the CS. Firstly, Switzerland is providing direct HA into the NGCA, although there are different players working under international humanitarian law in the NGCA (such as ICRC and OHCHR) that could effectively manage new or bigger Swiss contributions. Secondly, the peacebuilding and conflict resolution activities by HSD are not always known to other implementing partners of the Swiss portfolio, and cannot necessarily be distinguished from HA by external partners, as it was mentioned in different occasions⁸. These particular activities by the Swiss embassy could be checked against the opportunity to share information with the other implementing partners of domain “governance and peacebuilding” or even beyond.

2.1.4 Conclusions and Recommendations for EA1

Conclusions

C1: The Swiss portfolio is still fully relevant against the Swiss as well as the Ukrainian policy backgrounds. In general terms, it is managed in an agile manner in order to stay relevant and be of added value vis-à-vis the evolution of the context.

C2: The engagement of different federal offices under the CS such as SDC Eastern Cooperation (SDC-EC), SECO, HSD and SDC Humanitarian Aid (SDC-HA) has allowed Switzerland to respond and adapt timely to changing priorities and changes in the Ukrainian context.

⁸ For example: During the focus group discussion organized by the evaluation team of domain 1 (governance and peace-building) on Tuesday 06.11.2018, several representatives of partner organizations mentioned, that they are not aware of activities implemented by HSD and HA.

C3: The presence of the Human Security adviser in the embassy with small-sized and flexible measures in peacebuilding and conflict resolution as well as with the secondment of Swiss experts in different institutions, complements well the Swiss programme. However, as partners confirm, the different peacebuilding activities are not well known and their strategic coherence with the rest of the Swiss portfolio is not always clear.

C4: The Swiss portfolio is checked against changes in the context on a regular basis in the MERV and reflected in the AR. Though, the MERV should be elaborated more timely to the deadline of the annual report. The scenarios in the CS seemed to be based on a rather narrow conflict-oriented dimension in eastern Ukraine rather than to better understand the root causes of fragility in Ukraine and to discuss possible adaptations of the portfolio and context for the entire territory of Ukraine.

C5: Activities of HA in eastern Ukraine (both in the government-controlled areas (GCA) as well as in the NGCA) are seen as important and complement the Swiss portfolio. However, direct interventions by HA into the NGCA should be re-assessed and discussed under the principle of (a) strategic positioning of Switzerland, (b) strengthening the different players working under international humanitarian law active in the NGCA, and (c) the humanitarian-development-peace nexus with different Swiss policy instruments applied.

Recommendations

R1: Swiss Cooperation should broaden the scope of contextual analysis beyond the conflict in eastern Ukraine and CSPM: The Swiss Cooperation should broaden its use of CSPM beyond the conflict in the east to improve its understanding of the context in the whole territory of Ukraine and of the root causes of fragility. Complementarily, it is recommended that the scenario description in the new CS (for annex d: adaptation of programme to scenarios) be less focused on conflict dimensions and entails sectoral dimensions relevant for the domains, to better allow adaptations across the whole portfolio.

R2: Relevant topics should be worked across all domains: In the formulation of the new CS, it is advised that very relevant topics such as (a) Peacebuilding/Conflict resolution and (b) Local Governance should be worked across all domains. The senior adviser on governance and the Human Security Advisor could play an important role in supervising the embedment and coordination of these two topics in the whole portfolio.

R3: Federal offices together should start discussing the Humanitarian-development-peace nexus: In preparation of the new CS, the federal offices should start discussing the humanitarian-development-peace nexus and the planning of related activities. It is advised to base the discussion on a joint assessment (Swiss embassy, SDC-EC, SDC-HA, HSD, ideally also SECO) that will help defining the most appropriate Swiss intervention in and around the conflict area, providing a strategic and coherent vision on the different FDFA instruments to be used. This assessment could also explore the relevance and opportunity for SDC-HA to engage on structural projects in “GCA/rest of Ukraine” targeting vulnerable population and IDPs, capitalising on the experiences in the South Caucasus (disaster risk reduction, affordable housing). In addition, this joint assessment could allow to strategically and better connect the HSD portfolio with the other policy instruments.

2.2 Evaluation Area 2: Relevance and appropriateness of the project / program portfolio

2.2.1 Relevance of the project / program portfolio

General considerations

The portfolio of Swiss Cooperation in Ukraine combines the application of different policy instruments⁹ and consists of around 46 projects¹⁰ in 4 domains and humanitarian assistance with the involvement of 4 different federal offices. Different implementation modalities are put into practice, such as contributions, mandate agreements as well as grants. Contracts and agreements are signed with different organisations: local and international NGOs, consulting companies, international financial organisations, development finance institutions, multilateral institutions and other international organisations.

Evolution of the Swiss Programme in Ukraine

The Swiss programme evolved in the last years remarkably, as illustrated in figure 1.

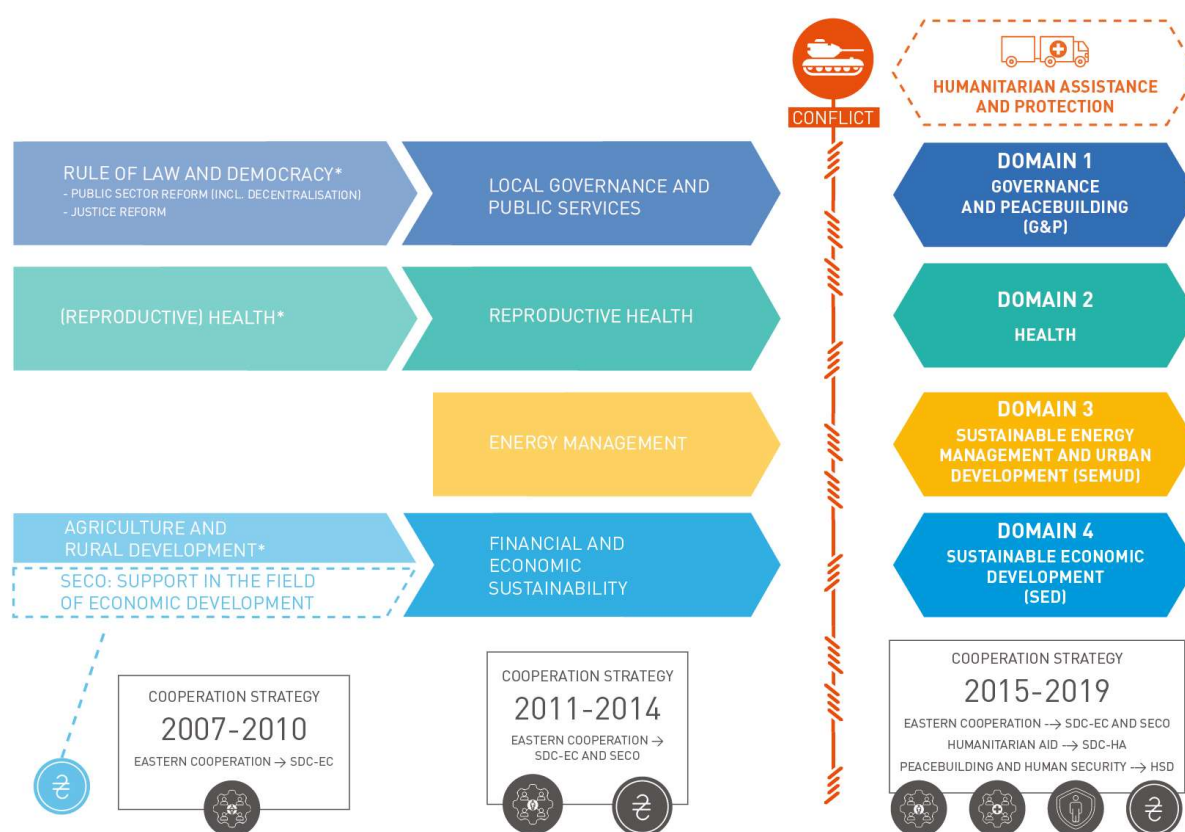


Figure 1: Development of the Swiss Portfolio from 2007 to 2019

⁹ The different policy instruments include: Bilateral diplomacy, Economic and trade policy measures for development cooperation, Transition aid and cooperation with Eastern Europe, Humanitarian aid, Measures for the promotion of peace and human security.

¹⁰ In November 2018, the evaluation team received a list by Swiss embassy with 37 projects active in Ukraine. Updated information by Swiss embassy from February 2019 counted 46 projects based on the disbursements done in 2018 (see graph 7 in annex 10).

Switzerland established diplomatic relations with Ukraine shortly after independence in December 1991, opening an embassy in Kyiv. Since the establishment of a Cooperation Office in Ukraine in 1999, Switzerland is active in Ukraine with activities by SDC and SECO. The SDC CS 2007-2010 included activities in the field of (1) Rule of Law and Democracy, (2) Health, and (3) Agriculture and rural development, while SECO provided support in the field of economic development.

Since 2011, the cooperation with Ukraine is under one joint strategy by SECO and SDC. The budget volumes by SECO with CHF 32 Mio during 2011 to 2014 was almost 2 times higher as the budget used by SDC with CHF 17 Mio. In this period, Swiss Cooperation already envisaged the out-phasing of SDC financed activities while continuing working in the field of the SECO domains.

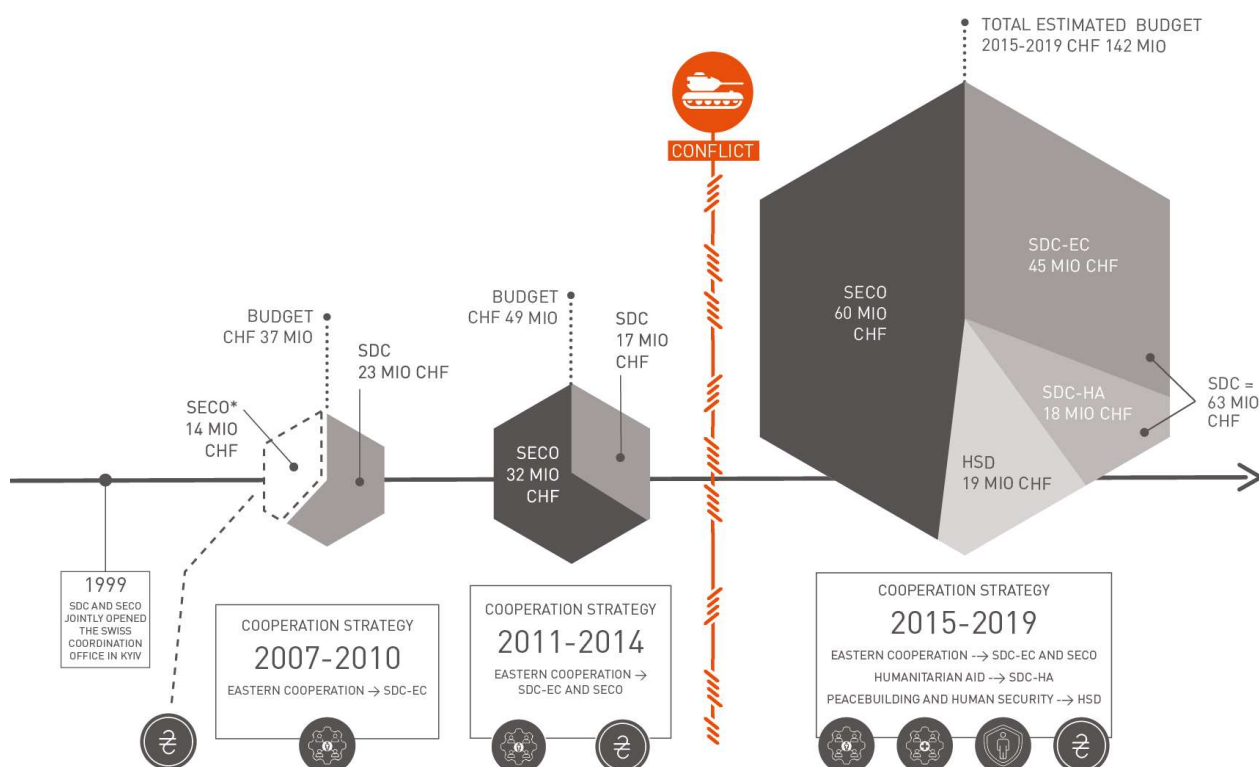


Figure 2: Swiss Federal Offices active in Ukraine and budget allocation per CS (from 2007 to 2019)

In 2014, the preparation of the CS 2015-2019 was done during the OSCE chairmanship of Switzerland and influenced by the incidents of the Maidan protests with some 100 people killed (Jan/Feb 2014), the annexation of Crimea (March 2014) by Russia and the armed conflict in eastern Ukraine (April 2014 onwards).

Based on these incidents the decision to out-phase SDC's involvement was discarded, and the new CS 2015-2019 was developed with Switzerland's commitment to rely on the work of the SDC Eastern Cooperation, SECO, Human Security Division (HSD) and SDC Humanitarian Aid. "Through joint action – known as the whole-of-government approach – the actors involved in Switzerland's international cooperation achieve a greater impact than they would have acting on their own, particularly in fragile and conflict-affected environments". (Swiss Foreign Policy Strategy 2016–19).

Domain 1 – Governance and peacebuilding

Interventions in the governance and peacebuilding domain aim that “inclusive decentralization reforms and peacebuilding initiatives contribute to improved democratic governance, social cohesion and human security”.

Decentralisation:

The activities by Switzerland are aiming to support the ongoing decentralisation reform with activities targeting different institutional levels (local level, regional level and national level), by different actors and with a well-balanced range of interventions. Switzerland with well positioned projects (DESPRO, E-Gap and others) and an active coordination function in the donor coordination as well as well heard voice in thematic working groups, is playing a leading role in the sector with limited amount of financing.

The donor community and international organisations in the last 3 years put more emphasis on the decentralisation reform and allocated a lot of funding, for transferring more powers to the local level, as well as improvement of service delivery for Ukrainian citizens. (The regional level has not been «touched» by the reform process so far, as the constitutional amendments have not been adopted by Ukrainian Parliament yet.)

With more and more donors entering the decentralisation sector, there might be a risk for an increased number of overlaps, since so many actors are working with huge financial means by bilateral projects (e.g. DOBRE project by USAID with USD 50 Mio) or pool-funding such as the U-LEAD programme by the European Union, Germany, Denmark, Estonia, Poland and Sweden with more than EUR 100 Mio in close cooperation with the Ministry of Regional Development, Construction, Housing and Communal Services of Ukraine (MinRegion). It was confirmed by independent experts that there are too many actors in the decentralisation sector on national level, however, good implementers (e.g. small consulting firms, NGOs and other local services) with proven experiences working on regional and local level are scarce, especially in remote geographic areas “beyond those cities connected to Kyiv by intercity train”. The evaluation team sees the need to assess carefully the future involvement of Switzerland in decentralisation, as there seem to be major actors and funding in the arena. The added value and comparative advantage of Switzerland in the sector have to be clearly assessed to help the Swiss intervention to remain relevant and efficient: Expand DESPRO to other regions? Focus on supporting the government’s coordinating role? Contribute to thus influence bigger joint funds? All scenarios have to be explored.

Peacebuilding:

The presence of the Human Security adviser in the embassy with the flexibility for disbursements in form of co-financing agreements and projects under the governance domain as well as with the secondments of Swiss experts in different institutions, complements well the Swiss programme with activities especially in peacebuilding and conflict resolution. The evaluation team confirms the relevance of the Swiss engagement in peacebuilding, since HSD works with a flexible approach and a large variety of actors in various topics. On the other side, it was mentioned by some partners (even those working in the domain governance and peacebuilding), that the peacebuilding dimension of the CS is not known or clear. While the HSD interventions are individually relevant, the overall logic of the HSD portfolio and its coherence with the CS / domain 1 is not as obvious to assess: The very few documents provided to the evaluation team have been difficult to assess and to check against coherence, since the quality of the documents is mixed, and a missing logical framework / results logic hinder assessing the overall logic to a specific outcome statement of the Cooperation Strategy.

Domain 2 - Health

The health sector in Ukraine can be considered an interesting niche for the international community with few (but big) donors or UN organisations active such as USAID, UNDP and UNICEF, and World Bank providing financial support along the health reform process. With its long-time engagement, Switzerland has become a trustful initiator and supporter of long-lasting processes. On the one hand the health portfolio supports locally implemented projects in the area of disease prevention and health promotion in line with the overall health reform process. On the other hand, SDC subcontracted WHO (requested by the Ministry of Health) to engage in Political Dialogue and Good Governance with the authorities along the mentioned reform process. The effective strategic positioning of Switzerland in the health domain and the good track record in the last years has been confirmed by partners interviewed.

The evaluation team supports the statement that “the approach and design of the Swiss health portfolio in Ukraine is considered to be still coherent and relevant to the current reform priorities and needs at policy, health institutions and population levels. It offers a comprehensive and holistic approach aiming at strengthening the country health system and empowering national policy-makers”¹¹. In addition, Switzerland is covering issues within the health sector that are not yet covered by other donors, confirmed by partners interviewed. SDC has started shaping its health portfolio towards the support of the medical education reform process, and to launch a new project in the mental healthcare system, aligned with the overall health reform process.

Given the ongoing health reform agenda process, the conflict in the east and in response to the emerging needs in the health care system, both new initiatives complement the health portfolio addressing all components and contributing to build a robust people-centred and inclusive health system.

Domain 3 - Sustainable energy management and urban development (SEMUD)

Switzerland supports Ukraine in activities which contribute to sustainable and efficient energy management and planning of greener and more sustainable cities. Triggered by the goal to get independent from energy supplied by Russia and factoring in climate change risks and vulnerabilities by targeting energy efficiency measures, the strategic dimension of these topics is seen as very important and relevant for Ukraine’s future.

Compared to other organisations involved in this sector, Switzerland is a small player but with an excellent reputation in piloting of approaches (e.g. home owner association), which have been scaled-up by other organisations, thanks to a good coordination network. Swiss Cooperation and implementing partners take part in the energy efficiency reform process, by providing expertise to the sectorial sub-groups and sharing of instruments and approaches with MinRegion, the State Agency of Ukraine for Energy Efficiency and Energy Saving and relevant national and international partners.

Given the significant needs and the interest by the Ukrainian Government to improve energy efficiency on household level, there are many donors active in this sector, especially from EU and EU member states such as Germany. This seems to be the reason that USAID with their new

¹¹ Report of the SDC Health Adviser Erika Placella, July 2018.

strategic orientation¹² will leave the Energy Efficiency Sector and base their support to the Ukrainian Government in issues related to Energy Security.

In general terms, it seems that activities by the Ukrainian authorities in energy efficiency are mainly aiming on the building level (multifamily buildings), while strategic issues (e.g. efficiency in electricity / heat production) or issues related to urban and spatial planning have less priority. However, Swiss Cooperation already addresses the latter, and in the short time of assessment by the evaluation team, urban development is seen as an evolving topic to be explored more by Swiss Cooperation, since there is a real need for the improvement of certain infrastructure by municipalities and city councils where foresighted planning and low budget solutions with a good scaling-up potential could make a difference.

Additionally, the evaluation team is of the opinion, that there is room for improvement to better link activities in local governance support (domain 1) on regional and local level, with those activities on energy efficiency and urban development (domain 3) implemented in partnership with municipalities and city councils.

The future strategic orientation in domain topics such as sustainable energy management and urban development should be further assessed by specialists together with the domain responsible persons at SECO and Swiss embassy.

Domain 4 – Sustainable economic development

Activities in the domain *Sustainable economic development* are supporting ongoing reform processes aiming at reducing administrative burdens, creating a more business-friendly environment and strengthening the private sector, particularly small and medium-sized enterprises (SMEs). With 7 projects¹³, the portfolio has a certain focus on the agricultural sector together with business climate / export promotion and is complemented by activities with financial development institutions on macro-economic level. Among other projects, the recently accomplished FIBL implemented Organic Market Development in Ukraine Project aiming to foster the growth of SMEs in the Ukrainian organic food sector by developing organic and regional food supply chains is considered a flag-ship project by the Swiss Cooperation as confirmed by Ministry of Agricultural Policies and Food (MoAPF).

The evaluation team underlines the relevance and appropriateness of the activities in domain 4 in the Ukrainian context, but is of the opinion, that there is a lack of focus in the domain, since there are too many activities implemented with a large variety of different implementing partners. A specific assessment by specialists together with the domain responsible persons should guide the further strategic orientation in sustainable economic development.

¹² In November 2018, USAID was in the process developing their new Country Development Cooperation Strategy.

¹³ The number of 7 projects excludes 2 regional/global projects managed and steered by SECO's macroeconomic support division (WEMU).

Humanitarian Assistance

Stakeholders confirmed that the work supported in the GCA (e.g. ICRC, UN/OCHA and UNICEF)¹⁴ makes sense and is seen as an added value by Switzerland, since the Swiss support contributes to the combat of isolation of the local population in eastern Ukraine. However, some stakeholder question the humanitarian aid (water supply and medical care) into the NGCA. They mention that the efficiency and impact of the transports is limited (“logistics”) and that, if we consider the health sector, Switzerland would have had a much greater impact in trying to advocate for MSF¹⁵ to continue operating in the NGCA rather than doing punctual medical equipment distributions. According to the same stakeholders, in general terms, Switzerland’s convoys weaken the humanitarian system, since there are multilateral organisations present in the region with clear mandates under international law.

In general terms, the evaluation mission sees the combination of the 4 different policy instruments as an asset for implementing the Cooperation Strategy for Ukraine, based on the complementarity of its use to support the transition in Ukraine.

2.2.2 Conclusions and Recommendations for EA2

Conclusions

C6: Relevance of domain topics: The domains have been chosen well, confirmed by all partners with a particular strength on decentralisation. The domain topics are relevant to the situation of Ukraine specially to foster the decentralisation of power and transfer of responsibility from national to regional or local level, and to respond to the fragile situation in the eastern part of the country.

C7: Alignment to reform processes: The alignment of the Swiss portfolio with and clear reference to reform processes has systemic character and is seen by all partners interviewed as relevant and appropriate.

C8: Variety of policy instruments: The variety of policy instruments is seen by all partners as good and relevant to respond to the evolving context, however, some activities by Switzerland are not known to all partners implementing the Swiss programme.

C9: Coherence in the portfolio of HSD and HA: The evaluation team misses some level of strategic vision in the portfolio of HSD and as well in HA, and sees the need to connect them better with the other policy instruments.

C10: Coherence across domain topics: Selected projects, for example those projects aiming at local governance support (domain 1) and the projects in energy efficiency and urban development (domain 3) lack a certain thematic interconnection, as this was confirmed by partners. The existing synergies among different projects in and across the domains have not been systematically exploited, but intuitively done.

C11: Concentration and convergence in the topic of decentralisation and across all domains: It seems that it gets more and more important to support local authorities in implementing the reforms by building capacities on regional and local level through converging projects (local governance and service delivery on local level e.g. water, health, energy efficiency). In the next CS, the focus working

¹⁴ In addition to SDC-HA, SDC’s Eastern Cooperation has mandate agreements with DRC and UNDP supporting vulnerable people in the GCA.

¹⁵ “Until October 2015, MSF was working on both sides of the frontline, providing assistance in government and non-government held areas. However, by October 2015, MSF’s authorization to work in the self-proclaimed Lugansk and Donetsk People’s Republics (LPR and DPR) was withdrawn”. (retrieved from <https://www.msf.org/ukraine-we-are-lost-here-and-very-scared>)

on local level should be further assessed. As SECO is used to work at the municipal level, with complementary support to the national level to foster linkages, and while SDC's governance activities (e.g. DESPRO) working on local level with city councils and amalgamated communities, these 2 approaches need to be better combined by having a look at the strengths and the possible collective impact.

C12: Working in eastern Ukraine: The general involvement in the east was done quickly and its general relevance has been confirmed by all stakeholders. A variety of instruments has been used, adaptations in ongoing projects and even new projects created. On the downside the coherence of direct interventions in the NGCA has been questioned by some actors.

C13: Focus SEMUD and SED: SECO cooperation in Ukraine covers 4 different operational divisions and hence 4 instruments of cooperation. This leads to a diversity of themes and partners. SEMUD and SED are domains with a huge diversity of implementing partners and it seems that their thematic focus became too wide.

As for SEMUD it is a strategic question to a) stay in the energy efficiency sector with all the multi-donor support active throughout the whole country – or b) to seek in the energy efficiency sector foresightedly a new niche or a new innovative field of implementation – or c) to steadily phase-out. Another option would be to focus more on issues with a certain pioneering role such as urban development or urban energy efficiency, which is considered to be a promising topic for the future.

As for SED: It seems that the SED portfolio is well interlinked with different projects in the same domain, but there is the risk that many small projects are involved in various issues at the same time, rather than clustering different activities or focusing on less.

Recommendations

R4: Swiss cooperation should improve implementation in territorial convergence: It is advised that the Swiss portfolio should intensify the work in (still to be defined) territories to have a critical mass by connecting different domains or sectors – to better allow a bottom-up approach, and to use synergies. Working on specific territories will also allow to build a local/regional policy dialogue with deconcentrated/decentralised authorities and local civil society, contributing to the empowerment of sub-national actors that will eventually reinforce or improve the work done at national level. The idea of *regional steering boards* open for sub-national actors might contribute to better addressing the complementarities and synergies across the domains at territorial level.

R5: Swiss cooperation should work on the concentration of their portfolio: It is advised, that the Swiss Cooperation management together with the domain responsible NPOs and the involved responsible at HQ better focus the range of different topics within the domains, especially in domain 3 SEMUD and domain 4 SED.

R6: Swiss cooperation should work on the concentration in topics of SEMUD: In SEMUD, the evaluation team supports collaborators of Swiss Cooperation in their thoughts to better streamline the SEMUD domain. It is proposed to conduct an assessment on the question of the importance of urban development focusing on energy efficient cities versus the topic of energy efficiency on household level. In addition, the assessment should provide suggestions how to better link relevant measures in strategic issues of energy efficiency or urban development (domain SEMUD) with measures in local governance on regional and local level (domain governance & peacebuilding).

R7: Swiss cooperation should work on the concentration of topics in SED: The evaluation team supports the opinion of the team in the Swiss embassy in their efforts to thematically focus the portfolio in the SED domain with less projects and implementation partners. The topic of “employment” with issues focusing on skills development / Technical Vocational Education and Training (TVET) could be an interesting new direction to be considered in the planning of the next CS.

2.3 Evaluation Area 3: Implementation of the CS and its portfolio

2.3.1 Management Performance

General

All federal offices implementing the CS Ukraine deploy human resources to the Swiss embassy in Kyiv respectively: SDC and SECO are jointly managing the framework credit on transition cooperation, with the Head of Cooperation being from SDC and the Deputy Head of Cooperation from SECO. An SDC senior adviser is assisting the Swiss programme in all issues related to governance and decentralisation. The Political Directorate with the Human Security Advisor works under the supervision of the Head of Mission and steers the interventions in peacebuilding (and at the same time is the advisor to Ambassador Toni Frisch seconded to OSCE). Only SDC-HA is not present in the Swiss embassy with a permanent expert (or even an NPO), however the SDC senior adviser with 20% is involved in coordination work of HA in the Swiss portfolio.

The interventions are decided upon, managed and monitored in accordance with the provisions of the relevant federal actors. Which means, that the strategic decision-level of the interventions changes with the instruments applied by the different federal offices: SDC-EC in Kyiv; SDC-HA in HQ; SECO in HQ and HSD in HQ.

As far as the evaluation team could understand, there are no activities initiated and steered by SDC's Global Programmes in Ukraine on the topics such as climate change, food security, water management, health and migration.

Transversal topics: gender equality and good governance

Gender equality and good governance are mainstreamed in each of the 4 domains and humanitarian assistance. The evaluation team can only comment on very few examples of gender-related activities they came across during their assignment. It's noted that the country team put emphasis on addressing gender equality and good governance in the domain topics¹⁶, however they have been intuitively captured but not coherently and strategically planned. The evaluation team misses a certain strategic guidance on how the management in Kyiv foresees the inclusion of these topics in the portfolio.

Another issue is the reporting on transversal topics in the monitoring matrix of the Annual Reports, which has been improved as stated in the Management Response 2017, however still leave room for improvement.

Integrated approach: conflict sensitive programme management (CSPM)

As already mentioned, the evaluation is of the opinion that CSPM was done very much according to the conflict in the east rather than to assess the fragility dimension all-over Ukraine. Additionally, implementing partner organisations confirmed that they have been applying CSPM in their projects using a more intuitive rather than a structured way, and not been involved in recent workshops facilitated by Swiss Cooperation applying CSPM to strengthen their awareness and foster the integration in their implementation.

¹⁶ SCO realized a brochure with case studies in all domains together with their partners (on the occasion of the anti-corruption day on 09.12.2018) – see https://www.eda.admin.ch/dam/countries/countries-content/ukraine/en/all-against-corruption_EN.pdf

Integrated Embassy

The integration process of the Swiss Cooperation Office (SCO) into the embassy has been realized by the FDFA to provide additional opportunities for diplomatic engagement at country level. In Ukraine, the physical integration of the SCO into the Swiss embassy was undertaken in 2017 with the closure of the SCO in the city centre moving into the embassy building in Kozyatynska Street 12. This has changed the line management of some positions, but the overall feedback received from the respective staff is positive. Embassy staff from the political section expressed their high interest to benefit from the longstanding relationship with sectorial ministries through NPOs, and to have more regular contact with governmental officials. It is hoped that the integration process will increase opportunities for greater policy engagement and encourage advocacy and lobbying around the Swiss Cooperation priorities, including specifically advocacy issues in the NGCA.

The integrated embassy is in general terms on a good way of applying WOGA with some calibration still to be done. Concerning the east of Ukraine an interesting effort was done to clarify the WOGA approach (“Whole of Kyiv” paper, December 2017), but strangely this paper was never referred to during the field visit, giving the impression that the strategic vision has not been enforced and that WOGA has not been pushed to its optimum in eastern Ukraine, nor at the country level. The fact that HA was not included in the elaboration of this strategic paper is incomprehensible¹⁷.

Communication and visibility

With the integrated embassy, the communication on the Swiss Cooperation should follow clearly defined guidelines. The evaluation team heard some “confusing” references of Switzerland’s work in Ukraine, as the different policy instruments have been referred to with different names, such as Switzerland, Swiss embassy, SECO, SDC, Swiss Cooperation, SCO, “Norbert”... It seemed that partners are lacking a clear picture on the different instruments applied by Switzerland under the CS.

In addition, the evaluation team observed two different approaches of communication & visibility applied, one being built around successfully implemented projects/processes and aiming at passing inspiring messages to Ukrainian actors (C4D)¹⁸, the second being a more classical flag and logo communication.

Portfolio by Swiss Cooperation

As outlined in figure 3, the portfolio of the 4 domains in the CS consists currently of 46 projects (see annex 10) with different sizes and duration (see annex 7) implemented by a quite extensive combination of various implementing partners and aid modalities.

¹⁷ A separate paper regarding humanitarian aid was developed, instead of one consolidated paper submitted to HQ.

¹⁸ There have been done some efforts to communicate the different dimensions of the Swiss Cooperation portfolio with the campaign “madewithswitzerland” <https://www.madewithswitzerland.ch> portraying Ukrainian citizens and telling their stories of the impact of Swiss Cooperation, which has been launched in summer 2018.

SWISS FEDERAL OFFICES ACTIVE IN UKRAINE,
BUDGET VOLUME AND NUMBER
OF PROJECTS IN 2018

This graph shows the budget of Swiss
Federal offices activities for the
period of 2015-2019

TOTAL ESTIMATED BUDGET
2015-2019 : 142 MIO CHF

TOTAL NUMBER
OF PROJECTS
IN 2018 = 46

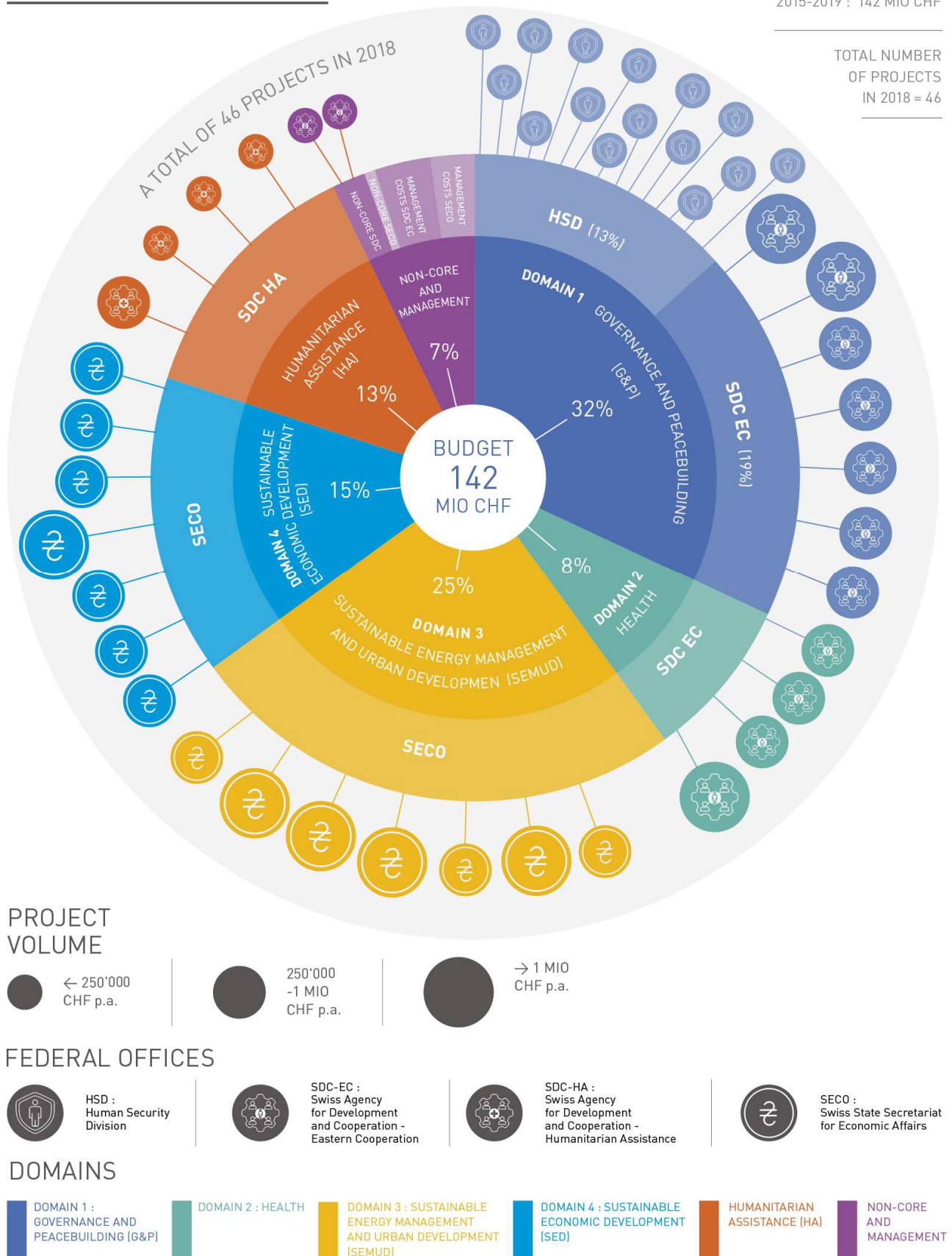


Figure 3: Overview of the portfolio with number of projects per domain (in 2018)

Implementation partners of the portfolio include UN organisations (e.g. UNDP, WHO etc.), international financial organisations (e.g. EBRD, IFC, World Bank etc.), ICRC, international organisations (e.g. Council of Europe), international NGOs (e.g. DRC, SKAT, CMI), some very few local NGOs (such as East Europe Foundation Ukraine, Crimean Human Rights Group), contractors (e.g. GIZ, GFA) and others. The variety of implementing modalities and partners is assessed as very useful for the effectiveness of the Swiss programme in order to implement the CS with different entities even on different level. On the other hand, there is the risk that working together with too many different partners hinder a smooth and synergetic management by the domain responsible persons.

Regarding the size of the projects it is noted that the number of projects above the annual budget of CHF 1 Mio is quite limited (8 projects out of 46, see figure 3). The majority of projects have annual budget in the range of CHF 250'000 and CHF 1 Mio (18 projects out of 46), while 20 projects (including the short-term projects financed by HSD) have an annual budget of less than CHF 250'000. In general terms and as confirmed by NPOs and partners, the portfolio seems to be quite heavy to manage. The evaluation team sees the threshold of CHF 1 Mio as a good standard for yearly budgets in managing long term mandate agreements by SDC EC and SECO.

As far as the evaluation team could understand, there are a lot of new projects to be developed in the next years. According to the staff it can take up to 18 months to start with implementation.

2.3.2 Coordination and aid effectiveness in the country set up

The Swiss embassy is well connected to other international organizations, bilateral and multilateral donors and embassies. All partners confirmed their readiness and engagement in playing a role in policy dialogue in the domain topics as stated in the CS. With their presence or even facilitative role, the Swiss cooperation staff is engaged in donor coordination with supporting the thematic sub-groups and driving for information exchange and enhanced coordination. The evaluation team found that in the decentralization sector Switzerland played a crucial role in donor coordination especially to attract other donors and agencies to further explore the topics decentralization and local governance as an important entry point for assisting Ukraine.

Switzerland's ability to leverage its standing as a neutral partner to the wellbeing of IDPs and the benefit of the population in the NGCA was raised by different stakeholders.

Most partners shared with the evaluation team that Switzerland engages in advocacy work e.g. supporting the agenda of different important reform processes, highlighting the importance of anti-corruption etc. There have been only few voices mentioning that Switzerland could do better, with the example of late 2015, when MSF as an important player in the health sector was dismissed from NGCA, while the specialists from HA negotiated with NGCA representatives a direct convoy. Switzerland could have advocated for the status of MSF as humanitarian actor under international law to remain present in the NGCA, rather than safeguarding the direct transport.

The dimension of Switzerland being relevant in contributing to an improved aid effectiveness by playing a certain role in policy dialogue or facilitation / coordination of initiatives with like-minded donors has already been mentioned earlier. The role of Switzerland in some areas – compared to their added value – should be reassessed, and prior to planning the new CS, Swiss embassy should further think in which direction it wants to go (donor – facilitator – niche).

2.3.3 Conclusions and Recommendations for EA3

Conclusions

C14: Diversity of topics: The diversity of topics within the domains, and the relatively big number of projects has limited the identification of synergies across projects and domains.

C15: Number of small sized projects: The relatively high number of small-sized projects cause a certain imbalance for the NPOs as well as for management to steer and monitor the whole portfolio. There are good examples in the Swiss portfolio to combine the (sub)contracting of different partners in one credit proposal aiming at bigger projects, which even boosts joined planning and implementation among different actors.

C16: Variety of implementing partners: The variety of implementing partners is seen as good and balanced, though the comparative advantage (mandate, contribution, contribution to multi-donor) has to be assessed on a case to case mode, so that a multifaceted portfolio doesn't become a too complex portfolio.

C17: Only few local partners: Local organisations could better assure durability, sustainability of project results and, eventually, scaling-up of activities in the country. Strengthened cooperation with civil society will sustain the achievements gained by Swiss Cooperation. Except for HSD, the SCO has limited contracts with local partners and actors from the Ukrainian civil society including IDPs, though it has been repeatedly confirmed that there are good quality local partners to support.

C18: Transversal topics: Swiss cooperation should better address transversal topics (gender equality and governance) in the monitoring overview, with specifically articulated activities in selected projects in each of the domains, with clear formulated outcomes and a certain budget.

C19: WOGA: The efforts in clarifying the positioning by Swiss Cooperation in the east of Ukraine and its contextualisation with the "Whole of Kyiv" paper is seen by the evaluation team as an important step, however, the implementation lags the good intention. Especially for advocacy issues concerning the situation in the conflict area, a more elaborated strategic vision needs to be prepared and enforced.

Recommendations

R8: Swiss Cooperation should assess their future role and joint programming: In specific sectors / domain topics (e.g. decentralisation, energy efficiency) Swiss cooperation should further assess the possibility for joint-programming with other donors (e.g. delegated cooperation; pool funding; co-funding). Swiss cooperation should assess its specific role based on opportunities and experiences in this set-up, if it can play the coordination role in a specific sector, or the role of an enabler of funding by other agencies, or the role of a facilitator of parts of the reform agenda – or just as a contributor of funds.

R9: Better addressing transversal topics in the new CS: SCO staff could conduct initial assessments (baselines) combined with the elaboration of checklists / strategy papers / guidelines on how to address the transversal topics together with a strong involvement of implementing partner organisations. Meaningful indicators on gender and governance mainstreaming per domain should be included in the CS monitoring in a more consistent way.

R10: Swiss embassy should elaborate a communication strategy: The Swiss embassy should invest more efforts in a communication and visibility strategy, which might lead to a more comprehensive and coherent visibility of Switzerland's cooperation in Ukraine and the different policy instruments applied. Efforts to promote a communication oriented on development (C4D) valorising Ukrainian actors and processes supported by Switzerland (e.g. madewithswitzerland) should be continued and strengthened.

R11: Swiss embassy should elaborate an advocacy strategy: The Swiss embassy should decide on the elaboration of an advocacy strategy for the conflict-affected area, coherent with their engagement in other fields (e.g. Minsk process, HSD activities), to agree on some important issues on which Switzerland want to influence, by using adequate instruments, including the ambassador.

R12: Better involving and working together with Civil Society Organisations: The new CS could define an approach on how to better involve and support Ukrainian Civil Society Organisations. For example: to foster the involvement of national actors as well as civil society organisations in international tender processes by designing tender procedures in that way, that international organisations seek for consortia / partnerships with local organisations.

R13: Working more coherently by contextualizing WOGA: To assist the elaboration of the next CS, Swiss embassy should renew and deepen the vision drawn about WOGA (“Whole of Kyiv” paper elaborated December 2017) giving a clear and coherent approach for the different instruments that Switzerland can use to work in and on fragility. The elaboration of this vision in form of a joined document, supported by HQs, should include all federal offices and their respective policy instruments, highlighting the role that the Swiss embassy can play to accompany and facilitate the implementation of the vision.

2.4 Evaluation Area 4: Results of the CS – in relation to the results at country level

2.4.1 Results, effectiveness and contribution to country results

Domain 1 Governance & Peacebuilding

The results in CS Outcome 1 in the area of supporting national authorities in the decentralization reform are promising, and Swiss interventions contribute in turning the reform process irreversible. Stakeholders confirmed repeatedly the pioneering role of Switzerland in the decentralization reform process, with their exemplary model to work on local and regional level and linking these successfully applied measures to influence policy making on national level.

Complementary to the decentralization reform process, the Swiss supported projects (EGAP, DOCCU) with the development of e-platforms and capacity development for civil servants and teachers lay the ground for improving citizens participation in decision making processes and improved access to public services (CS Outcome 2). The figures reported on citizens using these online platforms show the demand by the population for trustful and transparent procedures, which strongly contributes to the irreversibility of this specific reform process.

With a set of innovative and small grants to project activities, the HSD supported diverse small NGOs, dialogue platforms, networks and others to strengthen the reconciliation in the conflict-affected communities as well as the promotion of respect for human rights and international humanitarian law. These actions are of pilot nature, and after first successes, they are promoted or lobbied to be continued by other funding from international organizations or even from state budget. Mentioned activities are well orchestrated with a seconded Swiss senior adviser to the Minister of MTOT and even with the Minsk process, in which the Human Security Advisor working at the Swiss embassy is permanently involved being the adviser to Toni Frisch.

However, it's difficult for the evaluation team to make reference to project documents and relevant reports issued by HSD and their contractual partners. HSD only provided very few documents to the evaluation team, and a complete list of contractual partners or disbursements done by HSD was only provided in February 2019. Based on the information received, the evaluation team missed a certain conceptual overview / master plan for HSD activities on paper and how they contribute to CS objectives, since the oral information provided (see the paragraph above) gave a generally good impression about HSD's work in Ukraine.

In general terms, the results in domain 1 are well planned and consistently reported in the results framework. The good work in the governance domain can be seen as the backbone of the Swiss programme, on which the other domain topics could align.

Domain 2 Health

With the termination of the Reproductive Maternal and Child Health Project (R-MCH project from 2008-2017), Switzerland can look back to successful and highly relevant achievements in the Ukrainian health care system, which aimed in improving the health of mothers and children by providing effective and efficient health services and promoting health prevention measures.

Switzerland supports the ongoing healthcare reform process in Ukraine with two specific interventions by WHO aiming on enhanced governance of the health system through policy dialogue and improvements in the regulatory framework. There is reported a certain delay in the activities by

WHO together with Ministry of Health of Ukraine (MoH), which has been assessed by an evaluation mission end of 2017¹⁹.

SDC prepared in good coordination with MoH a strategic reorientation in the health portfolio to Non-Communicable Diseases, and two new projects in are in the starting phase: the first is to support MoH in medical education reform process, while the second project will work in issues related to mental health, by improving framework conditions, piloting integrated community-based models of care and providing psycho-social support to areas affected by the conflict.

As confirmed by the interviewed representative of the Ministry of Health as well by the different external evaluation reports, the results in the health domain are of systemic nature in the healthcare reform process in Ukraine and visible with concrete measures on regional and national level.

Domain 3 Sustainable Energy Management and Urban Development

The assessment which contributions of the entire domain 3 become visible at the output and outcome level was challenging for the evaluation team, given that the portfolio of projects in domain 3 is quite heterogeneous. Therefore, the evaluation team makes reference only to projects implemented in the framework of energy efficiency and urban development with MinRegion and with municipalities but exclude projects such as multi-donor trust funds and other programs (e.g. emission trading).

The activities in energy efficiency with a good interconnected set of projects working at improving the municipal infrastructure in pilot cities are reported to create good results and have a great potential for scaling-up to other municipalities, as confirmed by partners. The IFC implemented UREEP (Ukrainian Residential Energy Efficiency Project) working in the improvement of framework conditions and facilitating investments in energy-efficient renovations of existing buildings has systemic character and is further described below. The activities in urban development seems to bear a big potential for the future orientation as already mentioned above.

The evaluation team already shared the recommendation about the necessary concentration of topics in domain 3 under EA2.

Domain 4 Sustainable Economic Development

The project-portfolio in domain 4 includes a variety of (too many) different activities with different objectives, on different implementation level (from grassroots to macro-level), and a range of different implementing partners (from development financial institutions up to small project offices). The well managed domain with its heterogeneous set-up seems to be well thematically and strategically aligned, and coordination and information exchange among partners taking place. Those synergies between different implementation partners (e.g. SAFOSO Project works together with dairy companies on food safety improvement, which are organically certified in the framework of the FIBL project) are boosting the results on output and even outcome level, and very well contribute to enhanced aid effectiveness.

Generally spoken and confirmed by evaluation reports and the yearly CS monitoring, outputs and outcomes from domain 4 are visible. As confirmed by the Deputy Minister of Ministry of Agrarian Policy and Food, Switzerland has been involved already long-time in improving framework conditions

¹⁹ External evaluation of the project “Policy Dialogue for better Health Governance in Ukraine” – Final Report December 2017

namely the investment climate (not only) in the agricultural sector, the access to finance and business membership organisations, well aligned to reform processes.

Humanitarian assistance

The results framework of CS Ukraine doesn't include objectives regarding HA and beside annually programming with assessment and short mission reports there are no specific baseline information and targets available, against the evaluation team could measure the performance.

The support by Switzerland with financial contributions to UN organizations (multi-bi contributions to WFP, UNHCR, UN/OCHA, UNICEF and ICRC) active on both sides of the conflict line is complemented by targeted secondments of SHA specialists to UN/OCHA, UNICEF and UNHCR to improve humanitarian programming, aid coordination and humanitarian diplomacy. Furthermore, Switzerland financially supported INGOs and local NGOs on housing issues, demining and advocacy. The Swiss support is well recognized by the range of international partners active in the conflict-affected area, however, there seems to be a confusion which of the different federal offices is dealing with these actions.

By far the biggest attention (even prominently in the media) was received by the 9 direct humanitarian transports organized by SHA since 2015, with the delivery of necessary goods in WASH (water supply) and health (equipment for laboratory) to the conflict-affected area.

The evaluation team already shared its critical reflection concerning the strategic dimension under chapter EA1.

2.4.2 Sustainability and scaling up

The whole Swiss programme is aligned to reform processes, which have a systemic character for the transition of Ukraine. This strong alignment of the CS to ongoing reform processes is a prerequisite that activities are taken over by Ukrainian stakeholders and successful measures are scaled-up vertically as well as horizontally. Throughout all domains there are examples which classify as good practices to be considered as show-cases for successful scaling-up.

Example in domain 1 - Governance and peacebuilding

In domain 1, DESPRO is a very good example for preparing successful scaling up of experiences gained by improved leadership in amalgamated communities, cities and regions and therefore aiming for sustainability. Thanks to SDC's and DESPRO's pioneering role to work on local and regional level, the Ukrainian government adopted the comprehensive policy concept in April 2014 and launched a full-fledged local governance reform, that important donors such as EU and USAID reassessed the opportunities in the decentralisation reform process and initiated huge-sized projects in Local Self Governance (e.g. the U-LEAD multi-donor programme funded by the European Union and its member states Denmark, Estonia, Germany, Poland and Sweden – or DOBRE project financed by USAID).

To add a different dimension of sustainability / scaling up is the upcoming conversion of DESPRO project team into a local NGO or local consulting company, which was seen by some stakeholders very critical and even contra-productive, since there is the risk that donor community is creating new actors while there could be existing ones (well anchored local NGOs, CSO/CBO, mayors associations, local consultancies) that could already fulfil this mission.

Example in domain 2 - Health

SDCs support in the (ongoing) health care reform process resulted in the elaboration of various concepts and action plans approved by the Cabinet of Ministers of Ukraine, which contributed to concrete changes in the service delivery for Ukrainian citizens. The WHO implemented “Policy Dialogue for better Health Governance Project” contributed to a new set-up of the health financing mechanism and the creation of the National Health Services Agency, by drafting relevant legislation and improving the regulatory framework in general. This resulted in the fact, that more than 21 Mio Ukrainians signed declarations with family doctors in the newly established eHealth system, and family doctors’ salaries increased in relation to the number of signed declarations.

All these initiatives laid the grounds for the Ministry of Health to improving donor coordination in the health sector, to work closer and better aligned with the few other donors in the health sector such as USAID and World Bank.

Example in domain 3 – Sustainable Energy Management and Urban Planning

The Swiss financed and IFC implemented UREE Project supported Ukrainian government in designing, launching and implementing approaches for state support to energy efficiency (e.g. the “warm loans program”). Through these mechanisms, end users through homeowners’ associations have better access to credits and benefit from reduced interest rates and co-financing of material costs. This mechanism will allow that multi-donor funds in energy efficiency will be accessible for end users in Ukraine. In addition, these mechanisms reduce space for corruption, are transparent in funds allocation and brought administrative costs to a minimum. This serves as example from other successfully applied measures in domain 3.

Example in domain 4 – Sustainable Economic Development

There are several examples in domain 4 of horizontal as well as vertical scaling-up reported in the relevant documents. Starting in 2015, the SECO financed and IFC implemented “Crop Receipts Project” worked in the agricultural sector in selected geographical areas with commercial banks. The aim of the project was, to enable Ukrainian farmers to use the future estimated harvest (“crop receipts”) instead of other collateral to obtain financing from banks for working capital, equipment, high-quality seeds and other inputs.

In 2018 the project rolled out the mechanism of crop receipts nationwide. Now farmers from all regions of Ukraine have the opportunity to obtain affordable financing by pledging future harvests through crop receipts. By 2020 according to IFC, the project aims to facilitate up to \$500 million agricultural financing through crop receipts.

2.4.3 Added value of the Swiss Programme

Stakeholders have been praising Switzerland's support as well as the attitude by representatives of Swiss Cooperation toward government institutions, partner organisations and other stakeholders during all meetings with the evaluation team, which was confirmed by the answers in the online survey regarding the added-value of the Swiss programme:

- Switzerland applies projects in a very flexible manner with quick decision making locally and by related Head offices (including the adaption after the conflict).
- Switzerland is seen as a reliable donor, with long-term involvement and a good institutional memory.
- The relatively small amount of financial means by Switzerland is compensated by their experience and technical expertise, and their ability to facilitate and coordinate processes.
- Neutrality, impartiality and not applying an institutional agenda in Ukraine was mentioned several times by different partners as being an asset of Switzerland.

2.4.4 Contribution by Switzerland to the active promotion of peace in Ukraine

By special request the evaluation team should answer the question "To what extent is the CH engagement effective (delivery modalities and partnerships) to contribute to the active promotion of peace in eastern Ukraine?" which is challenging given the overall objective of the CSE and the length of the field mission in Ukraine. However, the evaluation team inserted this question in the online survey prior to the field mission and asked the related staff in the federal offices (group 1), the implementation partner (group 2) as well as international organizations / like-minded donor organizations (group 3) about this issue.

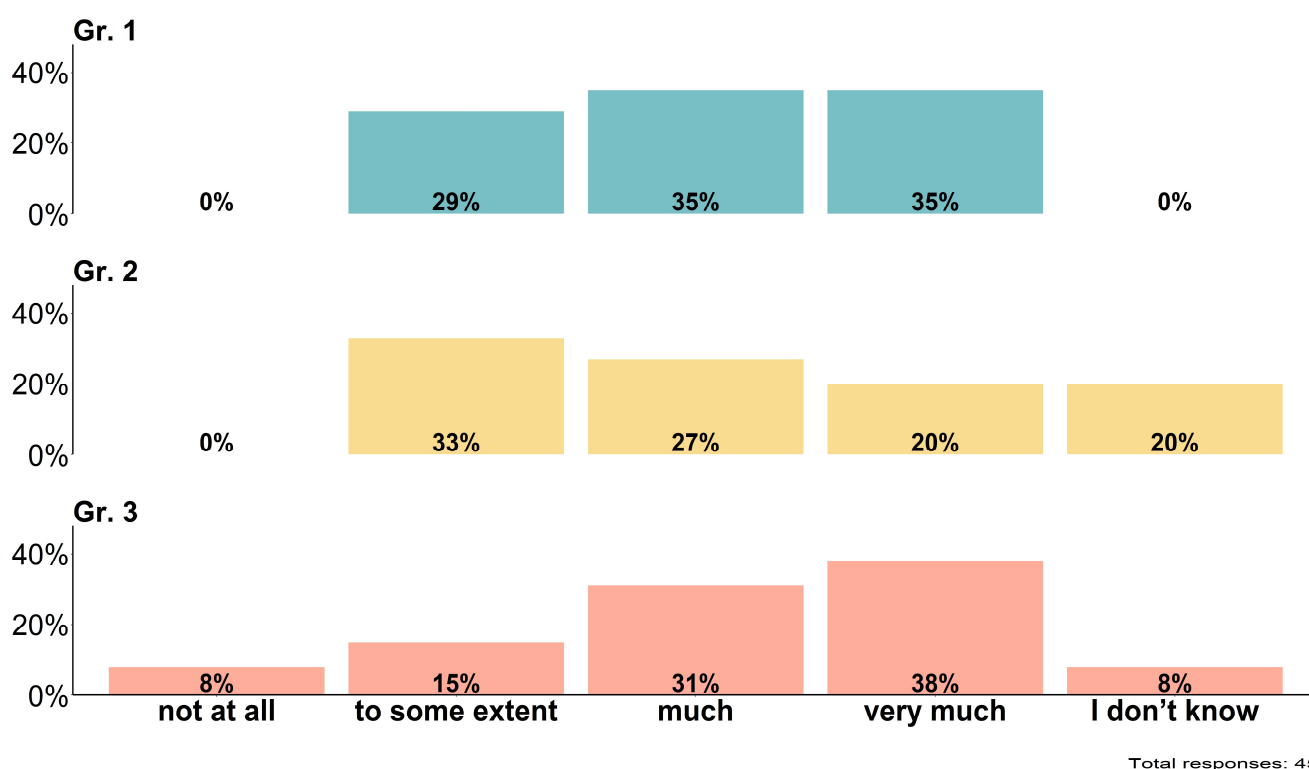


Figure 4: Results of the online survey on the question of Switzerland's contribution to the active promotion of peace in Eastern Ukraine "

Gr.1 = staff in the federal offices

Gr.2 = staff of implementation partner

Gr.3 = staff in international organizations / like-minded donor organizations

The survey results (see figure 4) show how difficult it is to make a clear judgement on this question. Objectively, most of the respondents are satisfied with the engagement of Switzerland in peacebuilding activities. However, it doesn't allow any statement on how much the mix of policy instruments contribute to the promotion of peace.

Although the question cannot be answered by anybody, it might be used as an encouragement to continue with good context analysis for GCA and NGCA as well as the joint thinking of a further cohesion of development, HA, peacebuilding and conflict resolution activities.

2.4.5 Conclusions and Recommendations for EA4

Conclusions

C20: In general terms, the interventions under the CS and its results are effective and visible, and all partners confirm the good work done.

C21: The strong alignment of the Swiss Cooperation to implement its portfolio on different levels (on national, regional up to local level) is seen as very appropriate to sustain the results from the beginning. Together with the alignment to ongoing reform processes and their engagement in legislative frameworks anticipates systemic changes and contributes to sustain the achieved results.

C22: The coordination role in some sectors on different levels has been consistently praised by many partners and opened new opportunities for scaling-up. With its pioneering attitude, Switzerland with its well-performing decentralisation projects (e.g. DESPRO, e-governance) contributed to attract other donors to mobilize additional funds to further expand decentralisation / local governance as important reform issue.

C23: Synergies and complementarities: There are good examples of well-interlinked activities of projects within domains, however, it doesn't mean that interconnections are taking place across the domains. In contrary, the evaluation team sometimes had the impression that the domains have the character of stand-alone pillars. They seem to have semi-permeable layers rather than being necessarily interlinked. The complementarity of topics addressed by SECO and SDC (e.g. in domain 1 and 3) is visible with some room for fine-tuning in order to increase synergies in implementation as well as achieving results on output and outcome level. There are areas targeting similar stakeholder groups e.g. the GIZ implemented Integrated Urban Development Project (domain 3) is dealing a lot with decentralization, and its nature falls more under "governance" (domain 1). It is well understood that SECO's financial contribution is geared towards those components of the project which match with domain 3 (urban planning, urban mobility). Entry points are hence different, but with clear linkages to domain 1.

Recommendations

R14: Swiss Cooperation should further improve effectiveness by exploiting synergies: To better address synergies of projects across different domains, the management and staff of Swiss Cooperation should manage the portfolio with a more holistic view and in a more pragmatic way, by facilitating systemic change and thinking different topics more aligned. The NPOs are already long-time employees – and could be the drivers of better aligning the Swiss policy instruments across the domains, meaning for example that a SECO funded urban development project might go under domain 1, since the synergies with the other governance related projects are so obvious.

The evaluation team's conclusions and recommendations as an input for planning the next Cooperation Strategy for Ukraine

For planning the new CS 2020-23, the evaluation team concludes the following issues to be taken into consideration as a scenario (see figure 5) for further discussion:

- The new CS should concentrate on less domains with some sub-domains that will represent different entry points to work on the domain objective.
- The range of different policy instruments by the different federal offices should remain, but they should be better interconnected within the domains.
- Based on the good opportunities in the ongoing decentralisation reform agenda, it is advised to align some of the existing domain topics as subdomains in pillar 1 (Governance, Institutions and Decentralisation), with a clear emphasis on improved service delivery at local level.
- A second pillar comprises all activities in the field of employment and economic development, and complements pillar 1.
- Humanitarian Assistance remains as a topic of the future Cooperation Strategy which is implemented with meaningful activities in both domains following the humanitarian-development-peace nexus.
- Peacebuilding and conflict resolution should be well integrated into the two domains.
- As transversal topics gender equality and governance will remain, as well as CSPM as an integrated approach.

SCENARIO FOR NEW CS 2020 - 23

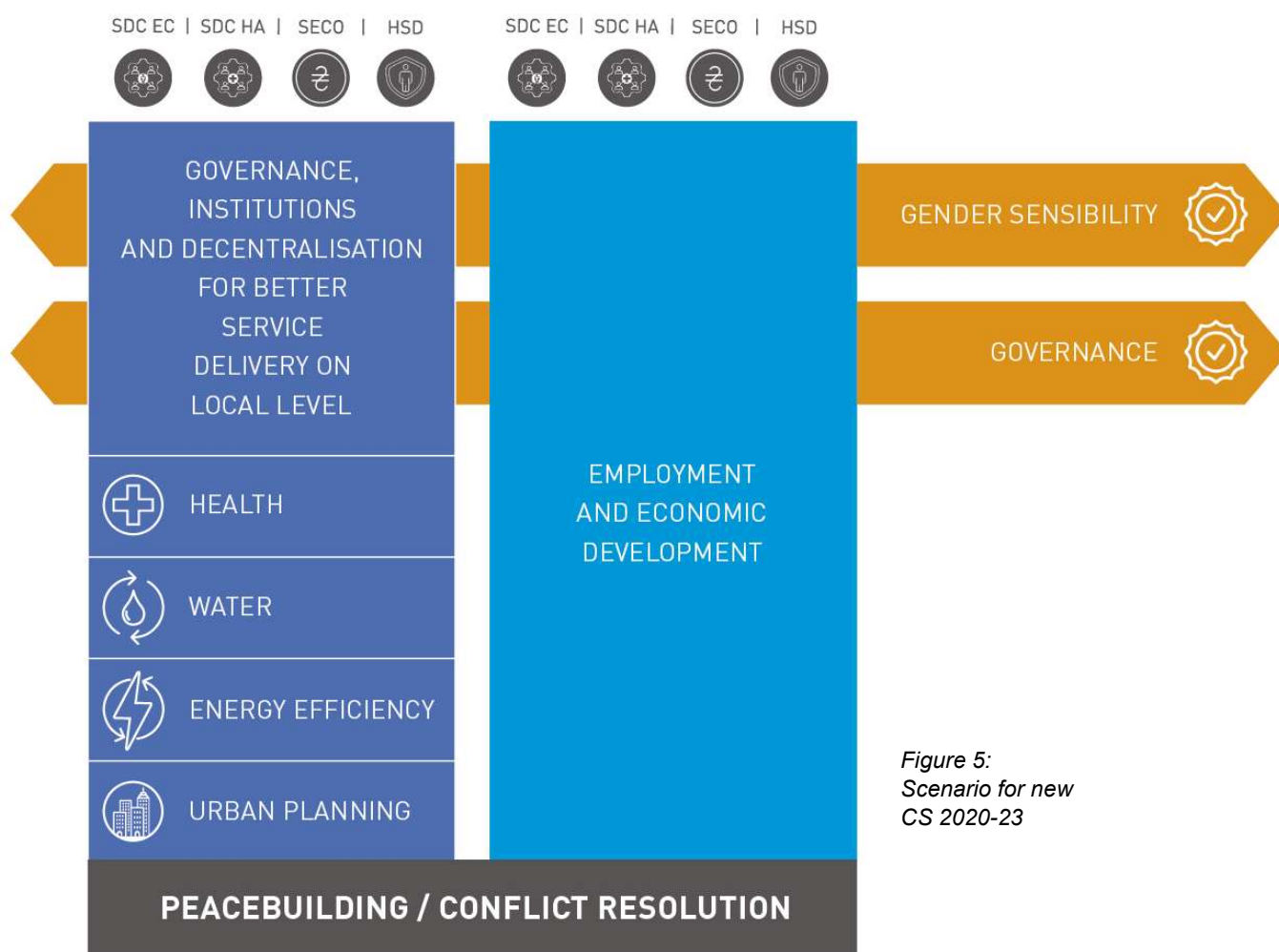


Figure 5:
Scenario for new
CS 2020-23

Annexes

Annex 1: Relevant documentation

Annex 2: Terms of Reference and Evaluation Questions

Annex 3: List of reviews and End-of-Phase reports (EPR)

Annex 4: Interviews during the evaluation process

Annex 5: Detailed working schedule for the field mission from 05.11.–12.11.2018 to Ukraine

Annex 6: Basic statistical data Ukraine

Annex 7: Duration of projects

Annex 8: Staff composition: Number of staff members at Swiss embassy Kyiv

Annex 9: Map of interventions by Swiss Cooperation in Ukraine 2015 – 2018

Annex 10: Portfolio and project analysis

Annex 1 Relevant Documentation

List of websites for statistical data:

Bertelsmann Transformation Index (BTI):

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UNIDO, SECO (2017): MANAGEMENT REPORT. Promoting the adaptation and adoption of Resource Efficient and Cleaner Production (RECP) through the establishment and operation of a Cleaner Production Centre (CPC) in Ukraine

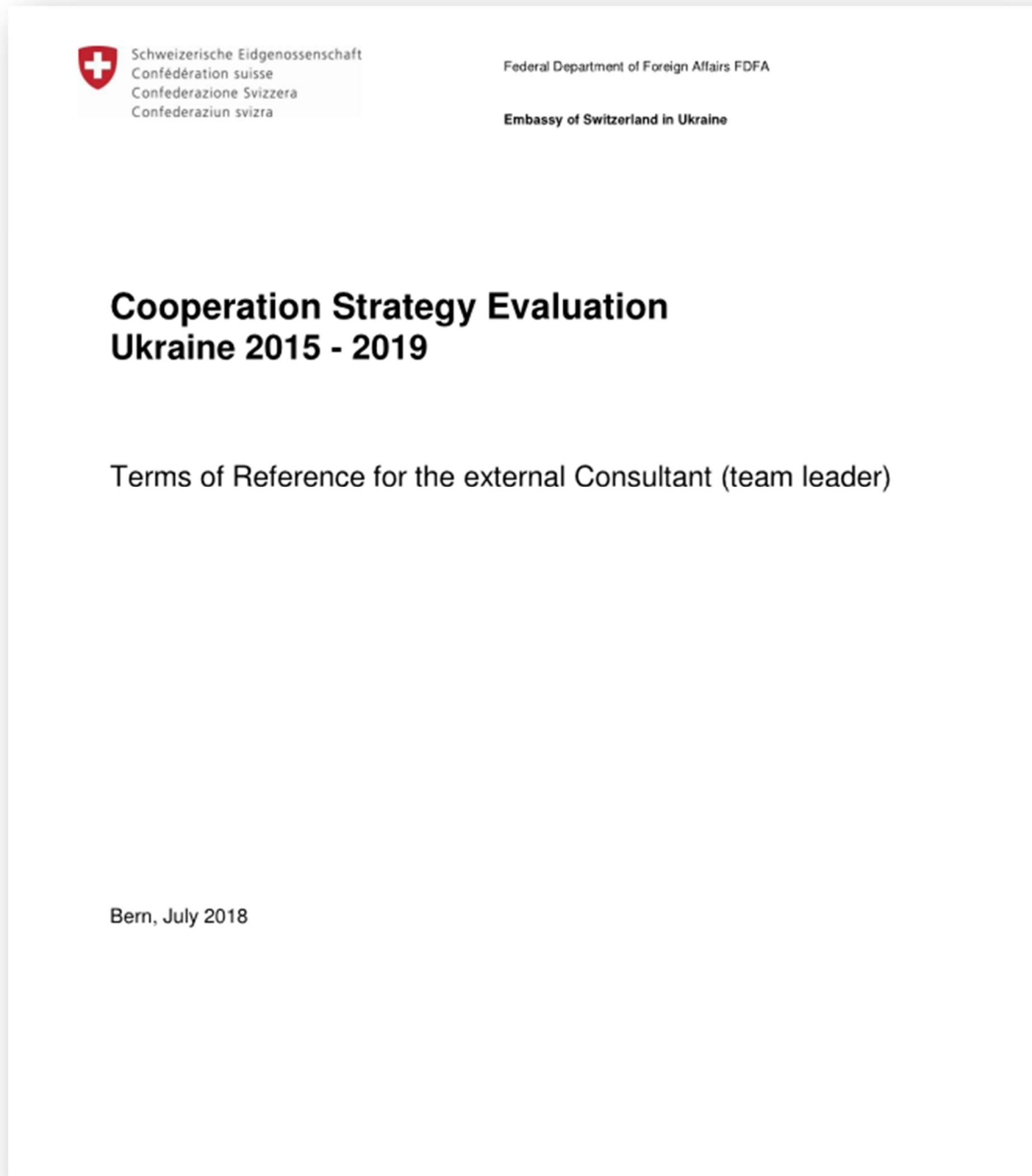
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SDC (2016): Crisis in Eastern Ukraine. Berne/Kiyv
SDC (n.d.): 4th Swiss Humanitarian Transport to E-Ukraine. Powerpoint presentation
Embassy of Switzerland to Ukraine (2016): Diplomatic Briefing on Swiss Humanitarian Transports to Eastern Ukraine. Kyiv.
SDC (2016): Debriefing 5. Humanitärer Transport nach Donetsk, Ostukraine, 19.09.2016
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SDC (2018): Conflict in Eastern Ukraine. Berne/Kiyv
SDC (2017): Mail Z. Schmidt re Fact Finding Mission, 23.2.2018.
SDC (2017): Credit Proposal project "Halo Trust Humanitarian Mine Action"
SDC (2018): Conflict in Eastern Ukraine. Berne/Kiyv
The Halo Trust and FDFH (2017): SDC Humanitarian Aid. Humanitarian Mine Action in Eastern Ukraine. Operational Final Report.
Beratende Kommission für internationale Zusammenarbeit (2016). Sitzung zur Information zum Umsetzungsstand aufgenommener Empfehlungen aus dem Arbeitsbesuch BK IZA in der Ukraine, 17.-22.4.2016.
SDC (2017): Kreditantrag Globalbudget SKH
SDC (2015): Credit Proposal OCHA Secondments Humanitarian Affairs Officers
SDC (2018): Credit Proposal Ukraine Humanitarian Affairs Officer HAO OCHA Secondment
SDC (2017): Protokoll Debriefing 6. Hum. Transport in Ost-Ukraine, 14.06.2017
SDC HA (2017): Schweizer humanitäre Direktaktionen in der Ostukraine – Facts, Gedanken und Messages

Annex 2 Part 1: Terms of Reference

Please find the ToR in the pdf-file:



20180718_ToR_external_Consultant_Eval



Annex Part 2: Amended Evaluation Questions

CSE Ukraine 2015 - 2019: Evaluation Questions

Evaluation Area 1: Context analysis (referring to the partner country context, the region and to the Swiss context)

Evaluation Area 2: Relevance and appropriateness of the projects/programs portfolio with regard to the domains of intervention of the CS

Evaluation Area 3: Implementation of the CS and its portfolio

Evaluation Area 4: Results of the CS – in relation to the results at country and regional level

Evaluation Area 1: Context analysis (referring to the partner country context, the region and to the Swiss context)		
No	Evaluation sub-area	Question
111	1.1 Positioning and adaptation of CS with respect to the partner country and regional context as well as Swiss policies	How well does the CS (strategic orientation, overall goal, domains of intervention and transversal themes, global challenges) reflect the development and humanitarian priorities, set by the partner country, the international community and the policies of the Federal Council Dispatch (FCD). What is the added value of the Swiss cooperation at country level?
112	1.1 Positioning and adaptation of CS with respect to the partner country and regional context as well as Swiss policies	Which changes in the context (national - in Switzerland as well as in Ukraine - and regional) were the most important and what effects may they have caused on the CS? Which adaptations have been taken? To what extent is the programming able to adjust to new context developments?
121	1.2 Quality of context analysis	To what extent is the context analysis realistic, relevant and shared by the different federal agencies involved in the CS? To what extent is the broad political context taken into account in the CS and ARs? Does the analysis include current issues (e.g. social and economic inequality, global challenges, power relations, regional disparities) and relevant stakeholders (e.g. national partners, private sector, state apparatus and political parties, institutions and powers)?
Evaluation Area 2: Relevance and appropriateness of the projects/programs portfolio with regard to the domains of intervention of the CS		
No	Evaluation sub-area	Question
211	2.1 Relevance of the projects / program portfolios	To what extent are the projects/program portfolios relevant, coherent and appropriate for achieving the results of the CS regarding its domains of intervention?

212	2.1 Relevance of the projects / program portfolios	<p>To what extent are the approaches being applied appropriately in the domains as well as between the domains (synergies)? Were the different approaches and synergies among partners in the portfolio development within the domains adequate to reach results? Which innovative approaches and synergies produce added value?</p> <p>To what extent is the combination of the 4 different policy instruments* mutually supportive and appropriate to achieve the results? To what extent do they contribute to achieve the objectives of the Swiss foreign policy and to safeguard Swiss interests effectively?</p> <p><i>* Humanitarian aid, Economic and trade policy measures for development cooperation, Transition aid and cooperation with Eastern Europe, Measures for the promotion of peace and human security.</i></p>
Evaluation Area 3: Implementation of the CS and its portfolio		
No	Evaluation sub-area	Question
311	3.1 Management performance	<p>How efficient is the CS portfolio management of the Embassy regarding transversal themes, collaboration with the global programs, financial and human resources as well as political and diplomatic engagement? What are its contributions to an optimal achievement of results? Were transversal themes effectively mainstreamed in the portfolio of the 4 domains?</p> <p>To what extent has “Conflict-sensitive program management” as an integrated approach been practically implemented in project management and partner identification?</p>
321	3.2 Quality of the CS monitoring system	<p>To what extent is the process management of the CS monitoring system relevant and efficient, in order to provide evidence-based data/information for accounting for results (reporting), institutional learning & sharing with relevant partners as well as CS steering?</p>
331	3.3 Coordination and development effectiveness in the country set-up	<p>Which role does SCOs play within the network of different Swiss agencies in charge of international cooperation (SDC – South Cooperation, Humanitarian Aid, Global Cooperation and Cooperation with Eastern Europe –, SECO, Directorate of Political Affairs, Human Security Division, SEM), national governments and the international donor community? Which added values result due to Switzerland’s support in Ukraine?</p>
332	3.3 Coordination and development effectiveness in the country set-up	<p>To what extent is the combination of various implementing partners (UN agencies, INGOs, local NGOs, contractors, etc.) and modalities of intervention (mandates vs contributions) appropriate to:</p> <ol style="list-style-type: none"> 1) achieve effectively the results set-up in the CS? 2) allow Switzerland to contribute positively to policy formulation and implementation of the Government of Ukraine and/or to influence development partner in given domain of intervention? 3) enhance synergies and complementarities with a) projects between SDC/SECO/DP-HSD/Humanitarian Aid projects and b) with projects financed by other development partners in given domain of intervention?

Evaluation Area 4: Results of the CS – in relation to the results at country and regional level		
No	Evaluation sub-area	Question
411	4.1 Domain results, effectiveness and contribution to country results	Which contributions of the Swiss Cooperation portfolio become visible at the output and outcome level, particularly regarding the achievement of the results in the partner countries, region? Which internal and external factors enhance or hinder aid performance and results achievements?
412	4.1 Domain results, effectiveness and contribution to country results	To what extent is the CH engagement effective (delivery modalities and partnerships) to contribute to the active promotion of peace in eastern Ukraine?
421	4.2 Sustainability and scaling-up	Which innovations generated by field experience have been scaled up through policy dialogue, alliances, networking and dissemination?
422	4.2 Sustainability and scaling-up	Which actions have been taken at country level (national and regional) to enhance the sustainability of the Swiss investments?

finalized 26.09.2018

approved by Evaluation and Controlling Division on 05.10.2018 – and send to all involved on 08.10.2018

Annex 3 List of reviews and End-of-Phase reports (EPR)

List of reviews provided by Swiss Embassy Kyiv and by Federal Offices

Domain 1 Governance and peacebuilding
DPI, Krylova O. & Lukeria I. (2016): External Review Report Decentralization Support Project (DESPRO) Phase III
Innovabridge, Karakas S. & von Blarer D. (2017): Internal Mid-Term Review of the E-Governance for Accountability and Participation Program (EGAP)
A. Constanzo (N.D.): UNDP Recovery and Peacebuilding Programme Midterm Evaluation
Domain 2 Health
Kostiuk O., Hansmann A. & Carai S. (2017): Impact Evaluation of the Swiss supported Reproductive, Maternal and Child Health programme in Ukraine. Kyiv
Beran D. & Anufriyeva V. (n.d.): Non-Communicable Diseases Prevention and Health Promotion in Ukraine: Project Review
Ecorys (2017): Policy Dialogue for better Health Governance in Ukraine Project. External evaluation of the project. Rotterdam
Domain 3 Sustainable Energy Management and Urban Development
UNIDO (2015): "Promoting the Adaptation and Adoption of RECP (Resource Efficient and Cleaner Production) through the Establishment and Operation of a Cleaner Production Centre (CPC) in Ukraine". Independent Mid-Term Evaluation. Vienna
Eco. Deeper Thinking (2017): UREEP Evaluation of Project Results & Market Gap Analysis. Chislehurst
B. Dunjic, C. Hugi, J. Fresner, E. Alić (2018): "Internal Review of the Ukrainian RECPC"
Technopolis (2018): SECO WE Independent Evaluation of Energy-Efficient Cities. Capitalization workshop. E4tech, Fraunhofer. Berne
Technopolis (2018): SECO WE Independent Evaluation of Energy-Efficient Cities. Case Study Ukraine. Version 1 (draft final), 30 July 2018. E4tech, Fraunhofer. Berne
Domain 4 Sustainable Economic Development
UNDP Ukraine, Mansour A. (2018): Evaluation of Project Strengthening SME Business Membership Organizations
Miller C. (2018): Midterm Evaluation. IFC Advisory Services Programs in Ukraine: Ukraine Crop Receipts Program. SECO.
FiBL, D. Guenther, A. Vasylenko, K. Malkova (2016): Evaluation of the project „Organic Market Development Phase II“ in Ukraine. Final Report.
Miller C. (2018): Midterm Evaluation. IFC Advisory Services Programs in Ukraine: Ukraine Crop Receipts Program. SECO.
Miller C. (2018): Management Response to the IFC Crop Receipts Mid-Term Review

List of end-of-phase reports provided by SCO Kyiv and by Federal Offices

End-of-phase reports Ukraine
FDFA (2015): Support to Decentralization in Ukraine, Phase III
SCO (Ilkiv P.) (2015): EPROR, 2015, Ukraine, "Comprehensive Care for Unwanted Pregnancies Project"
SCO (P. Ilkiv) (2017): EPROR, 2017, Ukraine, "Health Promotion and Communication in Reproductive, Maternal and Child Health"
SCO (Ilkiv P.) (2015): EPROR, 2015, Ukraine, "Mother and Child Health Programme"

Annex 4 Interviews during the evaluation process

Interviews conducted during the preparation phase in Bern:

Tuesday, 25 September 2018	
09:30 – 11:00	<p>Markus Schrader Deputy Head Countries and Global Programme</p> <p>Alain Geiger Program Manager Infrastructure Financing</p> <p>Federal Department of Economic Affairs, Education and Research (EAER) State Secretariat for Economic Affairs (SECO) Economic Cooperation and Development</p>
11:30 – 14:00	<p>Dieter Dreyer Programme Officer Ukraine Division Europe, Asia and America Federal Department of Foreign Affairs FDFA Humanitarian Aid</p>
15:00 – 16:30	<p>Deborah Ferber Wolf Deputy Head, Peace Policy I (Europe, Asia) Programme Manager Ukraine, OSCE Focal Point Directorate of Political Affairs DP Human Security Division: Peace, Human Rights, Humanitarian Policy, Migration Federal Department of Foreign Affairs FDFA</p> <p>Matthias Bosshard</p>

Wednesday, 26 September 2018 by telephone	
09:00 – 10:15	<p>Jean-Gabriel Duss Water Advisor Eastern Europe and Eurasia Program Manager Ukraine Federal Department of Foreign Affairs FDFA Swiss Agency for Development and Cooperation SDC Cooperation with Eastern Europe and CIS</p>

Tuesday, 02 October 2018 by telephone	
14:00 – 15:00	<p>Zara Schmidt Deputy Regional Coordinator for Eastern Europe and Central Asia Federal Department of Foreign Affairs FDFA Political Directorate Division Europe, Central Asia, Council of Europe, OSCE</p>

Interviews conducted after the in-country mission to Ukraine in November 2018:

Friday, 23 November 2018 by Skype	
13:00 – 14:00	<p>Ms Olga Trofimtseva Ministry of Agropolicy and Food, Ukraine Deputy Minister</p>

Friday, 23 November 2018 by Skype	
14:00 – 15:00	<p>Ms Iryna Lytovchenko Ministry of Health, Ukraine Director General for Strategic Planning and European Integration</p>

Thursday, 29 November 2018 by telephone	
10:00 – 11:00	<p>Enrichetta Placella FDFA, SDC, Thematic Network Health Programmbeauftragte Gesundheit / Desk Moldova enrichetta.placella@eda.admin.ch +41 58 46 23469</p>

Friday, 30 November 2018 by telephone	
10:00 – 11:00	<p>Vesna Roch FDFA, SDC, South Asia Division - Thematic Network Conflict & Human Rights Programme Officer Conflict & Human Rights</p>

Annex 5 Detailed working schedule for the field mission from 05.11. – 12.11.2018 to Ukraine

Date	Time	Venue / transport	Swiss embassy involvement	SB	OK	CS	Activities
Sun 04.11.				x			Arrival of Stefano Berti with BA 882 at 13:10h KIEV UA BORYSPIL INTL
						x	Arrival of Carsten Schulz with LX 2290 at 13:20h in KIEV UA BORYSPIL INTL
		Radisson Blu		x		x	Preparation among peers
Mon 05.11.	09:00 – 10:30	Embassy	Swiss Cooperation management	x	x	x	Briefing with Mr Holger Tausch (Director of Cooperation), Nicolas Guigas (Deputy Director of Cooperation) and other persons from management of Swiss Cooperation with evaluation team - Objectives CS Evaluation, expectations, review working programme - Comments Inception Report (IR)
	10:30 – 11:15	Embassy	Swiss Cooperation management with responsible persons from SDC, SECO, HSD on Inception Report	x	x	x	Skype call commenting on Inception Report (IR)
	11:15 – 13:30	Embassy	-	x	x	x	Preparation of Swiss Cooperation workshop among peers and lunch
	13:30 – 15:30	Embassy	Swiss Cooperation management and programme staff from the 4 domains + HA	x	x	x	Workshop PART I with Swiss embassy staff EA 1: Context analysis - Positioning and adaptation of CS Ukraine 15-19 with respect to country context and Swiss policies (EQs 111, 112) - Is the CS with its domains still relevant? Does Swiss Cooperation add value? - ...
	16:00 – 18:00	Embassy	Swiss Cooperation management and programme staff from the 4 domains + HA	x	x	x	Continuation of Workshop PART I with Swiss Cooperation staff EA 2: Relevance and appropriateness of project portfolio - Relevance of the Domain projects (EQ 211) - Consistency of project objectives with Results Framework of the Domain (EQ 211) - Appropriateness of applied approaches in the Domain (EQ 212) - Geographic focus (regional, rural/urban) – East / West? - ...
	19:00 – 20:30	Chicken Restaurant	-	x		x	Dinner meeting with Dieter Dreyer, Marc-Andre Bünzli from SDC HA Headoffice on 9th convoy of medical equipment to Donbas Region – and ideas for BluePeace II and VodaDonbas Company

Date	Time	Venue / transport	Swiss embassy involvement	SB	OK	CS	Activities
Tue 06.11	10:30 – 11:30	Ministry, 9, Velyka Zhytomyrska str.	-	x	x	x	Ministry of Regional Development, Construction, Housing and Communal Services of Ukraine; meeting with: <ol style="list-style-type: none"> Mr Serhiy Sharshov, Director of the Directorate on Local Self-Government and Territorial Organisation of Power Ms Nataliya Kofanova, Advisor of the Directorate
	12:00 – 14:00	Inveria flow space (room - Yoga Space) 49A, Volodymyrska Str.	Christian Disler	x	x	x	Focus group discussion (decentralisation & peace building, human rights): <ol style="list-style-type: none"> DESPRO Swiss-Ukrainian Decentralization Support Project – implemented by SKAT & partners, Ms Oksana Garnets, Senior Project Coordinator, o.garnets@despro.org.ua Council of Europe - Ms Olena Lytvynenko, Deputy Head, Olena.LYTVYENKO@coe.int Project - E-Governance for Accountability and Participation (EGAP) – implemented by East Europe Foundation: Oleksii Zelivianskyi, E-services component lead azel@egap.in.ua Swiss-Ukrainian Project “Development of Citizenship Competences in Ukraine” (DOCCU) – University of Zurich and others: Valentyna Poltorak, operational manager, Valentina Poltorak doccu@doccu.in.ua OHCHR: Mr Benjamin Moreau bmoreau@ohchr.org Deputy Head of Mission Danish Refugee Council: Ms Krista Zongolowicz, Country Director, Danish Refugee Council, krista.zongolowicz@drc.dk
	14:00 – 15:00			x	x	x	Lunch
	15:00 – 16:00	Ministry, 1 Lesi Ukrainky sq.	Norbert Ruetsche	x	x	x	Ministry for Temporarily Occupied Territories and Internally Displaced Persons of Ukraine (MTOTIDP); meeting with: <ol style="list-style-type: none"> Viktoria Voronina, Head of Patronage Service of MTOT (independent department), Iryna Kalupaka, Head of the Department for the Internally Displaced Persons and Humanitarian Cooperation of MTOT Svitlana Avramenko, Deputy Head of the Department of the Eastern Regions - Head of the Division of the Recovery and Development Norbert Ruetsche, Senior Advisor to the Minister, 067 502 78 08 info@mtot.gov.ua ; allconcen@gmail.com
	17:00 – 18:00	Golden Gate Pub, Zolotovorytska 15	-				Meeting with Mr Vadim Laznikov, Head of Legal and Decentralization Division, Luhansk Regional State Administration, Tel. 050 658 85 63
	19:00 – 21:30	Restaurant Spotykach, Volodymyrska str 16	Embassy and Swiss Cooperation management	x		x	Informal dinner: evaluation team with Mr Holger Tausch (Director of Cooperation), Nicolas Guigas (Deputy Director of Cooperation) and Simon Pidoux (Deputy Head of Mission)

Date	Time	Venue / transport	Swiss embassy involvement	SB	OK	CS	Activities
Wed 07.11.	09:45 - 11:00	Embassy	Swiss Cooperation programme staff	x	x	x	Bilateral meeting with Christian Disler, Ilona Postemska, Matthias Bosshard, Natalia Sorokina on domain Governance & Peacebuilding including HA
	11:00- 11:45	Embassy	Swiss Cooperation programme staff	x	x	x	Bilateral meeting with Viktor Shutkevych, Anna Vilde, Nicolas Guigas and Holger Tausch on domains SED and SEMUD
	12:30 – 14:30	Embassy	-	x	x	x	Focus group with external and individual experts in decentralisation: 1. Mr Yuriy Hanuschak, Expert on decentralization, y_hanushchak@ukr.net 2. Mr Anatoliy Tkachuk, Director for science and development, Institute of civil society, taf58@ukr.net 0672306001 3. Mr Sergiy Karelin, skarelin@eef.org.ua (works for EGAP now)
	15:00 - 17:30	Embassy	Swiss Cooperation management and programme staff from the 4 domains + HA	x	x	x	Workshop PART II with Swiss Cooperation staff - Brainstorming on future options and directions: - Where Swiss Cooperation makes a difference? - What are issues to focus more? What are issues to work less or even to outphase? - ...
	17:30 – 18:30	Embassy	Head of Mission and Deputy Head of Mission together with Swiss Cooperation management	x	x	x	Meeting on efficiency - talking about EA 3: Implementation of the CS (3.1 Management performance (EQ 311)) with special emphasis on the “Integrated Embassy” with 1. HE Mr Guillaume Scheurer (Head of Mission) 2. Mr Simon Pidoux (Deputy Head of Mission) 3. Mr Holger Tausch (Director of Cooperation) 4. Mr Nicolas Guigas (Deputy Director of Cooperation)
	19:00 – 20:30	Georgian restaurant “Chichiko” (Yaroslaviv Val St, 23a)	Nicolas Guigas	x		x	Dinner meeting with Matthias Bosshard, matthias.bosshard@eda.admin.ch (Human Security Adviser) and Norbert Ruetsche (Adviser to MTOT), norbert.ruetsche@eda.admin.ch
Thu 08.11.	09:00 – 10:00	Radisson Blue Hotel 22, Yaroslaviv Val Str		x			Advisor to the UN Country Representative, meeting with Stefano Berti
	09:00 – 10:00	Ministry Building 24 Dilova str.			x	x	State Agency for E-governance – under Cabinet of Ministers; meeting with: 1. Mr Oleksandr Ryzhenko, Head, State Agency for E-Governance, alex@ryzhenko.com 2. Mr Vyskub Oleksiy, Deputy Head, State Agency for E-Governance, alexey.vyskub@gmail.com 3. Mr Valerii Bakal, Deputy Head of the Agency 4. Mr Dmytro Makovskiy, Director of the Directorate of Digital Transformation

Date	Time	Venue / transport	Swiss embassy involvement	SB	OK	CS	Activities
	10:30 – 11:30	EU-Delegation		x	x	x	Meeting in EU Delegation with Mr Stefan SCHLEUNING, Head of Cooperation, Stefan.schleuning@eeas.europa.eu
	12:00 – 13:30	Inveria flow space (room - Yoga Space) 49A, Volodymyrska Str.		x	x	x	Interview with representative of British Aid, Mr Steven Loyst, Humanitarian Adviser Steven-Loyst@dfid.gov.uk
	14:00 - 15:00	ICRC Delegation, 6 Velyka Vasylkivska str		x		x	Meeting with Alain Aeschlimann, head of delegation ICRC to Ukraine aaeschlimann@icrc.org
	17:00 – 18:00	US Embassy		x	x	x	Meeting at USAID with Mr David Hatch dhatch@usaid.gov USAID Program Coordination and Strategy Office Director
Fri 09.11.	08:00 – 9:15	Radisson Blue Hotel 22, Yaroslaviv Val Str.		x	x	x	Bilateral meeting with Mr Holger Tausch (Director of Cooperation), Nicolas Guigas (Deputy Director of Cooperation)
	9:30 – 10:15	Radisson Blue Hotel 22, Yaroslaviv Val Str.		x	x	x	Ministry of Regional Development, Construction, Housing and Communal Services of Ukraine, Section of Energy Efficiency. 1. Dmytro Petrunin, Head of Directorate of Energy Efficiency 2. Viktoriya Shkolna, The Head of the Expert Group of the Development of Renewable Energy Sources and Alternative Fuels under the Directorate of Energy Efficiency
	11:30 – 13:00	Radisson Blue Hotel 22, Yaroslaviv Val Str.	Viktor Shutkevych	x	x	x	Focus group discussion on sustainable economic development (in English language) with: 1. FIBL: Natalie Prokopchuk, Project Manager, Swiss-Ukrainian Project “Organic Market Development in Ukraine”, natalie.prokopchuk@fibl.org 2. IFC: Mr Denis Malyuska, advisor 3. IFC: Ms Leah Soroka, Program Manager ECA Agricultural Financial Services, soroka@ifc.org 4. SAFOSO PIU: Igor Kravchenko, Local Project Manager, Swiss-Ukrainian Project “Establishment of a risk-based food safety control system in the dairy value chain in Ukraine”, igor.kravchenko@safoso.ch 5. Business Membership Organizations, United Nations Development Programme), Andriy.Zayika@undp.org
	13:30 – 14:30	Embassy	-		x	x	Lunch meeting + discussion on health domain with Petro Ilkin and Nicolas Guigas
	13:30 – 14:30	Embassy	-	x			Lunch meeting + discussion on transversal topics with Ludmyla Nestrlyay

Date	Time	Venue / transport	Swiss embassy involvement	SB	OK	CS	Activities
	14:30 – 16:00	Embassy	-	x	x	x	Discussion and analysis in evaluation team Preparing presentation of “preliminary findings”
	16:00 – 17:30	Embassy	Embassy Management and Swiss Cooperation programme staff	x	x	x	Presentation of “preliminary findings” to HE Mr Guillaume Scheurer (Head of Mission), Mr Simon Pidoux (Deputy Head of Mission), Mr Holger Tausch (Director of Cooperation), Nicolas Guigas (Deputy Director of Cooperation) and other persons from Embassy/ Swiss Cooperation management
	17:30 – 18:00	Embassy	Swiss Cooperation management	x	x	x	Debriefing with Mr Holger Tausch (Director of Cooperation), Nicolas Guigas (Deputy Director of Cooperation)
Sat 10.11				x			Departure of Stefano Berti with BA 883 at 14:00h to London
.	06:52h	Travel to Vinnytsia by train	Nicolas Guigas		x	x	Arrival in Vinnytsia around 09:00h
	09:00	Travel from Vinnytsia to Tulchyn	Nicolas Guigas				Travel by minibus together with Ilona Postemska and Vyacheslav Sorokovskyy (DESPRO sanitation specialist)
	11:00	Mayor Office of the city of Tulchyn	Nicolas Guigas		x	x	Meeting with Tulchyn mayor Mr (about the outcomes of DESPRO project)
	14:30	Travel from Tulchyn to Vinnytsia	Nicolas Guigas		x	x	Travel by minibus back to Vinnytsia together with Ilona Postemska and Vyacheslav Sorokovskyy (DESPRO sanitation specialist)
	17:00	Office of Vinnytsia municipality	Nicolas Guigas		x	x	Meeting with Volodymyr Romanenko, Head of IT Department of Vinnytsia City Council (about the outcomes by EGAP project)
	21:00	Travel from Vinnytsia to Kyiv	Nicolas Guigas		x	x	Arrival in Kyiv at around 23:00h
Sun 11.11.							
Mon 12.11.	10:00	Brovary VET school	Viktor Shutkevych, Nicolas Guigas			x	Meeting with the school management of Brovary VET school (about the outcomes of the PPdP Project with Gerberit)
	13:30	Hotel close to Lisova	Anna Vilde			x	Meeting with UREEP Project specialist
	15:30	Hotel close to Lisova	Anna Vilde			x	Bilateral meeting with Anna Vilde about the SEMUD domain
	19:00	Radisson Blue Hotel	-			x	Informal meeting with Ms Sylvia Schär Hahn who is member of the Swiss Expert Pool for Civilian Peacebuilding and seconded to OSCE
	20:00	Restaurant close to Radisson Blue Hotel	-			x	Informal meeting with Christian Disler
Tue 13.11.						x	Departure of Carsten Schulz with OS 668 at 06:55h to Vienna

Annex 6 Basic statistical data Ukraine

A) Key indicators (according to Tool 121b)

Economy	2000	2005	2010	2015	2017
GDP/capita in PPP terms (US\$)	635.71	1828.72	2965.14	2124.66	2639.82
GDP growth rate (annual %)	5.9	2.7	4.2	-9.773	2.5
Poverty Headcount ration (%): People living below national poverty line	40.2 (2002)	26	3.9	6.4	3.8 (2016)
FDI Flow (inward) US\$ mio	-	7768	2'140	2961	2202
FDI Flow (outward) US\$ mio	-	272 (2005-2007)	15'729	-51	8
FDI Stock (inward) US\$ mio	897	-	-	47049	50970
FDI Stock (outward) US\$ mio	84 (1995)	-	-	7443	7473
Swiss exports (CHF mio): - main: chemical - pharmaceutical industry	112.1	288.6	426.8	243.4	308.7
Swiss imports (CHF mio): - 2 main goods: textile and clothing, precision tools	10.6	42.5	57.7	97.5	130.1
ODA					
Net ODA / capita (US\$)	-	9	14	32	34 (2016)
Swiss aid inflows (CHF mio)	-	16.8	16.1	30.2	27.0
Socio-Economic Development / Environment					
HDI	0.673	-	0.734	0.743	-
Unemployment rate (% of labour force)	11.6	7.2	8.1	9.14	9.45
Maternal mortality ratio (per 100,000 live births)	32	30	26	24	-
Estimated adult (15-49) HIV prevalence (%)	0.6	0.8	0.8	0.9	0.9 (2016)
CO ₂ emissions per capita	6.5	-	6.6	5 (2014)	-
Governance					
% of seats held by women in national parliament	7.8	-	8	12.1	12.3
Gini coefficient	-	-	24.8	25.5	-

Corruption Perception Index (TI) (until 2011: 0 worst, 10 best, 2012 onwards: 0 worst, 100 best)	5-25	24-28	24	27	30 (Rank 130/180)
Bertelsmann Transformation Index		(2006)		(2016)	(2018)
Status (1 worst, 10 best)	-	6.96	6.6	6.1	6.54
Governance (1 worst, 10 best)	-	4.7 (Management)	4.9	5	5.41

Sources:

GDP/capita (current USD): <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=UA>

GDP growth rate: <https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?locations=UA>

Poverty gap at national poverty lines (%): <http://povertydata.worldbank.org/poverty/country/UKR>

FDI Flow and Stock: http://unctad.org/sections/dite_dir/docs/wir2018/wir18_fs_ua_en.pdf

Trade: Swiss Impex Dataset: <https://www.swiss-impex.admin.ch/>

Net ODA / capita <https://data.worldbank.org/indicator/DT.ODA.ODAT.PC.ZS?locations=UA>

Swiss aid inflow (ODA)
https://www.eda.admin.ch/deza/de/home/aktivitaeten_projekte/zahlen_und_statistiken/statistische-tabellen.html

Unemployment rate (% of labour force), modelled ILO estimates:
<https://data.worldbank.org/indicator/SL.UEM.TOTL.ZS?locations=UA>

HDI: <http://hdr.undp.org/en/composite/trends>

Maternal mortality ratio (modelled estimate):
<https://data.worldbank.org/indicator/SH.STA.MMRT?locations=UA>

Prevalence of HIV, total (% of population ages 15-49):
<https://data.worldbank.org/indicator/SH.DYN.AIDS.ZS?locations=UA>

% of seats held by women in national parliament:
<http://databank.worldbank.org/data/reports.aspx?source=2&series=SG.GEN.PARL.ZS&country=MNG>

Gini coefficient:
<http://databank.worldbank.org/data/reports.aspx?source=2&series=SI.POV.GINI&country=MNG>

Corruption Perception Index: <https://www.transparency.org/country/UKR>

Bertelsmann Transformation Index: <https://www.bti-project.org/en/reports/country-reports/detail/itc/ukr/ity/2018/itr/pse/>

CO₂ emissions / capita:
<http://databank.worldbank.org/data/reports.aspx?source=2&series=EN.ATM.CO2E.PC&country=MNG>

A) Long term trends (World Bank indicators) *Source:*

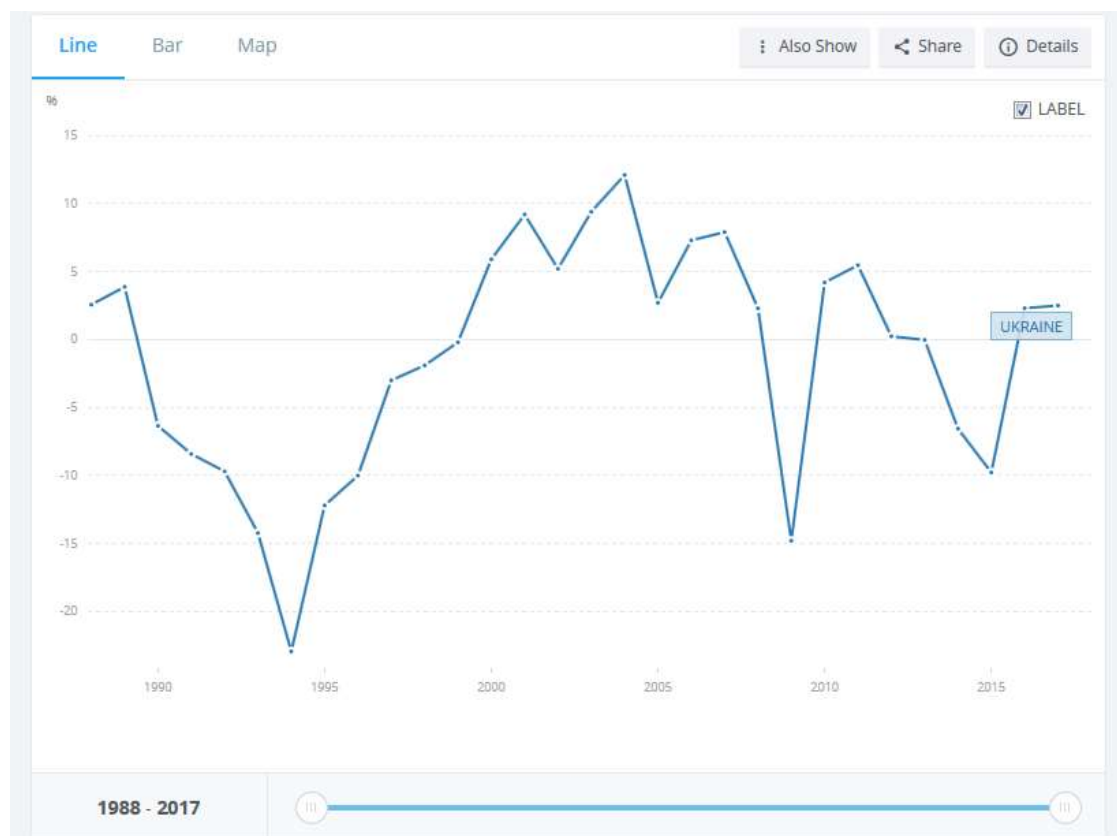
http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/UKR.pdf

Table A: Ukraine's HDI trends based on consistent time series data

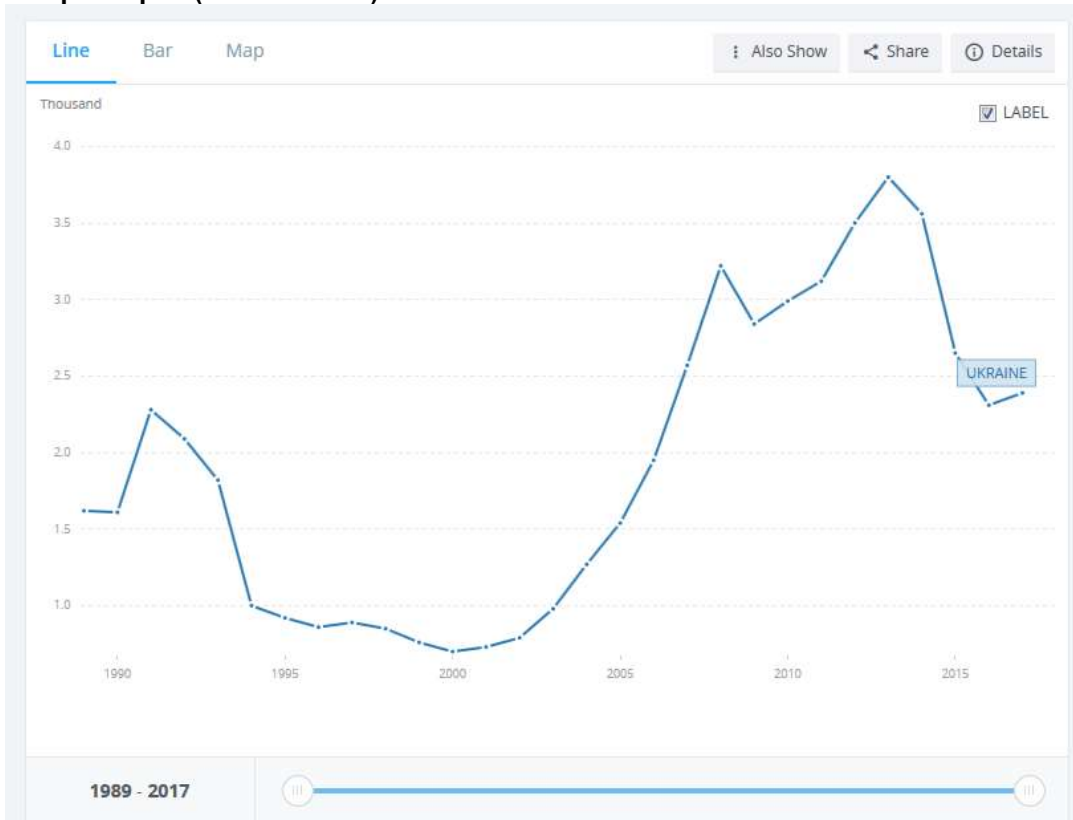
	Life expectancy at birth	Expected years of schooling	Mean years of schooling	GNI per capita (2011 PPP\$)	HDI value
1990	69.8	12.4	9.1	10,815	0.706
1995	67.9	12.2	10.0	4,999	0.664
2000	67.3	13.2	10.7	4,664	0.673
2005	67.5	14.7	11.2	7,197	0.716
2010	69.3	14.9	11.3	7,738	0.734
2011	69.8	15.1	11.3	8,089	0.739
2012	70.3	15.2	11.3	8,181	0.744
2013	70.7	15.2	11.3	8,199	0.746
2014	71.0	15.3	11.3	8,151	0.748
2015	71.1	15.3	11.3	7,361	0.743

B) Long term trends (World Bank indicators) *Source:* <http://data.worldbank.org/>

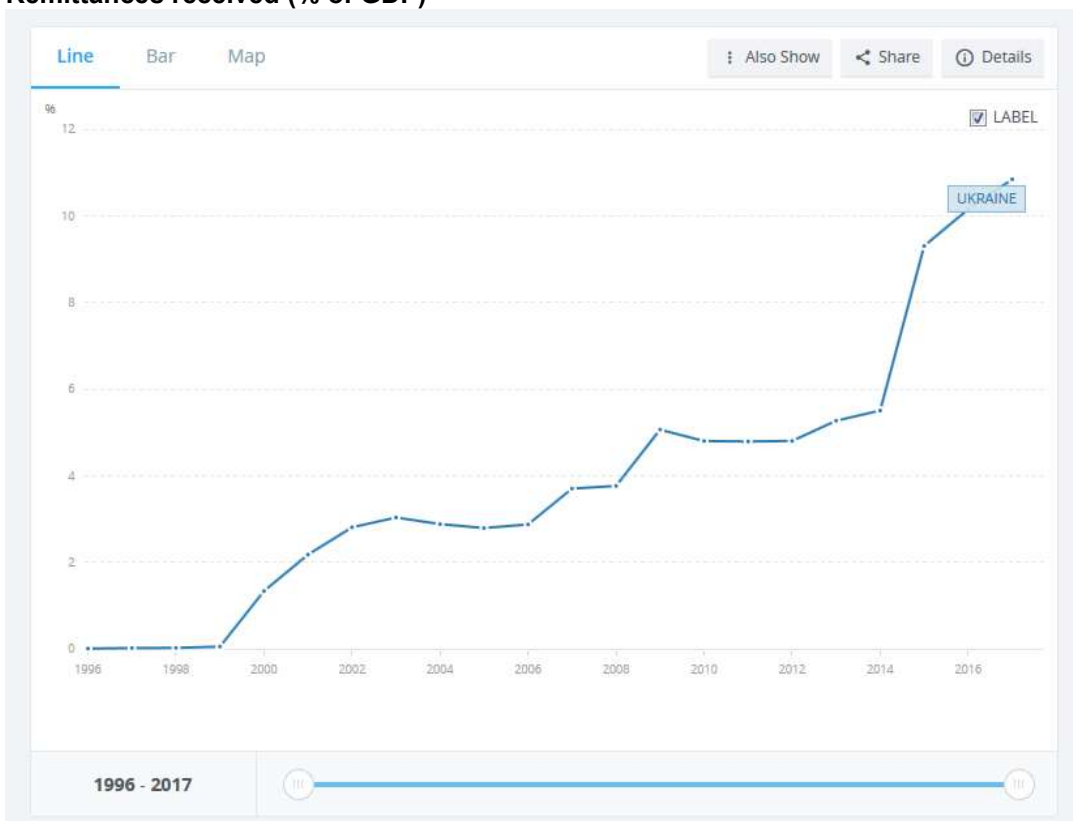
GDP growth rate



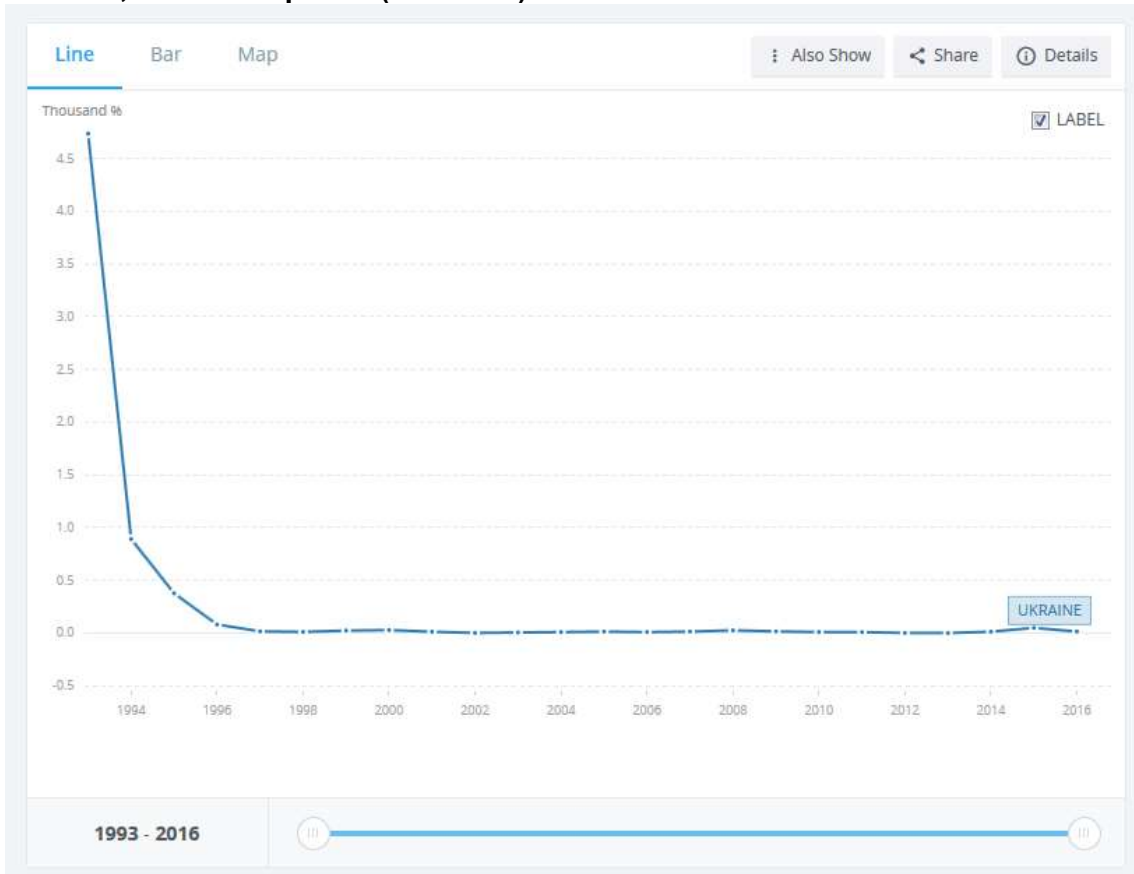
GNI per capita (Atlas Method)



Remittances received (% of GDP)



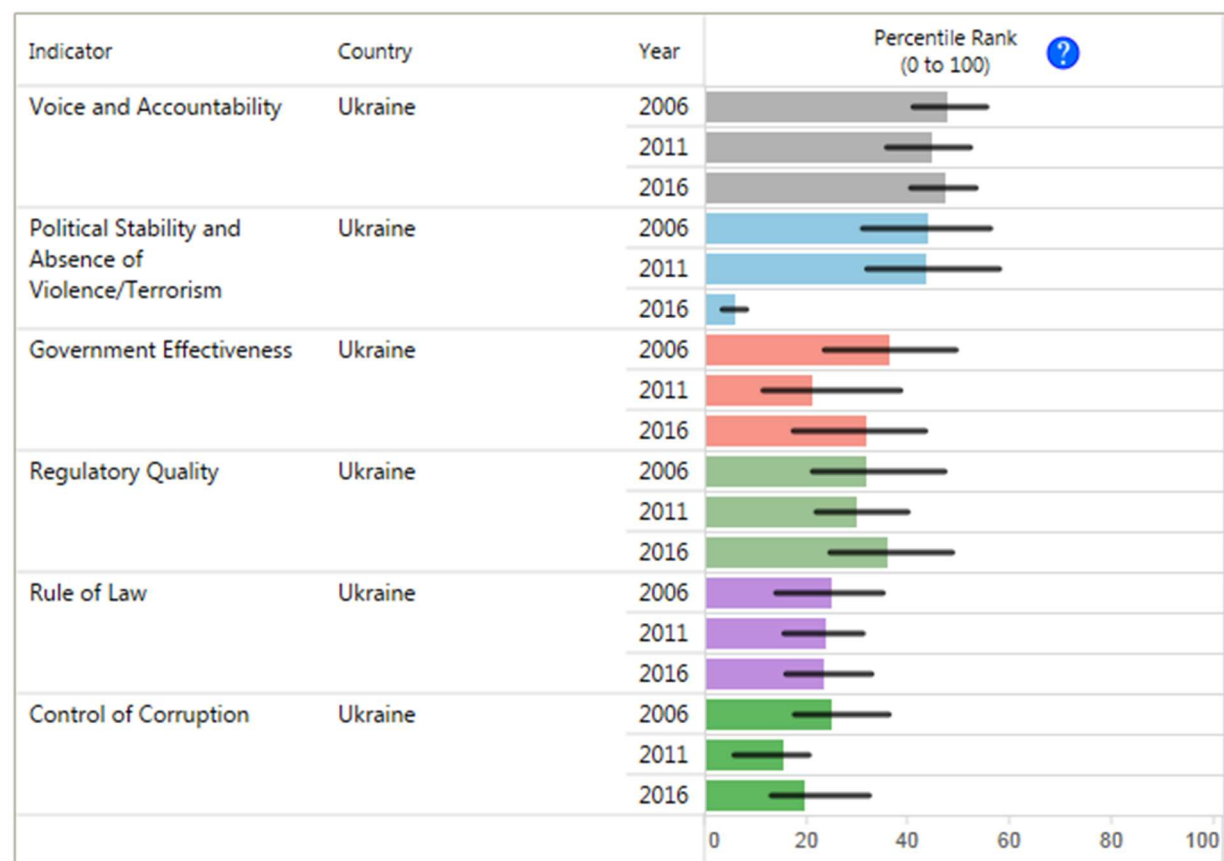
Inflation, consumer prices (annual %)



ODA received per capita (current USD)



Governance indicators Source: <http://info.worldbank.org/governance/wqi/index.aspx#reports>



ODA statistics Source:

https://public.tableau.com/views/OECDACidataglancebyrecipient_new/Recipients?:embed=y&:display_count=yes&:showTabs=y&:toolbar=no?&:showVizHome=no

Recipient country

Ukraine

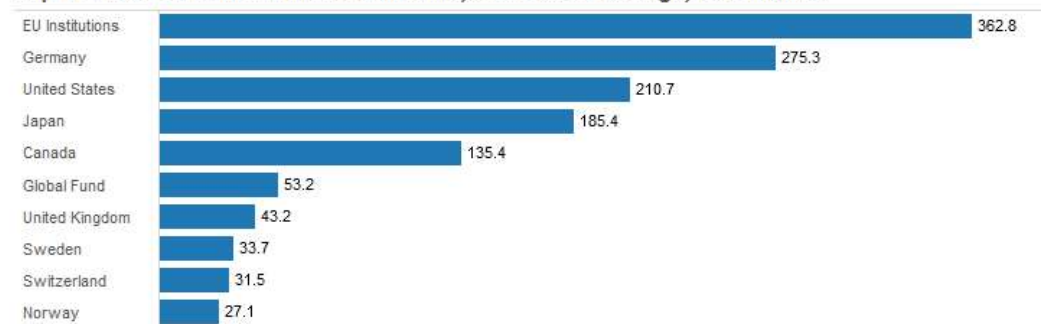
Receipts for Ukraine

	2014	2015	2016
Net ODA (USD million)	1'403.8	1'449.4	1'523.1
Net ODA/GNI (%)	1.1	1.6	1.6
Gross ODA (USD million)	1'421.7	1'472.8	1'582.1
Bilateral share (gross ODA) (%)	60.4	79.1	64.0
Total net receipts (USD million)	2'316.8	2'528.5	750.3

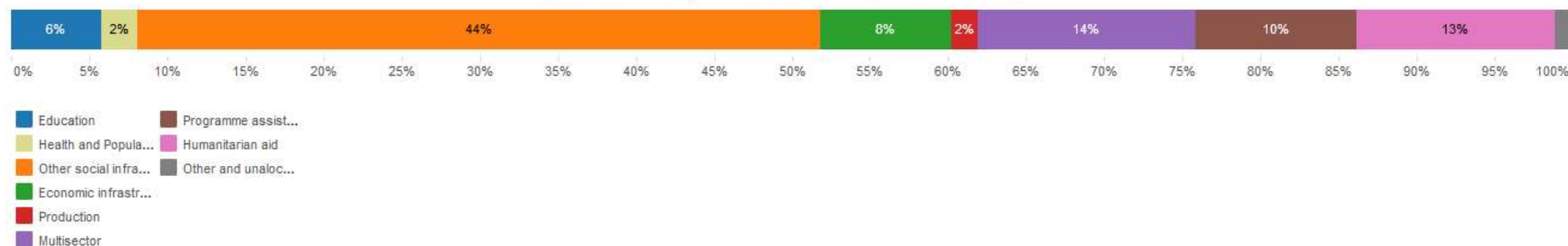
For reference

	2014	2015	2016
Population (million)	45	45	45
GNI per capita (Atlas USD)	3'560	2'650	2'310

Top Ten Donors of Gross ODA for Ukraine, 2015-2016 average, USD million



Bilateral ODA by Sector for Ukraine, 2015-16 average



Annex 7 Duration of Projects

Domain Governance and Peacebuilding - SDC / HSD													
Project Name	Project Start	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Project End
Decentralisation support project (DESPRO)	2006					Phase 3				Phase 4			2021
Support to e-governance (E-GAP)	2013					Phase 1							2025
Citizenship Competences Development (DOCCU)	2013					Phase 1							2018
UNDP Restoration of Governance & Reconciliation in conflict-affected areas	2015					Phase 1							2018
UN Human Rights Monitoring Mission	2016							Phase 1			Phase 2		2020
Contribution to Council of Europe Action Plan for Ukraine	2015					Phase 1					Phase 2		2021
DRC Livelihood Assistance Programme	2017								Phase 1				2025
Contribution to UN Recovery & Peacebuilding Programme (RPP)	2018										Phase 1		2022
Asset Recovery and Public Integrity in Ukraine (ICAR/Basel Institute on Governance)	2019										Phase 1		2028
Deployment of a Senior Adviser to MTOT (Minister Chemysh)	2017												2019
Dialogue with Ukrainian Parliamentarians in Support of the Minsk Peace Process	2017												2018
Torture Prevention in the Ukrainian Security Services (Mandate)	2016						Phase 1		Phase 2				2019
Support to ICRC Activities on Missing Persons in Ukraine	2016												2018
Human Rights Monitoring and Documentation in Crimea	2016						Phase 1		Phase 2	Phase 3			2019
Black Tulip: Recovery of bodies from the conflict zone	2015					Phase 1			Phase 2				2018
Monitoring and strengthening human rights in eastern Ukraine	2018								Phase 1				2019

Domain Health- SDG													
Project Name	Project Start	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Project End
Support to National Plan NCD	2013					Phase 1							2019
Supporting medical education reform	2018							Phase 1					2027
Policy Dialogue for Health Governance	2015						Phase 1						2019
Mental Health for All	2018								Phase 1				2028
Health Reform Support Trust Fund	2016							Phase 1					2020
Health Literacy and Reform Support (in pipeline)	2019									Inception	Phase 1		2028
Domain Sustainable Energy Management and Urban Development - SECO													
Project Name	Project Start	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Project End
Energy Efficiency Zhytomyr	2015												2021
Energy Efficiency Vinnytsia	2011												2019
Integrated Urban Development Ukraine	2015										Phase 2		2019
E5P Ukraine	2017												2020
IFC Ukraine Residential Energy Efficiency Project	2011								Phase 3				2021
Resource Efficiency and Cleaner Production Center	2011												2020
Southeast Europe and Central Asia IFC ECA PublicPrivate Partnership Infrastructure Advisory Energy Sector Management Assistance Program	2015					Phase 3							2020
	2017												2020
Global Eco-Industrial Park Program	2019												2023
WB Partnership for Market Readiness (PMR)	2017												2019
WB Public-Private Investment Advisory Facility (PPIAF)	2017												2020
IFC ECA Cities Platform II (Concept note stage)	2019												tbd

Domain Sustainable economic development - SECO													
Project Name	Project Start	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Project End
IFC Ukraine Crop Receipt Project	2015												2020
Government Debt and Risk Management Program (GDRM)	2017												2021
IMF Subaccount - Improve Capacity for Residential Property Price Indexes	2016												2019
Remittances and Payment System Program	2014												2019
IFC Ukraine Investment Climate Reform	2015												2018
UNDP Strengthening Business Membership Organizations	2015												2022
EBRD Ukraine Multi-donor Account	2014												2020
Organic Market Development in Ukraine	2013												2018
Consolidation of Local Organic Certification Bodies	2014												2018
Dairy Hygiene in Ukraine	2015												2019
Global Quality and Standards Programme	2019												2021
Integrated agri trade program (pipeline)	2019												2022
Financial inclusion	2019												2022
Competition policy	2019												2022
Financial institution strengthening (pipeline)	2019												2022
Environment Social Governance (pipeline)	2019												2022

Humanitarian assistance and protection - SDC													
Project Name	Project Start	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Project End
Contribution to ICRC Operations Appeal						yearly multi-bi contributions							
Contribution to UN/OCHA						yearly multi-bi contributions							
Life-saving assistance to conflict-affected population in Eastern Ukraine						yearly budgets for direct humanitarian transports							
Non-core projects - SDC													
Project Name	Project Start	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Project End
Public Private Partnership in Sanitation	2014					Phase 1				Phase 2			2022

The overview has been elaborated based on the following sources:

- Project List 2018 prepared by Swiss embassy Kyiv
- Project list short version 2018 – prepared by Swiss embassy Kyiv
- SAP data of SDC financed projects sent by C. Rentsch

This list has been completed and checked by Swiss embassy in December 2018, thanks to Ms Ludmyla Nestrlyay.

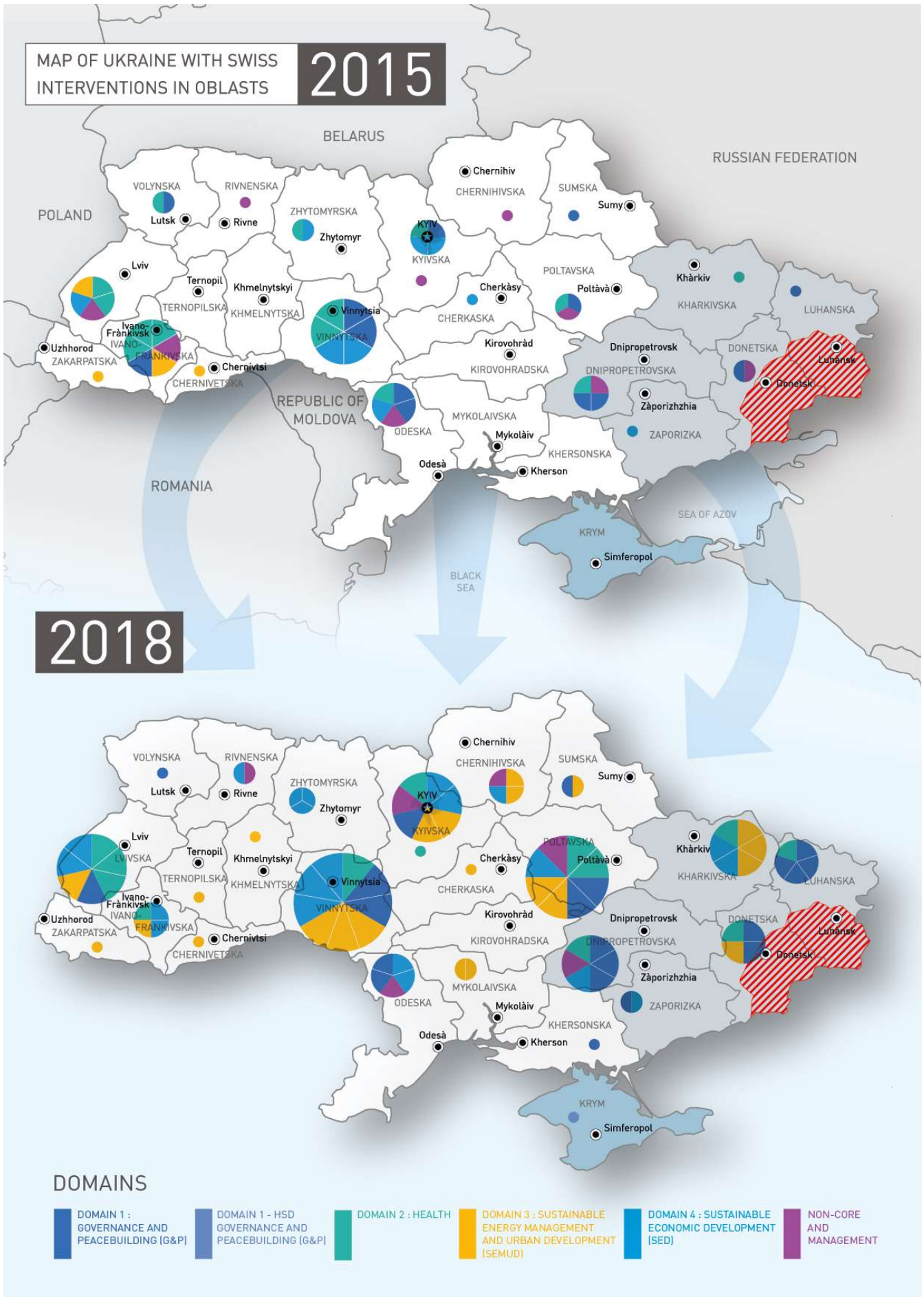
Annex 8 Staff composition: Number of staff members at Swiss embassy Kyiv

Function	2015				2016				2017				2018				2019 (planned)*			
	CH/expat		Local		CH/expat		Local		CH/expat		Local		CH/expat		Local		CH/expat		Local	
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M
FO management (CD, Deputy CD, Ass. CD)	0.5	1		0.5		1.5		0.5		1.5		0.5		1.5		0.5	1	0.5		0.5
Program management (NPO, others)	0.5	1	2	1.5		1.5	2	1.5		1.5	2	1.5		1.5	2	1.5	1	0.5	2	1.5
CFA, BwB, Finances (incl. accounting)			1.5			1.5				1.5				1.5					1.5	
Administration (Secr., IT, PR, & others, excl. Finance)			2.3			2.3				2.3				2.3					2.3	
Internal Services (support, driver, cleaning, etc.)			0.5	1		0.5	1			0.5	1			0.5	1				0.5	1
Consular affaires																				
Sub-Totals FO	1	2	6.3	3	0	3	6.3	3	0	3	6.3	3	0	3	6.3	3	2	1	6.3	3
Total FO staff	12.3				12.3				12.3				12.3				12.3			
Labor turnover rate (local staff)**	0%				8.13%				0%				0%							
Project staff on FO payroll (self- implemented)																				
Total PROJECT staff	0.0				0.0				0.0				0.0				0.0			
Total staff	12.3				12.3				12.3				12.3				12.3			

*Recruitment of new NPO is planned

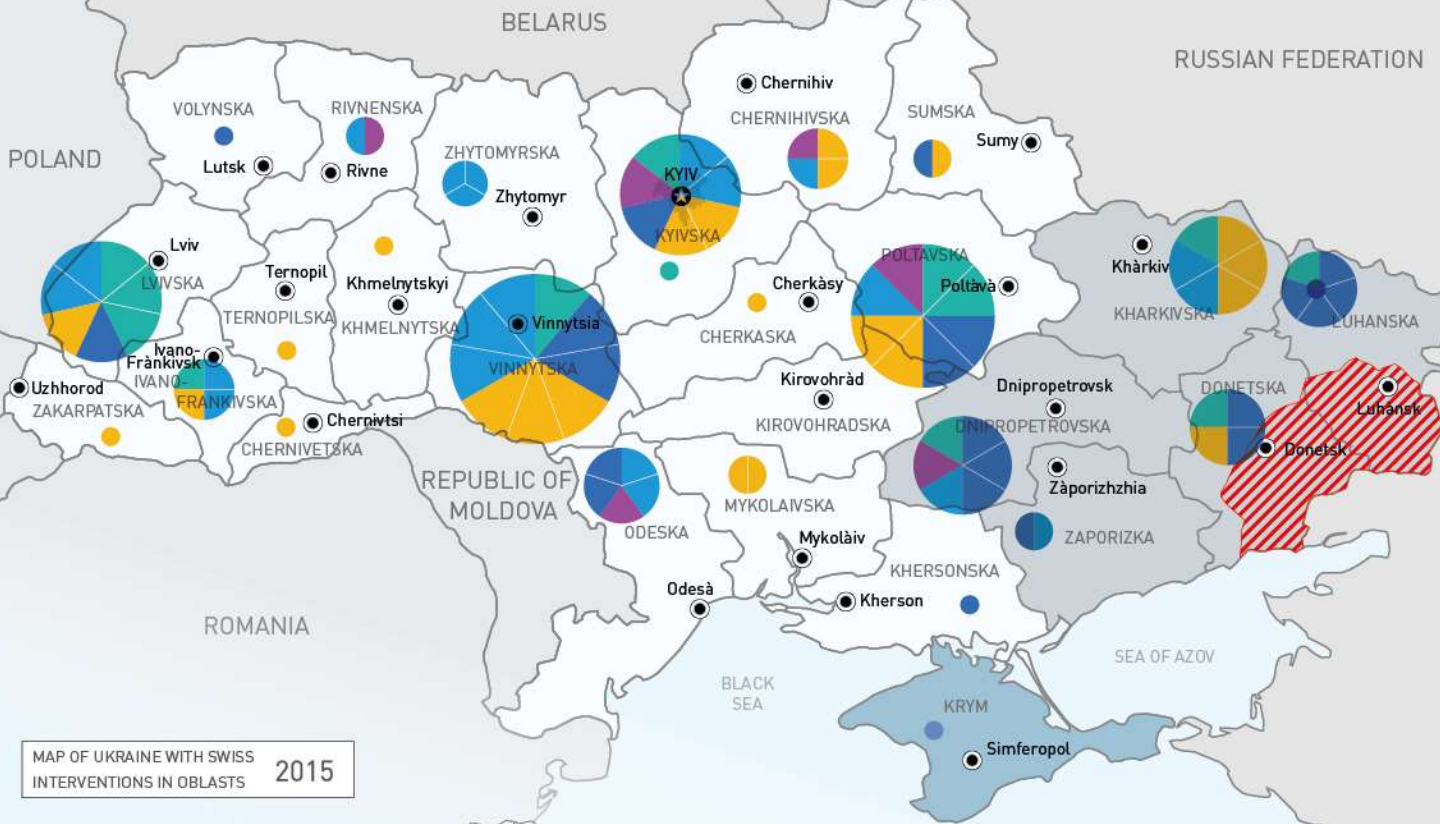
This list has been completed and checked by Swiss embassy, thanks to Ms Olena Pryshchepo

Annex 9 Map of interventions by Swiss Cooperation in Ukraine 2015-2018



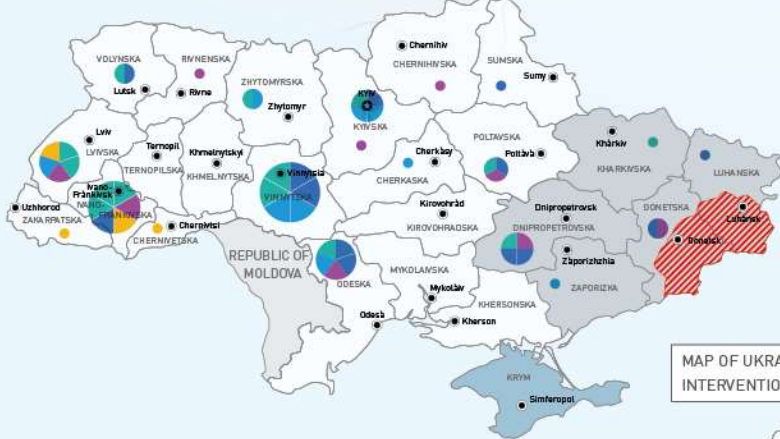
MAP OF UKRAINE WITH SWISS INTERVENTIONS IN OBLASTS

2018



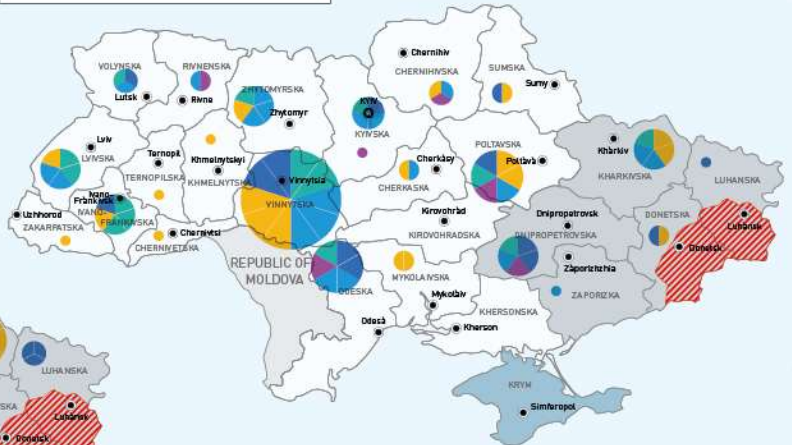
MAP OF UKRAINE WITH SWISS INTERVENTIONS IN OBLASTS

2015



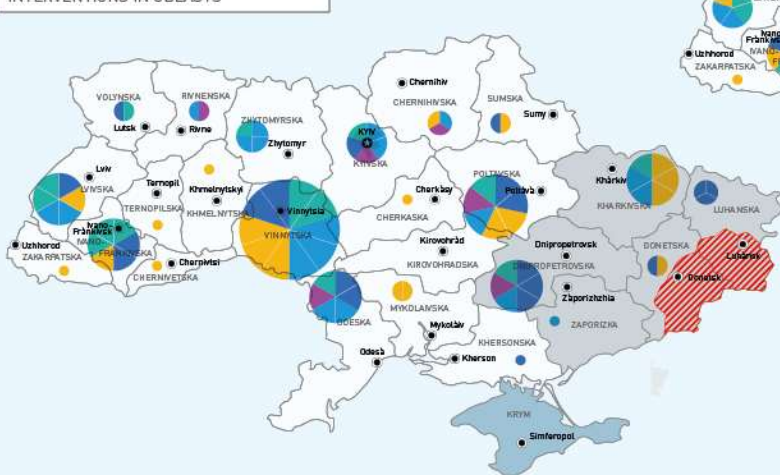
MAP OF UKRAINE WITH SWISS INTERVENTIONS IN OBLASTS

2016



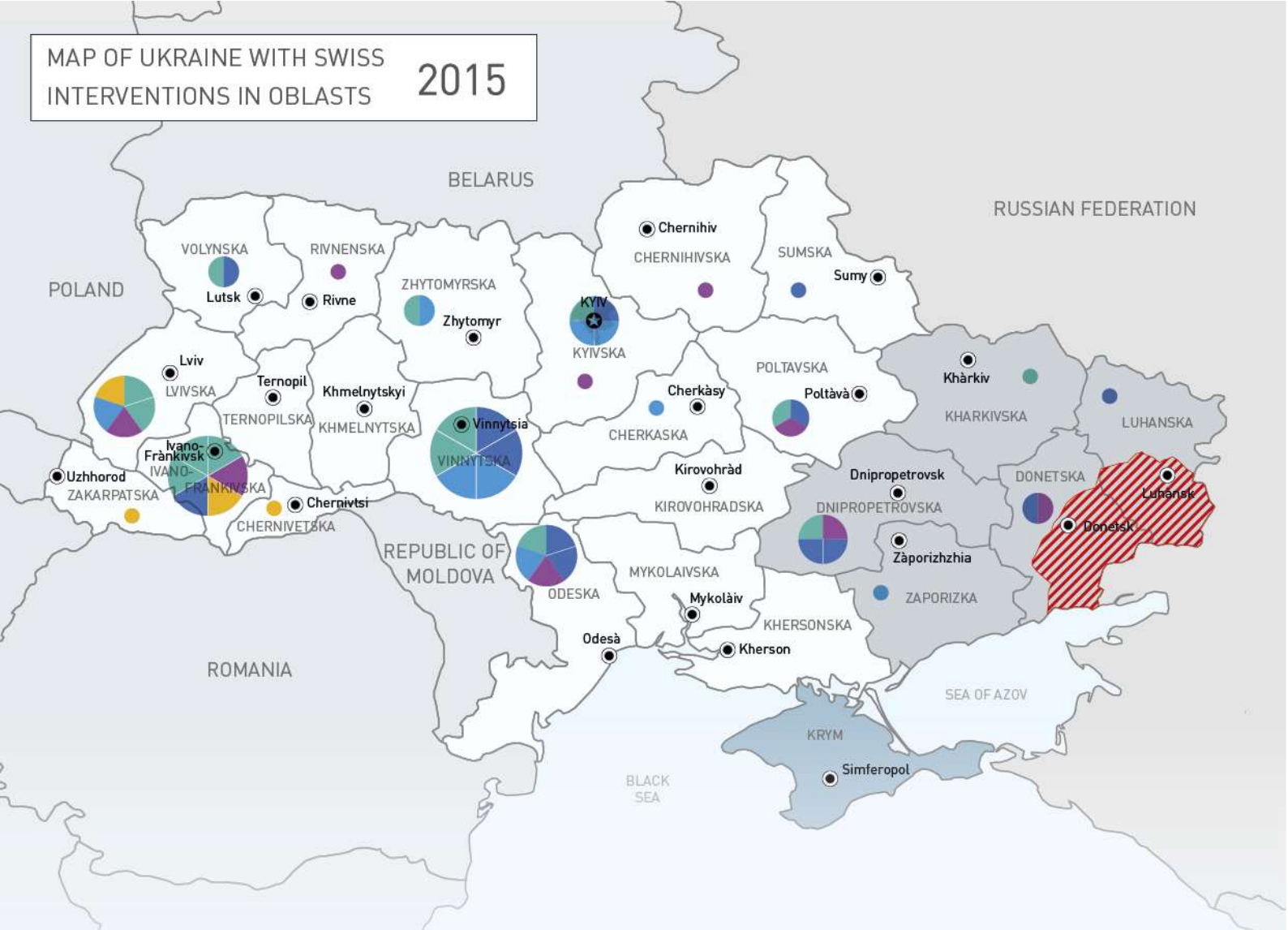
MAP OF UKRAINE WITH SWISS INTERVENTIONS IN OBLASTS

2017



MAP OF UKRAINE WITH SWISS INTERVENTIONS IN OBLASTS

2015



DOMAIN 1 - SDC EC GOVERNANCE AND PEACEBUILDING (G&P)
13 INTERVENTIONS

DOMAIN 1 - HSD GOVERNANCE AND PEACEBUILDING (G&P)
0 INTERVENTIONS

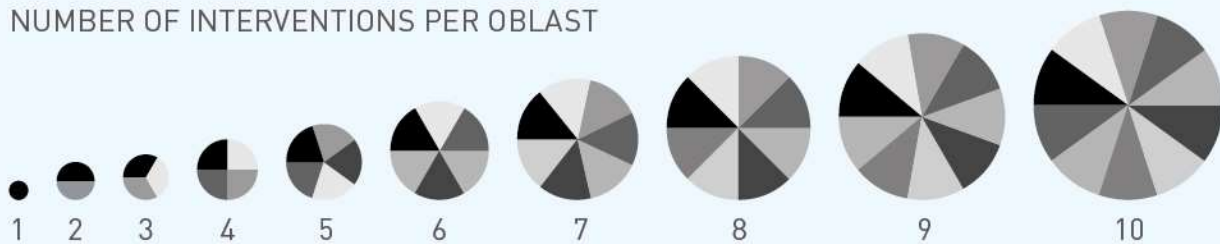
DOMAIN 2 - HEALTH
14 INTERVENTIONS

DOMAIN 3 - SUSTAINABLE ENERGY MANAGEMENT AND URBAN DEVELOPMENT (SEMUD)
4 INTERVENTIONS

DOMAIN 4 - SUSTAINABLE ECONOMIC DEVELOPMENT (SED)
9 INTERVENTIONS

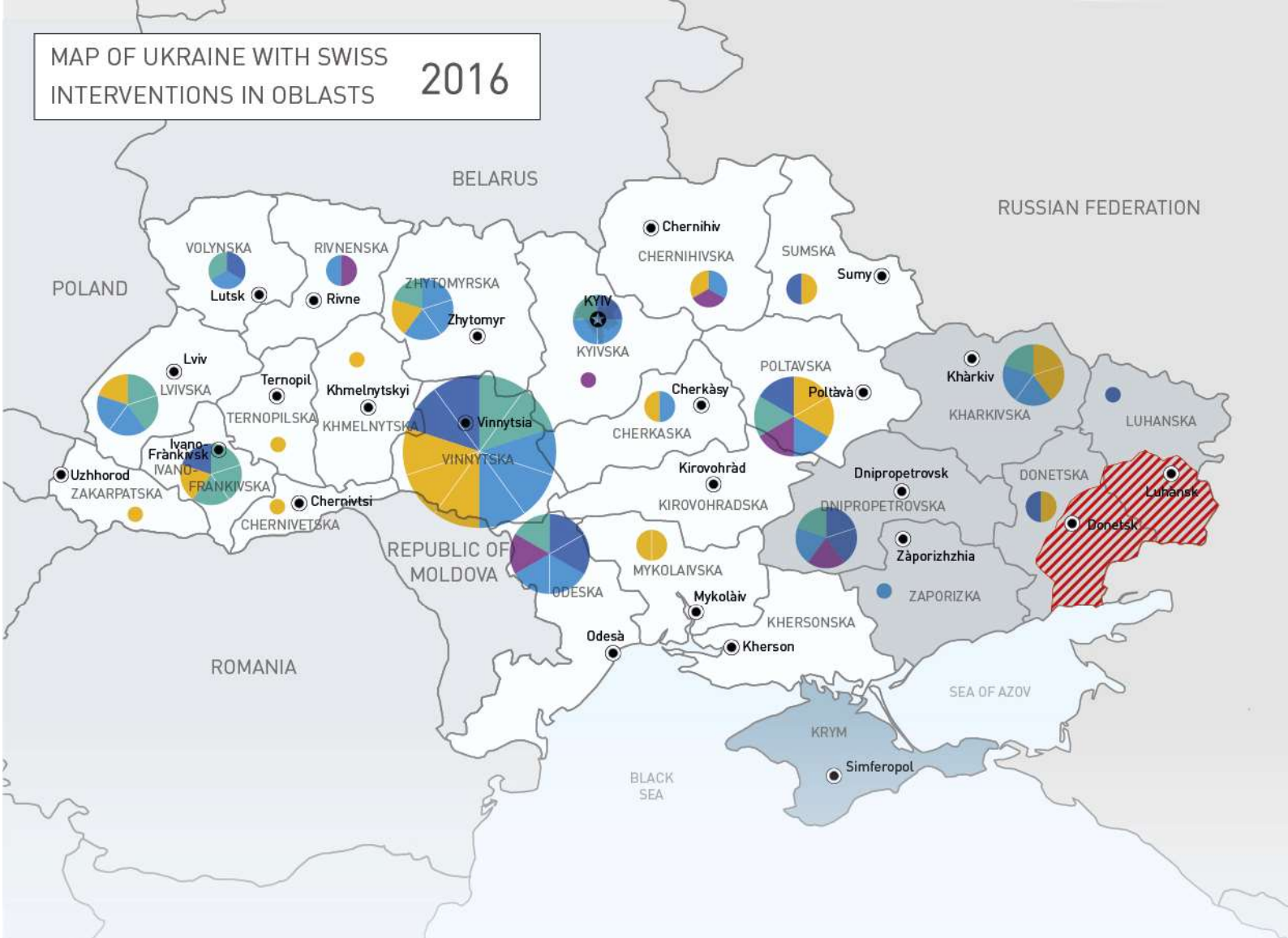
NON-CORE AND MANAGEMENT
9 INTERVENTIONS

NUMBER OF INTERVENTIONS PER OBLAST



MAP OF UKRAINE WITH SWISS INTERVENTIONS IN OBLASTS

2016



DOMAIN 1 - SDC EC GOVERNANCE AND PEACEBUILDING (G&P)
13 INTERVENTIONS

DOMAIN 1 - HSD GOVERNANCE AND PEACEBUILDING (G&P)
0 INTERVENTIONS

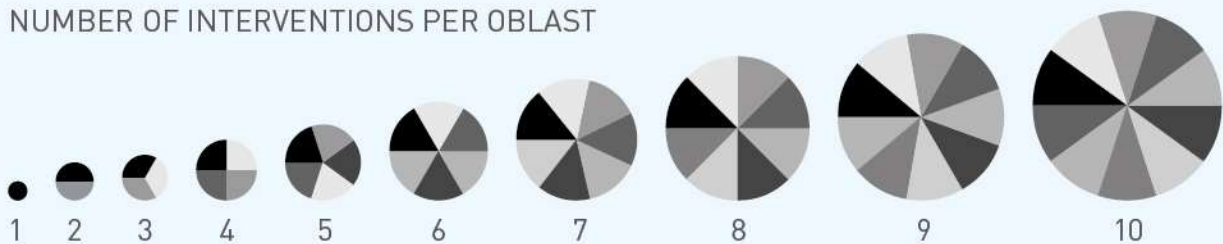
DOMAIN 2 - HEALTH
14 INTERVENTIONS

DOMAIN 3 - SUSTAINABLE ENERGY MANAGEMENT AND URBAN DEVELOPMENT (SEMUD)
20 INTERVENTIONS

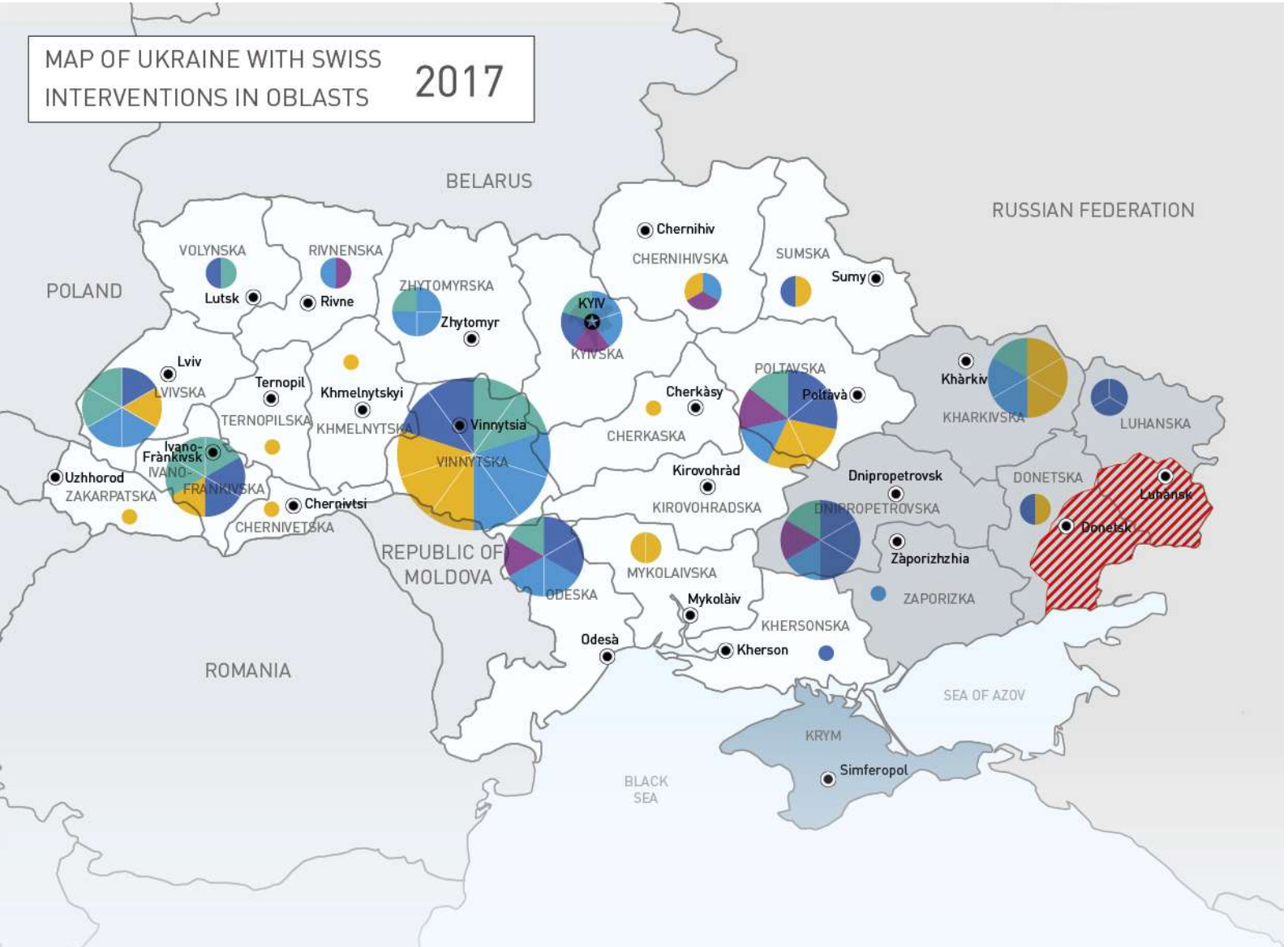
DOMAIN 4 - SUSTAINABLE ECONOMIC DEVELOPMENT (SED)
21 INTERVENTIONS

NON-CORE AND MANAGEMENT
6 INTERVENTIONS

NUMBER OF INTERVENTIONS PER OBLAST



MAP OF UKRAINE WITH SWISS INTERVENTIONS IN OBLASTS 2017



DOMAIN 1 - SDC EC GOVERNANCE AND PEACEBUILDING (G&P)
20 INTERVENTIONS

DOMAIN 1 - HSD GOVERNANCE AND PEACEBUILDING (G&P)
0 INTERVENTIONS

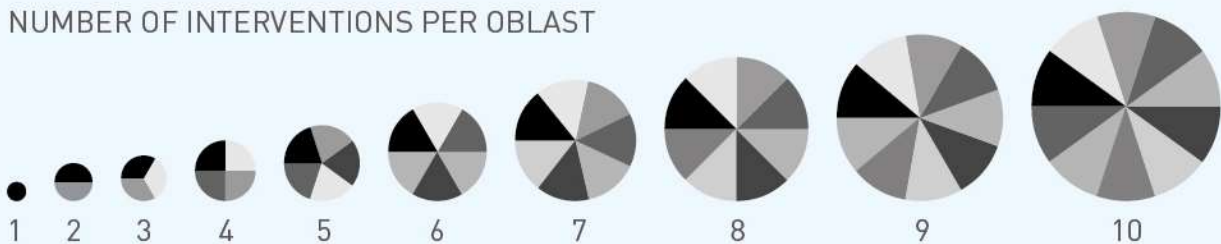
DOMAIN 2 - HEALTH
14 INTERVENTIONS

DOMAIN 3 - SUSTAINABLE ENERGY MANAGEMENT AND URBAN DEVELOPMENT (SEMUD)
20 INTERVENTIONS

DOMAIN 4 - SUSTAINABLE ECONOMIC DEVELOPMENT (SED)
19 INTERVENTIONS

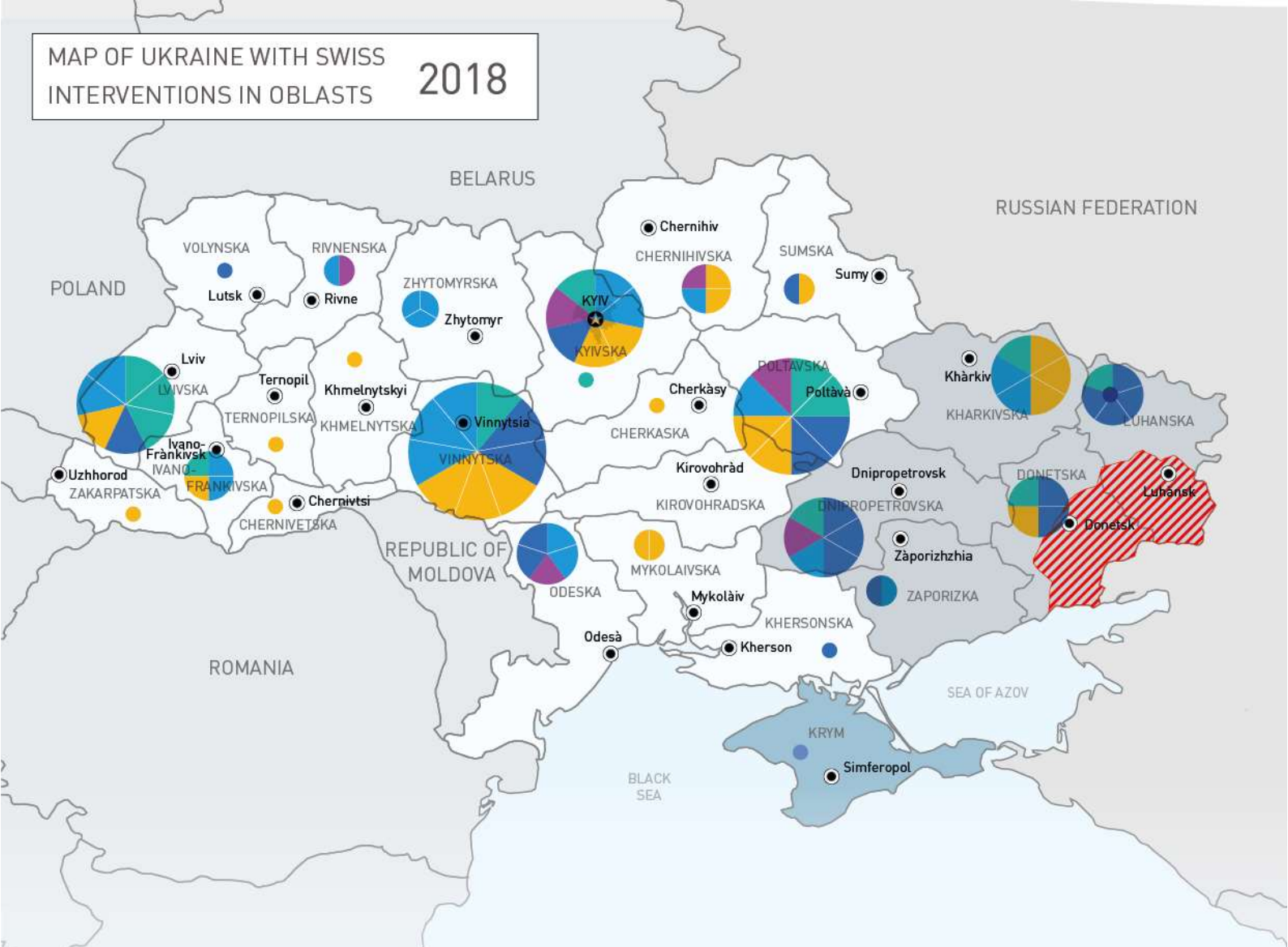
NON-CORE AND MANAGEMENT
6 INTERVENTIONS

NUMBER OF INTERVENTIONS PER OBLAST



MAP OF UKRAINE WITH SWISS INTERVENTIONS IN OBLASTS

2018



DOMAIN 1 - SDC EC GOVERNANCE AND PEACEBUILDING (G&P)
23 INTERVENTIONS

DOMAIN 1 - HSD GOVERNANCE AND PEACEBUILDING (G&P)
1 INTERVENTIONS

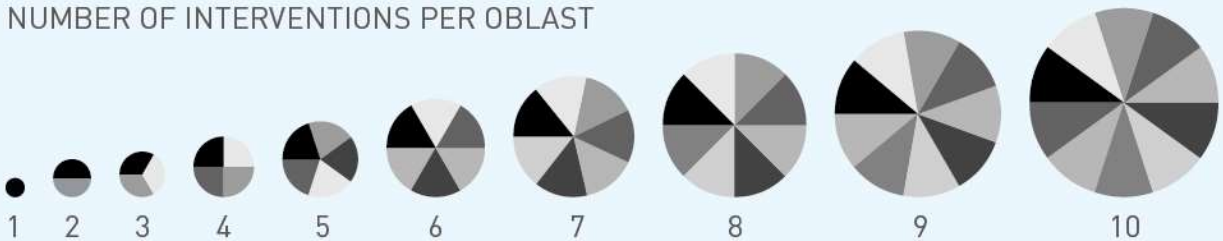
DOMAIN 2 - HEALTH
13 INTERVENTIONS

DOMAIN 3 - SUSTAINABLE ENERGY MANAGEMENT AND URBAN DEVELOPMENT (SEMUD)
23 INTERVENTIONS

DOMAIN 4 - SUSTAINABLE ECONOMIC DEVELOPMENT (SED)
19 INTERVENTIONS

NON-CORE AND MANAGEMENT
6 INTERVENTIONS

NUMBER OF INTERVENTIONS PER OBLAST



Annex 10 Portfolio and project analysis

Data obtained in February 2019 and generated by Swiss embassy Kyiv and related federal offices.

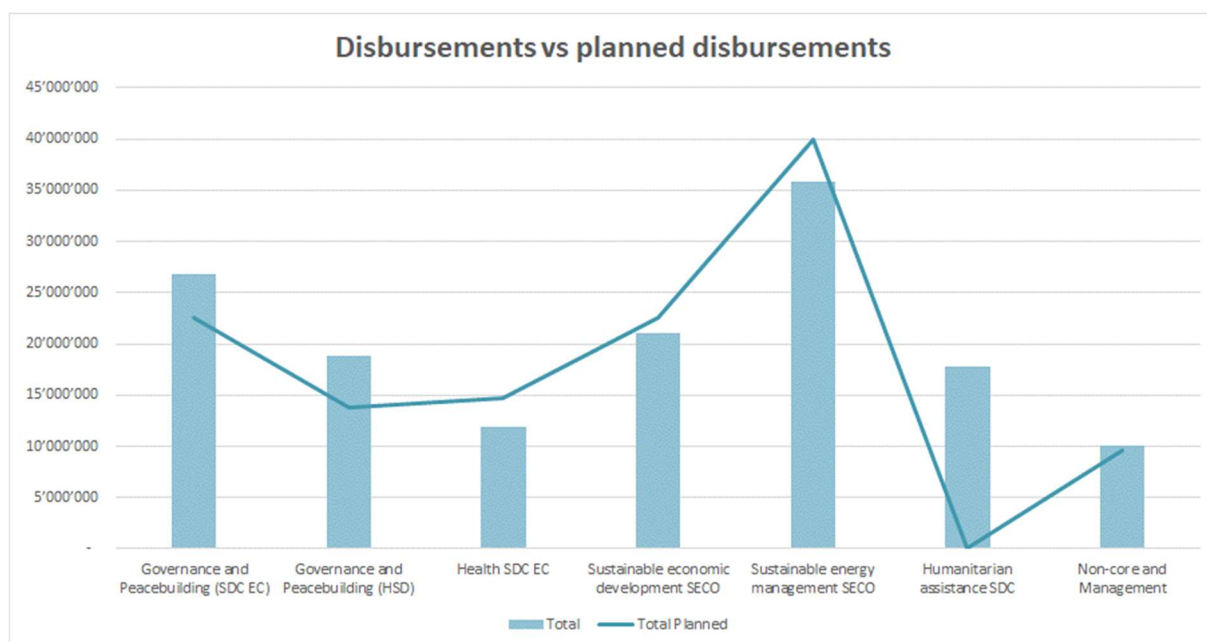
DISBURSEMENT 2015-2019: CHF 142'219'502



PLANNED DISBURSEMENT 2015-2019: CHF 123'100'000



Graph 1: Graph on the difference of the planned disbursements according to the Cooperation Strategy 2015-19 (CHF 123 Mio) and the estimated disbursements by federal offices (according to domain topics) with additional funds approved (CHF 142 Mio).



Graph 2: Graph on the difference of the planned disbursements according to the Cooperation Strategy 2015-19 (CHF 123 Mio) and the estimated disbursements by federal offices (according to domain topics) with additional funds approved (CHF 142 Mio). In this graph it's demonstrated clearly, that funds in the area of humanitarian assistance haven't been planned for the CS 15-19 ("To be defined based on humanitarian and other needs"), but more than CHF 18 Mio has been made available. In domain 1 (Governance and peacebuilding) SDC EC and HSD are spending additional funds, while in domain 3 and 4, SECO is almost spending as planned. Only the spending in domain 2 is below the expected amount.

Estimated disbursements Ukraine 2015-2019 per domain and federal office						
In CHF	2015	2016	2017	2018	2019 (plan)	Total
Governance and Peacebuilding (SDC EC)	5'181'591	5'423'334	4'886'552	5'795'248	5'570'807	26'857'532
Governance and Peacebuilding (HSD)	7'092'603	3'886'545	3'561'041	3'027'282	1'226'280	18'793'751
Health SDC EC	2'447'232	2'203'783	2'599'897	2'269'965	2'334'125	11'855'002
Sustainable economic development SECO	4'844'286	4'570'211	3'695'347	3'815'609	4'103'988	21'029'441
Sustainable energy management SECO	5'077'398	9'813'709	7'265'135	8'479'704	5'154'669	35'790'615
Non-core SDC	295'702	184'624	271'365	295'383	888'930	1'936'004
Non-core SECO	600'000	525'000	-	-	-	1'125'000
Humanitarian assistance SDC	3'586'514	3'279'700	3'273'963	3'269'205	4'410'000	17'819'382
Management costs SDC EC	725'882	849'071	930'039	1'067'180	1'205'913	4'778'085
Management costs SECO	431'363	427'124	426'736	445'759	503'708	2'234'690
TOTAL	30'282'571	31'163'101	26'910'075	28'465'335	25'398'420	142'219'502

Graph 3: Estimated disbursements Ukraine 2015-2019 per domain and federal office

Estimated disbursements Ukraine 2015-2019 by domain						
In CHF	2015	2016	2017	2018	2019 (plan)	Total
Governance and Peacebuilding	12'274'194	9'309'879	8'447'593	8'822'530	6'797'087	45'651'283
Health	2'447'232	2'203'783	2'599'897	2'269'965	2'334'125	11'855'002
Sustainable economic development	4'844'286	4'570'211	3'695'347	3'815'609	4'103'988	21'029'441
Sustainable energy management	5'077'398	9'813'709	7'265'135	8'479'704	5'154'669	35'790'615
Non-core and Management	2'052'947	1'985'819	1'628'140	1'808'322	2'598'551	10'073'779
Humanitarian assistance	3'586'514	3'279'700	3'273'963	3'269'205	4'410'000	17'819'382
TOTAL	30'282'571	31'163'101	26'910'075	28'465'335	25'398'420	142'219'502

Graph 4: Estimated disbursements Ukraine 2015-2019 by domain

Planned disbursements Ukraine 2015-2019 according to the Cooperation Strategy 2015-19 per domain and federal office						
In CHF	2015	2016	2017	2018	2019	Total
Governance and Peacebuilding (SDC EC)	3'300'000	4'400'000	5'000'000	5'300'000	4'500'000	22'500'000
Governance and Peacebuilding (HSD)	2'000'000	5'000'000	2'000'000	2'000'000	2'750'000	13'750'000
Health SDC EC	2'100'000	2'900'000	3'300'000	3'500'000	2'950'000	14'750'000
Sustainable economic development SECO	4'500'000	4'500'000	4'500'000	4'500'000	4'500'000	22'500'000
Sustainable energy management SECO	8'000'000	8'000'000	8'000'000	8'000'000	8'000'000	40'000'000
Humanitarian assistance SDC	-	-	-	-	-	-
Management costs and non core	2'800'000	1'700'000	1'700'000	1'700'000	1'700'000	9'600'000
TOTAL	22'700'000	26'500'000	24'500'000	25'000'000	24'400'000	123'100'000

Graph 5: Planned disbursements Ukraine 2015-2019 according to the Cooperation Strategy 2015-19 per domain and federal office

Planned disbursements Ukraine 2015-2019 according to the Cooperation Strategy 2015-19 per domain						
In CHF	2015	2016	2017	2018	2019	Total
Governance and Peacebuilding	5'300'000	9'400'000	7'000'000	7'300'000	7'250'000	36'250'000
Health	2'100'000	2'900'000	3'300'000	3'500'000	2'950'000	14'750'000
Sustainable economic development	4'500'000	4'500'000	4'500'000	4'500'000	4'500'000	22'500'000
Sustainable energy management	8'000'000	8'000'000	8'000'000	8'000'000	8'000'000	40'000'000
Humanitarian assistance	-	-	-	-	-	-
Management costs and non core	2'800'000	1'700'000	1'700'000	1'700'000	1'700'000	9'600'000
TOTAL	22'700'000	26'500'000	24'500'000	25'000'000	24'400'000	123'100'000

Graph 6: Planned disbursements Ukraine 2015-2019 according to the Cooperation Strategy 2015-19 per domain

projects in Ukraine 2015-2019

	2015	2016	2017	2018	2019 (plan)
Governance and Peacebuilding (SDC EC)	6	6	7	7	7
					13
Governance and Peacebuilding (HSD)	26	20	17	15	
Health SDC EC	4	2	3	4	7
Sustainable economic development SECO	7	8	7	7	7
Sustainable energy management SECO	5	6	7	7	5
Non-core SDC	3	2	2	2	3
Non-core SECO	1	1	0	0	0
Humanitarian assistance SDC	6	8	13	4	5
TOTAL	58	53	56	46	47

Graph 7: Number of projects by Swiss Federal offices in Ukraine