# LIGHTHOUSE PROJECTS AS A SOURCE OF INNOVATION

AN OPERATIONAL CONCEPT FOR THE FUTURE ENGAGEMENT WITH THE PRIVATE SECTOR IN INTERNATIONAL COOPERATION

A RESEARCH PAPER WRITTEN BY

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# ABSTRACT

The Swiss Federal Council's strategy for development gives priority to strengthening the engagement with the private sector (EPS) and expanding the number of partnerships. To facilitate this process, two so-called "lighthouse projects" – Medicines for Malaria Venture (MMV) and Renewable Energy and Energy - & Resource Efficiency Promotion in International Cooperation (REPIC) – were identified by the Center for the Engagement with the Private Sector (CEP) to be evaluated as best practice cases. This paper analyzes these projects according to seven structural dimensions that are most commonly used to evaluate similar endeavors: (1) the governance structure, (2) how the cooperation are derived, (5) how finance and risk are incorporated, (6) how monitoring and evaluation are handled, and (7) how knowledge management is practiced. In a next step, best practices of MMV and REPIC are elaborated within each dimension that can be used to inspire new alliances with the private sector. The key findings are then synthesized into a set of operational guidelines. The key findings further point to the advantages of EPS projects in the form of a centrally managed or single thematic platforms.

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# TABLE OF ABBREVIATIONS

APMAC	Access & Product Management Advisory Committee
CEP	Competence Center for the Engagement with the Private Sector
DFID	Department for International Development (UK)
DCED	Donor Committee for Enterprise Development
ebd.	ebenda
e.g.	exempli gratia
EPS	Engagement with the Private Sector
ESAC	Expert Scientific Advisory Committee
FDFA	Federal Department of Foreign Affairs
FOEN	Federal Office for the Environment
GIZ	German Cooperation for International Cooperation
GSB	Global Safety Board
MMV	Medicines for Malaria Venture
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for Development Cooperation
PDP	Product Development Partnership
PPDP	Public Private Development Partnerships
REPIC	Renewable Energy, Energy - & Resource Promotion in International Cooperation
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goals
SECO	State Secretariat for Economic Affairs
SFOE	Swiss Federal Office of Energy
SIDA	Swedish International Development Cooperation Agency
WEF	World Economic Forum
WHO	World Health Organization

# **1. INTRODUCTION**

Within foreign aid, the engagement with the private sector (EPS) to achieve development has become more prominent. Likewise, the Swiss Agency for Development and Cooperation (SDC) desires to deepen its co-operation with the private sector and thereby to increase its impact on development (SDC, 2015a). More specifically, SDC's aim is to double the number of alliances with the private sector up to 60 within the period of 2017 – 2020 (Federal Department of Foreign Affairs (FDFA), 2017, p. 11). Within the existing public-private project portfolio, some projects are considered as so-called "lighthouse projects". A lighthouse project is of outstanding and well-functioning character that may serve as a signpost for the installation of new public-private alliances. The SDC, and more particularly the Competence Center for the Engagement with the Private Sector (CEP), considers the following ventures as projects with model character:

- Renewable Energy, Energy & Resource Promotion in International Cooperation (REPIC)
- Medicines for Malaria Venture (MMV)

In order to support the SDC to reach its goal, this paper addresses the following questions: What are the characteristics of these lighthouse projects, and how can the findings be used to improve international development cooperation? Or put it differently: In what ways can REPIC and MMV be a source of innovation for future public-private projects? Since both REPIC and MMV are very successful platforms, there must be some key strengths or best practice approaches which made them achieve a certain development goal. For being able to answer these questions it is crucial to understand their way of working.

To further enrich our findings and to bring in an international perspective, we selectively elaborate on best practices or new trends from additional sources. These sources include best practice from the development and cooperation agencies from further countries.

The approach of this paper is divided into two parts. First, an extensive document analysis helps to understand how REPIC and MMV are organized and how they function. Since internal information of the platforms might not get sufficiently covered by this approach, three interviews were conducted between the 20th of March and the 7th of April additionally. One of the interview partners was Susanna Hausmann-Muela from the SDC (global program health) and member of the Access & Product Management Advisory Committee (APMAC) from MMV at the same time. A second interview was made with. Reto Thönen from SDC (global program climate change) and one of the four members of the REPIC steering group. A third interview was conducted with Melina Heinrich-Fernandes, Senior Specialist at the Donor Committee for Enterprise Development (DCED).

This work is structured as follows: Chapter 2 provides a general orientation. Whit the help of a summary of the most important facts and figures, one will understand what precisely EPS is and what the two lighthouse projects REPIC and MMV are. Moreover, the explanation of the methodological framework gives an understanding how the analytical part was conducted. Chapter 3, the main part of this paper, entails the

analysis of the two lighthouse projects with a selective cross-comparison from other best practices. In chapter 4, a first syntheses is drawn and recommendations in the form of operational guidelines are presented together with an explanation of how to make use of them in practice. Chapter 5 raises awareness for the limitations that have to be taken into consideration. In the end, in chapter 6, recommendations are brought a step further to try give an idea in what way further projects could be organized.

# 2. ORIENTATION

The following chapter introduces the term `engagement with the private sector`, contends a description of the two lighthouse projects, REPIC and MMV, and explains the methodological framework that is used for the analytical part.

# 2.1 ENGAGEMENT WITH THE PRIVATE SECTOR (EPS)

# 2.1.1 Reasons for engagement

In the area of development cooperation, the international community is increasingly looking to the private sector as a partner (State Secretariat for Economic Affairs (SECO), 2016, p. 3). The reasons for the growing relevance and creation of cooperation and partnerships between the public and the private sector are manifold. The Sustainable Development Goals (SDGs) – manifested in SDG 17 – assume that `[a]chieving the ambitious targets of the 2030 Agenda requires a revitalized and enhanced global partnership that brings together Governments, civil society, the private sector, […] and other actors` (United Nations Economic and Social Council, 2016, p. 22). Behind this declaration stands the view that the current global problems can be better addressed through partnerships across all sectors (SECO, 2016, p. 3) Other reasons include impact, financial and political considerations. A higher level of development impact can be achieved if interests, competencies and resources of the diverse partners involved are merged. Financial contributions from the private sector help to compensate declining public money to reach the SDGs. And for some governmental donor agencies, political obligations enhance their engagement with the private sector, as it is the case for SDC (Bolz, Meyer & Streiff, 2016, p. 7). Therefore, most governmental donor agencies now use direct engagement with the private sector as an essential approach to promote development (Donor Committee for Enterprise Development (DCED), 2017a, p. 1).

### 2.1.2 A definition of EPS

Alliances with the private sector can take various modalities, including multi-stakeholder dialogues and networks, public-private development partnerships, product development partnerships, learning platforms, challenge funds and other innovative finance partnerships (Organisation for Economic Co-operation and Development (OECD), 2016b, p. 44; Bolz, Meyer & Streiff, 2016, p. 43–46; for SDCs partnership portfolio see Heinrich, 2013b). Potential partners are start-ups, small and medium sized enterprises, multi-national firms, foundations and financial institutions (SDC, 2015b, p. 4). The private sector can, for example, take the role of a finance partner, an implementing agent, an advisor or an intermediary (Byiers, Krätke & Rosengren, 2014, p. 3, for OECDs classification see OECD, 2016b, p. 44). Due to these reasons, no universal definition – and consensus – concerning the term EPS exists (Bolz, Meyer & Streiff, 2016, p. 7). What public-private partnerships have in common is that mutual obligations are established. The private sector is an equal

partner to achieve development objectives and thus to create a positive impact at the social, environmental and economic level (SDC, 2015b, p. 3). The alliances function due to a set of shared values (e.g. stable environment and sustainability), while each partner also defends its specific interests. Access to new knowledge, the generation of innovation and the mobilization of additional resources are the key drivers for the engagement with the private sector (FDFA, 2016).

# 2.2 DESCRIPTION OF THE LIGHTHOUSE PROJECT: REPIC

REPIC is a partnership instrument that functions as a market-oriented service center in order to promote renewable energy and energy efficiency in international cooperation. Founded in 2004, it is set up as an interdepartmental platform to realize the overall goal of a knowledge and technology transfer for the distribution of renewable energy and energy efficiency in developing and transition countries (see Figure 1) (REPIC Platform Secretariat, 2017).

The platform is operated by four federal offices: the SDC, the State Secretariat for Economic Affairs (SECO) the Federal Office for the Environment (FOEN) and the Swiss Federal Office of Energy (SFOE). The main purpose of REPIC is to strengthen and coordinate Swiss federal activities on a coherent implementation of Switzerland's policy and strategy in promoting renewable energies and energy efficiency. A further purpose of the REPIC platform is to strengthen the multiplication of concrete and sustainable projects in the phase before market entry. Lastly, the platform aims at contributing to a successful communication, coordination and networking between the involved national and international partners (see Figure 1) (SDC, 2013).



Figure 1: Intervention logic of REPIC (source: SDC, 2013; graphic elaborated by the authors)

A steering committee and an external secretariat are the main bodies carrying out the activities to reach the above-mentioned goals. One of the main activities is to promote projects through a financial support up to the amount of 50% or to a maximum of 150`000 CHF of the project`s costs (REPIC Platform Secretariat, 2017). REPIC has a rolling open call for proposals. Innovative actors like start-ups, small and medium sized enterprises, associations, non-governmental organizations (NGOs) and technical universities can apply for project support in various categories such as biomass, geothermal, solar energy, small hydro or technologies or measures to improve energy efficiency. The target groups of REPIC are partners that have a big development and replication potential, but that do not have the critical size for other supporting measures (personal communication, 30 2017). A main criterion that these project proposals need to fulfil is that they follow a realistic, sustainable, market oriented and local needs oriented approach. Every two months, the steering group decides on project support according to a two-step procedure. In addition, the secretariat provides consultations to the project applicants. Furthermore, the external secretary promotes new strate-gic partnerships among different actors in Switzerland in the area of international collaboration as well as renewable energy and energy efficiency through the organization of events and the supply of information tools.

Based on these activities and of a total budget of 6.9 Mio CHF until the end of 2017, REPIC has reached various results in its over ten years of experience (SDC, 2013). Since the start of the platform, the number of accepted of projects has increased constantly. At the end of 2015, 108 projects in different countries in Africa, Asia, Central and South America as well as in Eastern Europe have been accepted (Gnos, Nowak, & Mastronardi, 2016). This has led to meaningful impacts. For example, a clear drinking water supply of 300'000 people in Senegal has been realized, and 40'000 people in rural households in Tanzania and Rwanda have received electricity supply. Furthermore, the yearly networking events as well as the coordination and coaching services have contributed to a better exchange of resources, knowledge, technology and solution approaches. For the involved federal offices, REPIC has successfully positioned itself as a one-stop-shop for external project inquiries and as a fast and efficient mechanism to deal with projects with a high impact potential.

# 2.3 DESCRIPTION OF THE LIGHTHOUSE PROJECT: MMV

The Medicines for Malaria Venture (MMV) is a Swiss NGO, based in Geneva, and considered as one of the leading organizations in the research and development of antimalarial drugs. MMV was founded in 1999 as a non-profit organization, supported by the SDC, the UK Department for International Development (DFID), the Dutch Government, the World Bank and the Rockefeller foundation. It has since raised over \$890 millions from various public and private organizations. Over \$700 millions are already spent to reach MMV's overall goal: to reduce the burden of morbidity and mortality of malaria globally, with a focus on the burden to the poor and vulnerable population. (SDC, 2011)

With a network of more than 400 partners, MMV finds its purpose in leveraging synergies of public and private facilities and pooling knowledge and expertise from pharmaceutical research. MMV thus succeeds fostering research and development to build the largest virtual pipeline for antimalarials to date. (SDC, 2015c)



Figure 2: Intervention logic of MMV (source: SDC, 2011, graphic elaborated by the authors)

The central activity of MMV is the discovery and development of new molecules, that can be implemented as antimalarial drugs (see Figure 2). Being a virtual research and development company, all technical aspects are carried out by partners. It however supports these with a variety of actions: MMV screens, selects and manages a portfolio of research and development projects and ensures their financial viability, for example with fundraising measures. It gathers market intelligence to support their strategy and advocates and communicates this to the field to support the fight against malaria. At the same time, it finds new partners, forges alliances and builds a network with strong relationships to create a community that can work hand in hand for new drugs. Regular events and conferences around the world help to pursue this goal.

The output is proof of its success: With over 400 partnering organizations, it currently pursues more than 65 promising projects. Already six new antimalarial drugs have passed human trials and are available on the market for the fight against malaria. MVV is thus well on the way to reach its vision of a world in which innovative medicines will cure and protect the vulnerable and under-served populations at risk of malaria, and ultimately help to eradicate this disease (MMV, 2017c).

# 2.4 METHODOLOGICAL FRAMEWORK FOR THE ANALYSIS

The aim of this paper is to explore the best practices of the lighthouse projects introduced in the previous chapter and to provide conceptual orientation for future EPS projects. To achieve this objective, certain common aspects of the design and functioning of the lighthouse projects were analyzed. These common aspects were identified through a deductive approach, particularly through document analysis (in particular project reports) and qualitative interviews with three experts. To enrich the analysis, selective comparisons with best practices by other bilateral development cooperation agencies were also made. As there is a lack of common standards and general best practices in the domain of EPS projects (personal communication,

10 April 2017), the findings of our analysis are thought to encourage reflection how the different elements within the lighthouse projects operate and how they can individually or systematically be applied in other contexts.

The structural questions that led our analysis were the following (see Figure 3):

- 1. What is the governance model of each project and what organizational structure ensures that the project's goals are effectively reached?
- 2. What standards and principles do they apply in order to guarantee successful partnerships and cooperation with private actor?
- 3. What factors determined the initial phase of the project`s set-up?
- 4. What criteria and selection processes ensure quality standards?
- overnance EPS PROJECT
- 5. How is the financial management organized and EPS project (source: elaborated by the authors) how does it deal with risks?



- 6. What monitoring and evaluation processes do they use to ensure effectiveness and efficiency of their operations?
- 7. What measures ensure a knowledge transfer and an exchange between the involved actors so that innovative solutions can be found in their respective domains?

The two case studies exemplify just a part of the wide diversity of projects aiming at engaging the private sector within international cooperation. Each one has different success factors, and what works for one of the projects may not necessarily work for the other one. Their characteristics are highly contextualized; consequently, no general conclusions can be made. Therefore, the output of our analysis is a set of operational guidelines, which can be used as a source of inspiration in different contexts and settings.

# 3. ANALYSIS OF THE LIGHTHOUSE PROJECTS AND DEDUCTION OF BEST PRACTICES

In this chapter, the two lighthouse projects are analyzed on the basis of the methodological framework mentioned in chapter 2.4. Deduced from this analysis, a best practice approach is highlighted in boxes after each sub-chapter.

# 3.1 GOVERNANCE MODEL

When actors come together to reach a common goal, a certain division of roles, responsibilities and relationships between the involved actors and bodies has to be set. The authors of SDC's baseline report on Public-Private Development Partnerships (PPDPs) already mentioned in their evaluation that "clearly defined goals, role allocations and decision-making processes" are success factors for partnerships (Bolz, Meyer, & Streiff, 2016, p. 27). They recommended setting up a "governance framework at partnership level including functional steering committee with appropriate competencies" for future projects (ebd. p. 39). The reasons for this statement and additional implications of successful governance models will be elaborated in the next sections. The following sub-chapter seeks to analyze how the various bodies of REPIC and MMV ensure the operative functioning of each lighthouse project and what best practices can be drawn from each governance model. This is the basis to understand how objectives are translated into concrete and effective operational activities, how effective and timely decision-making can be made and how the various bodies can effectively work together.

# 3.1.1 REPIC: lean structures

The interdepartmental platform REPIC is characterized by very lean structures (see Figure 4). Innovative private actors that aim at implementing future private sector projects in developing and transition countries can apply for project support at the external secretary. The external secretariat has an own legal identity (NET Nowak Energie & Technologie AG) and is situated in St. Ursen, in the canton of Fribourg (REPIC Platform Secretariat, 2017b). The external secretariat is responsible for the day-to-day business of the platform: it manages the portfolio of the various projects, implements the platform's activities, and supports the partners through co-funding and coaching, particularly regarding replication and impact. Furthermore, it coordinates the steering committee, provides it with regular reporting and submits working plans. The core of REPIC's governance model is the steering committee represents one of the federal offices (SDC, SECO, SFOE and FOEN). Together, they are responsible for the operative direction and the strategic decision-making of the platform. They agree by consensus in a two-step process on project applications and on the

platform's activities. If a project aims at being implemented in a country where a SDC or SECO representation is situated, the opinion of the respective representation is incorporated (non-objections) (SDC, 2013, p. 6). The overall strategic leadership is provided by the directorates of the federal office SECO, SDC, FOEN and SFOE. They ensure the alignment of REPIC with Switzerland's policies for the promotion of sustainable development.



*Figure 4: The governance structure of REPIC (source: REPIC Platform Secretariat, 2017; graphic elaborated by the authors)* 

The core strengths of REPIC's governance model are the following:

### • No duplication in strategies and competencies:

The clear horizontal division of roles and responsibilities among the bodies and the successful cooperation between the four federal offices contribute to efficient and smart working relations among all involved people, helps to avoid duplication in strategies and competencies, and ensures a combination of unique know-how and expertise (Baumann, Rieder, & Schwenkel, 2010). The coordination provided through the steering committee, the interdisciplinary nature of the platform and the strong administrative support by the external secretariat enable the Swiss administration to act as a unit towards all external actors in the domain of renewable energy and energy efficiency (personal communication, 30 March 2017). Consequently, REPIC's partners and all other stakeholders perceive the platform as a competent and profession-ally managed project as well as a central focal point (a "one-stop-shop") for all inquiries (Baumann, Rieder, & Schwenkel, 2010). The contact with the SDC and SECO representations abroad allows an exchange with the local offices in developing and transition countries and contributes to a minimization of duplications with other projects and programs.

#### Efficient decision-making

The clear selection criteria and processes ensure that the platform's objectives are reached and that effective decision-making can be done (Baumann, Rieder, & Schwenkel, 2010). The standardized two-step procedure ensures a lean and timely process so that applicants receive within five to six months a decision on their project proposal. The external secretariat is responsible of daily problems that may occur with the partners. The steering committee is only included if major problems arise. The clear division of problemsolving competence allows that each body can focus on their clear domain of responsibility.

#### Freedom to experiment and to react to the needs of the market

The secretariat, which deals with the administrative workload, demonstrates fast responsiveness to the diversity of project proposals (personal communication, 3 March 2017, 2017). This enables the secretariat to constantly consider new directions and any potential for improvement (Gnos, et al. 2016). The small size of the platform and of the financial contributions enables the platform to have a certain freedom to experiment. This strength is enhanced through the fact that the platform follows a bottom-up approach, a rolling call for applications and therefore has a wide project portfolio. This leads to the result that the platform is driven by and can flexibly react to the demands of the market and the needs of the private actors. This success factors can be seen in the constant adaptation of REPIC's focus areas. For example, after three years of existence, the platform included the area of energy efficiency (REPIC Platform Secretariat, 2017). Since the beginning of the fourth phase, projects within the domain of water and waste management are also being accepted. Furthermore, depending on the needs of the partners, each phase emphasized different areas of activity. For example, the third phase gave more weight to implementation relevance, whereas the current fourth face is focusing on the collection of impact-oriented data and networking measures.

**Best Practice:** Each project needs a solid concept and fundamental principles that guide the activities and actors involved. At the same time, the design needs to be able to adapt to the needs and challenges of the market and of its partners. Taking this into consideration, future project designs should aim at achieving a balance between a clear governance set-up and operational flexibility all levels.

### 3.1.2 MMV: private sector management structure

MMV has set up very similar private sector management structures like a pharmaceutical company (see Figure 5). This should guarantee that it has the capacity to properly function as a "virtual" pharmaceutical research and development company that outsources its technical activities through product development partnerships. Within the management level, MMV is led by a CEO and is divided in several departments such as the Research & Development, Legal, Human Resources, Access & Product Management and External Relations department (MMV, 2016a). These divisions are responsible for the management of the portfolio, all according activities and the management of resources.

Certain departments are supported by a strong academic governance, which oversees the policies and processes, and set and monitor academic and ethical standards. The expert scientific advisory committee (ESAC) monitors the progress of the portfolio based on MMV's main objectives (MMV, 2017). Their decisions are directly communicated to the CEO for approval. The members are chosen based on their technical skills and should incorporate the needs of developing and non-developing countries. The APMAC is composed of physicians and experts and advises the department Access & Product Management in achieving their goals. The Global Safety Board (GSP) is a team of physicians and individuals with strong industry experience. They advise MMV's Chief Medical Officer by conducting thorough scientific and ethical reviews. The highest decision-making and oversight body is a board of directors. A maximum of 18 members are chosen based on their scientific, medical, public health, as well as management and finance expertise. They meet twice a year in order to ensure that the management efficiently executes the MMV's objectives. No donors – except one representative from the main donor, the Bill and Melinda Gates Foundation – are represented in the board (personal communication, 4 April 2017).



Figure 5: The governance structure of MMV (source: MMV, 2017a; graphics elaborated by the authors)

Overall, MMV's structures strongly resemble the structures of pharmaceutical industries like Novartis and Roche. Roche and Novartis also support their management through a clear division of specialized departments, board of directors, various committees and external auditors.

The above-mentioned structures have proven to ensure smart efficient working relations between the different bodies. Furthermore, the analysis of MMV model revealed that it has the following strengths:

#### Politically independent organization

The fact that MMV is an NGO located in Geneva and that no donors are represented in the highest decision-making body enables that all strategic decisions are not influenced by political interests (personal communication, 4 April 2017). This positions MMV as a reliable, visible and transparent partner that can meet strategic partners such as pharmaceutical and biotechnology companies, governments, international organizations and research institutions as an independent entity and on equal footing.

#### High understanding of corporate and market needs

The industry-like approach to strategic planning, the high in-house expertise in research, development and of the pharmaceutical industry and the outstanding scientific oversight and advisory through supporting committees ensure that MMV has a very high level of understanding for corporate and market needs. The policies that determine how members are chosen ensure a very strong balance of academic and industry expertise and of the interests of disease-endemic countries (personal communication, 4 April 2017). The fact that MMV has a flexible head count that can be strengthened by using a pool of experts depending on the needs of MMV ensures efficient and lean structures and perpetuates the outstanding expertise within the organization (ebd.).

#### Strong access to industry partner's expertise and flexibility

MMV follows a portfolio approach and manages over 65 projects, including drugs, medicines and access projects with over 400 partners that vary in terms of size, duration and financial contribution. This approach provides strong mechanisms to gain access to industry partner's expertise and to leverage their capabilities, but also to flexibly adapt and respond to their needs. This can be seen in the fact that it has a 15 year long term vision which provides the general roadmap of MMV, but also five year strategies that are adapted to current needs and challenges (personal communication, 4 April 2017). This gives stakeholders the necessary long-term security and at the same time flexibility to give room for manoeuvre and to adapt to changing realities.

**Best Practice:** There is no practical use in overloading the management body with functions that can be delegated to subordinate bodies, such as technical and advisory committees. Subsidiarity and high in-house expertise are crucial success factors. Consequently, a coherent, and if possible corporate, governance models should be set up that guarantee that the involved people can meet strategic partners as like-minded peers.

## **3.2 RELATIONSHIP MANAGEMENT AND NETWORKING**

In their analysis of Product Development Partnerships (PDPs), such as MMV and REPIC, Bucher, Channa & Listman (2016, p. 24) came to the conclusion that PDPs strength is that they can fall back up on an extensive network of partners. This allows them to build a bridge between the relevant actors. In the case of MMV

and REPIC, amongst the most two important actor groups are the public and the private sector. As listed on the webpage of MMV (2017b) the public sector can not be reduced to interaction with the government only. The public sector also includes research and academia as well as international organizations. The private sector contains companies, social enterprises, foundations and impact investors (FDFA, 2017, p. 9).

Building a bridge between these two sectors matters because the two sectors function differently but both have skills on which they are mutually dependent. Uniting these skills is crucial to advance SDG goals. To take the example of MMV, skills that a private actor needs are specialized knowledge in technical, scientific and clinical matters regarding neglected diseases, access to facilities that the private sector no longer possesses (e.g parasite houses) and knowledge regarding endemic countries. However, what they need most importantly is a guaranteed public demand of the final pharmaceutical products (Diaz, Garrison & Guzman et al. 2005, p. 13f.; Grace, 2006, p. 15). In contrast, the public sector depends on the execution of their plans.

Neither does it have skills in efficiently producing drugs nor does it possess a good distribution network. Therefore, the two sectors rely on an intermediary control center, which is able to coordinate the actors in the area of aid (SDC, 2015b, p. 3f.). It is a situation similar to the one depicted in Figure 6 where MMV is the heart of several stakeholders. But for that, organizations like REPIC and MMV do not only need to be good bridge builders, they also need to understand meticulously how the actors work and behave..



*Figure 6: MMV's partner network (source: MMV, 2017b)* 

Both REPIC and MMV are considered being highly successful in building bridges and understanding the two sectors. How they acquire these skills is shown in the next two sub-chapters. This helps to highlight their best practice which in return can help other projects to improve their performance. Furthermore, since a decisive factor for success is also popularity, there will be a brief explanation of how REPIC and MMV promote their organizations.

# 3.2.1 REPIC: external acquisition of knowledge

REPIC's key ability is their knowledge in the public sector. They acquire these skills from REPIC's steering group which is made up of four state representatives from the SECO, the SDC, the FOEN and the SFOE (REPIC, 2017c). This team has vast knowledge from the public sector. The steering group gets a further insight from public sector by having a strong network with Universities, Universities of applied science and Associations (personal communication, 30 March 2017). The steering group, in contrast, is not deeply familiar with the private sector. To also understand this specific stakeholder group, REPIC works together with

an external secretary (ebd.). This office contracts engineers on the basis of an open application process. According to Thönen, these employees have high skills both in the private and the public sector. Therefore, REPIC's strength is that they understand both sectors.

Moreover, REPIC is able to build bridges between the two sectors in two ways. First, the REPIC steering group organizes around two events a year to unite the sectors and discuss important matters (ebd.). Second, the REPIC secretary further offers relationship managers that coach and communicate with their projects (REPIC, 2017c). Another, still new attempt, is the formation of mini-grids that should form a community of practice and help bring together people from a specific area. All these events strengthen cooperation also on a long-term perspective and lead to an exchange of knowledge from which also the REPIC steering group profits.

**Best Practice:** REPIC acquires knowledge from the private sector by working together with an external secretary.

## 3.2.2 MMV: internal committees ensure knowledge transfer

MMV is outstanding in uniting and cooperating with the two sectors for several reasons. On the one hand, MMV is able to unite both sectors. They organize several stakeholder meetings and panel discussions each year (personal communication, 4 April 2017). With these events they not only bring together stakeholders. At the same time, MMV itself profits from this knowledge transfer. Furthermore, MMV offers a relationship manager to every partner for every project, which guides and advices their partner. This attempt strengthens bonding and supports a long-term relationship for further cooperation. MVV also understands very well how the private sector works. This is due to the fact that MMV is organized and governed in a way that supports getting expertise from outside the organization. MMV comprise several boards and committees that advice MVV in many issues (MMV, 2017a). The highest policy and decision-making body of MMV, the Board of Directors, is led, amongst others, by David Reddy, a former vice-president of Roche, or Mr. Per Wold-Olsen, who is also a member of the management committee of Merck. Moreover, in the ESAC also sit high level people with background from the industry like Pfizer or AstraZeneca. These people know how actors from the private sector function. Beside knowledge in the private sector, MMV does have public sector skills as well in these boards and committees. MMV's Board of Directors consists for example of the former and the current director of the Global Malaria Programme from the World Health Organization (WHO), a South African ambassador or a university professor. Another professor sits in the ESAC. With Dr. Hausmann-Muela in the APMAC, MMV also gets direct advice from a government employee of Switzerland.

The question is, however, how MVV was able to hire such bridge people. On the one hand, MVV is an attractive organization for employees (personal communication, 4 April 2017). This helps attract the best people to join MMV's workforce. Moreover, MMV is independent from any government which is crucial in

the fact that there are no limits (as for example salary) set to contracting people. On the other hand, MVV also has a human resources team at their disposal, enabling them to find the people whose ambition, intrinsic motivation and commitment fit to the values of MMV. Analyzing what special characteristic makes an employee a bridge people and providing a guideline of how bridge people can be identified is beyond the scope of this paper. Nevertheless, a general guideline by Hall (2012) can be of use to find the right employees. According to Hall, in order for an employee to be an asset to the organization, one must:

- be competent, in the way that he possess the necessary skills &
- ✤ be capable of solving also more difficult task &
- be compatible to work in the specific team &
- be committed to work on a long-term basis &
- share the values of the organization &
- fit into the culture of the organization which implies that he needs to agree to a marked-based compensation.

Another key asset of MMV is their interactive and professional webpage. It fosters publicity and provides information for all stakeholders in two languages. Vacancies for instance are open for all who are interested in working for MMV. Since MVV this way has a bigger selection of possible employees, chances for a good match are higher. The same accounts for possible partners.

**Best Practice:** MMV developed own internal committees and groups that have both knowledge from the public and the private sector. With this knowledge they are able to build bridges between the two sectors

# 3.2.3 New trend: compliance-management-system

In order to improve trust in the German Cooperation for International Cooperation (GIZ) the organization makes use of a compliance-management system and a special compliance officer (GIZ, 2017). By fostering compliance in the organizations culture, they can ensure that funds are used wisely and that corruption can be reduced to a minimum. If breaches of the rules occur, the situation is clarified immediately. Beside this compliance-management system, to further prevent corruption in the procurement (goods & services) process GIZ also uses a centrally controllable procurement system (GIZ, 2017). Fostering trust to the stake-holders is crucial to cooperate on a long-term relationship. Therefore, introducing a compliance-management-system could be of good use.

# 3.3 INITIAL CONCEPTUALIZATION

# 3.3.1 REPIC: response to requests from the civil society

Different departments within the government were confronted with requests from the population and firms concerning renewable energies, mostly solar energy (personal communication, 30 March 2017). The staff members confronted with these requests knew each other and together started to think about how best to handle these inquiries. Consequently, they came up with the idea of a challenge fund that provides financial support for projects in the area of renewable energies but lack the financial resources to get started. In 2004, the REPIC platform was launched as an inter-departmental collaboration between the SECO, SDC, FOEN and SFOE. REPIC was a completely new attempt; within the Swiss public sector no comparable instrument existed before. Since the beginning, REPIC provides support for bottom-up pilot projects from the private sector, civil society and academia (SDC, 2013, p. 2).

## 3.3.2 MMV: response to a societal need

In the 1990s there was a market failure for the development of antimalarial drugs. At that time, the pharmaceutical industry had withdrawn from an active search for new medicines. The reason lies within the high costs in discovering, developing and registering pharmaceutical products. The possibility of profit in antimalarial drug development was considered too low to attract pharmaceutical investment. (SDC, 2011, p. 1) Furthermore, existing drugs no longer worked. An estimated number of more than one million people, mostly children and pregnant women, was being killed by malaria in the poorest regions of the world each year. Several actors recognized the danger of a public health disaster and joined their efforts to address this untenable situation. In 1999, MMV was launched as one of the first product development partnerships to tide over new drugs for malaria (SDC, 2015b, p. 5).

#### 3.3.3 New trends for collaborating with the private sector

This section provides some theoretical background about the new way of collaborating with private actors.

During the last years, there has been a shift in most donor's ambitions in how to engage with the private sector. Figure 7 shows the traditional way of working. In this case, the donor dictates the format of collaboration which mainly consist of onoff projects that last for a short period of



Figure 7: traditional vs. new way of collaborating with the private sector (source: Heinrich, 2017, p. 1; graphic elaborated by the authors)

time. Furthermore, the agenda is mainly government-driven. Figure 7 also shows the new way of working. Many donors now aim for longer-term and systematic partnerships with the private sector to reach measurable development. Establishing strategic private sector engagement where both partners are equal and mutually benefit from the collaboration requires conducting an in-debt analysis of a possible relationship and to stay flexible at all levels. (Heinrich, 2017, p. 1) The private sector also sees the planning and preparation phase – i.e. define objectives, role and responsibilities and build up trust – as an important factor for a successful partnership (Bolz, Meyer & Streiff, 2016, p. 23).

Additionality is considered as an important prerequisite to consider before entering a new partnership (see, for example, OECD, 2016a, p. 3). According to the SECO, additionality means that "[t]he collaborative arrangement has to create more added value than would have been achieved anyway without the partner-ships, e.g. in terms of the project's scale, scope, quality or sustainability" (2016, p. 6). In practice, the additionality assessment often is vague and not transparent, and internal guidelines are lacking. However, transparent narratives on additionality are needed if the projects are linked to expected development impacts (also see sub-chapter 3.5.1) (OECD, 2016b, p. 74).

**Best Practice:** According to the new approach of working with the private sector, it is best to seek for strategic and longer-term private sector engagement where both partners are equal and benefit from each other. Before entering a new partnership, a profound additionality assessment must be conducted.

### NEGATIVE APPROACH

- call for applications
  rules to sort out
- → REPIC, MMV

# POSITIVE APPROACH

 ★ market-analysis
 ♦ actively identifying likeminded businesses
 → MMV





*Figure 8: Negative vs. positive approach to find new partners (source: personal communication, 10 April 2017, graphic elaborated by the authors)* 

How REPIC and MMV find new partners led to the focus on the distinction between a positive and negative approach for potential partner identification (personal communication, 10 April 2017; see Figure 8. The terms `positive` and `negative` might be misleading. It would be wrong to say that one approach per se would be superior than the other. Nevertheless, the two approaches differentiate in the mode of how to get in contact with potential partners.

REPIC has an open rolling call for application and MMV has a call for proposals in the first quarter of each year.

These calls can be classified as negative approach. Potential partners are sorted out according to certain criteria. Additionally, MMV actively seeks to identify potential partners according to the current and future needs of its projects (personal communication, 4 April 2017). The latter can be classified as positive approach. As Melina Heinrich (personal communication, 10 April 2017) explained, the trend goes towards the positive approach. The reason is twofold: On the one hand, through the negative approach promising

applications occur more seldom and be `lucky coincidences`. On the other hand, the positive approach needs more efforts, but it is possible to identify strategically relevant partners to reach a certain goal.

**Best Practice:** A positive approach helps to identify like-minded businesses to work towards a specific goal. In case of a central fund, a positive might complement a negative approach, i.e. open calls for proposals.

To provide the SDC with a sort of `checklist` how to identify potential partners for a future private sector engagement is a task which would can not be addressed within this work. There are so many dependent factors – the development objective, the thematic field, the preferable form of mechanism or the geo-graphical component, just to name a few. In addition, the types of possible partners require different types of engagement, and all types are related with advantages and disadvantages (OECD, 2016b, p. 57f.). However, figure 9 collects some general advices.

#### How to identify potential private sector partners

Development objectives and desired results should determine the selection of partners.

Government and private sector actors should only work together when shared value can be realized.

Identifying like-minded and trusted businesses might begin with companies that already engage in public private partnerships.

Draw on the networks of other government agencies to identify potential partner companies.

Be careful whether the private sector actor's core business is being engaged which is crucial for the sustainability of the development cooperation activities and long-term development results.

Invest time in identifying multinational companies in the sector and region SDC is working at and whose motivations and interests overlap with the SDC's mission. The trend goes towards longer preparatory discussions before a partnership is agreed upon.

Initial contact with a firm can start with transactional work (e.g. consultancy assignments, implementation of a philanthropic project) and contact might then be deepened with core business contacts.

Do not forget the non-for profit sector, namely foundations and private philanthropy, knowledge partners (universities, research institutions), civil society organizations and multilateral development institutions to work with in the area of private sector engagement.

*Figure 9: General advices how to identify potential private sector partners (source: OECD, 2016b, p. 54ff.; OECD, 2016a, p. 7; Heinrich, 2017, p. 5ff.)* 

# 3.4 CRITERIA FOR COLLABORATION

# 3.4.1 REPIC: clear and transparent criteria

REPIC offers co-financing to Swiss institutions (enterprises, NGOs, institutions of higher studies) wishing to implement small, new and promising projects in developing and transition countries. REPIC does not conduct an active promotion for its challenge fund. The platform follows an open portfolio approach and is not focused on a specific subject area or certain Swiss firms. The aim is clear, but not the way how to reach it (personal communication, 30 March 2017).

REPICs two-stage application procedure is set out on their website. Figure 10 illustrates this process. Furthermore, the conditions and criteria are clearly spelled out (REPIC, 2017d). As already mentioned, REPIC uses an open rolling call for proposals. These project outlines and proposals are evaluated and unanimously accepted or rejected by the steering group approximately every two months in a transparent and justified way (personal communication, 30 March 2017).



Figure 10: Application procedure REPIC (source: REPIC, 2017a, graphic elaborated by the authors)

In accordance with a recent assessment among the project partners, REPIC is recognized as a neat and simple instrument to apply for financial support (personal communication, 30 March 2017). One of the platform's key outputs is a prompt treatment of project proposals; applicants get an answer for their proposals within 5 to 6 months (SDC, 2013, p. 3).

REPIC ensures a common language with the potential project partners at a very early stage. The secretariat gets involved as soon as a project idea is introduced. When looking at the project outlines, it evaluates their technical aspects and project management features. The various coaching opportunities and recommendations help to find a common language. An open communication between REPIC and its project partners and the justification of decisions support confidence building. Furthermore, the standardized templates structure the proposal, and by personal interactions REPIC sees at a very early stage if potential partners match the expectations. Due to the architecture of the application process, the project ideas can be aligned towards REPIC's goals. After a series of interviews with project partners, it was found that the private sector values two effects of financial public sector support: the financial de-risking and the signaling effect. The latter means that private sector investors see the public sector support as a quality signal and thus try to receive a REPIC fund.

**Best Practice:** To attract private sector partners, it is best to have clear and transparent eligibility criteria in place. A crucial practice is to ensure a common language at a very early stage so all partners involved will work towards the same goal.

### 3.4.2 MMV: mission-appropriate criteria

In contrast to REPIC, MMV has no single policy statement or criteria for granting allocation. MMV's negative and positive approach for partnering with the private sector (see sub-chapter 3.3.3) will now be laid out in more detail.

- Negative approach: The criteria vary from one competitive research and development proposal to the other, according to the state of its portfolio. MMV's Chief Scientific Officer and his or her staff keep continuing oversight of the projects in the research portfolio. The ESAC explores the research proposals and gives advice to the researchers involved, and the final decision for the selection of partners is taken by the MMV management (The World Bank, 2007, p. 3).
- Positive approach: MMV's general partnering process is visualized in Figure 11. Partners are carefully selected by the ESAC as appropriate to the current and likely future needs of the project and to ensure development, affordability and availability of new antimalarial drugs. Potential partners are identified, invited to assess the molecule, and invited to propose terms for partnering. Partners are engaged through the format of a partnership agreement which is completely mission-appropriate (personal communication, 4 April 2017, provided documents).



*Figure 11: Partnering process MMV (source: personal communication, 4 April 2017, provided documents; graphic elaborated by the authors)* 

Following entry into a partnership agreement, MMV provides support to its partners, including in the form of provision of its anti-malarial drug development expertise, and access to its advisory and scientific collaboration network (ebd.). This so-called open innovation approach led to a community that shares data and studies within a confidentiality membrane. The latter provides the possibility for private sector partners to generate intellectual property and to file a patent. According to MMV, "[t]his potential can be a strong incentive for pharmaceutical partners to get involved" (MMV, 2015, p. 26).

The OECD collected three best practices for aid agencies to interest the right partners (OECD, 2016b, p. 62). Firstly, it is important to communicate private sector engagement opportunities in a way the potential private sector partners recognize them and know how to get in touch if both interests match. Secondly, the marketing strategy has to make sure that the engagement mechanisms, requirements and desired results are well understood by potential partners. And thirdly, an active promotion of private sector engagement opportunities and a policy dialogue with the private sector is key to attract the right partners.

**Best Practice:** To meet the changing contexts and to stay flexible in establishing new engagements with the private sector, do not adopt a one-size-fits-all approach. Furthermore, do provide different forms of incentives to mobilize the private sector.

### 3.4.3 New trend: respond to private sector demand

Both REPIC and MMV were created in response of a specific societal need. The World Economic Forum (WEF) (2016) identified common best practices among leading public-private partnerships organizations and concluded: "The most effective public-private partnerships organizations are demand-driven and have a mission focused on specific market needs, both from an industry or sector perspective and a societal point of view" (WEF, 2016) In a similar vein, the OECD peer learning report on private sector engagement (2016b) states that it is important to ensure that new policies and engagement tools factor in the needs and interest of potential partners".

To sum up, it seems best to tailor future alliances with the private sector according to the demand of potential private sector partners in order to reach a positive impact on a specific societal need.

**Best Practice:** To reach a positive impact on a specific societal need, new public-private partnerships should be established based on a demand by the private sector.

# **3.5 FINANCE AND REPORTING**

With development projects, the financial aspect is always a key element. Most projects include – at least to some extent – financial support to the partner organizations. This support can be applied in various ways. In the two cases observed in this study, there are two very successful versions: On the one hand REPIC as a challenge fund giving out grants without expecting their repayment, and on the other hand MMV as a classic research and product development collaboration. Both aim to de-risk a socially worthwhile venture, but approach that task differently.

### 3.5.1 REPIC: an example for a challenge fund

While REPIC supports projects by many means, including with its network and know-how, it's main purpose is financial support. The three participating Swiss federal offices pay into a common financing platform that

provides start-up finance to projects by means of grant support. This support never exceeds 50% of total project cost or a maximum of CHF 150`000. REPIC requires that full financing must be indicated (REPIC Platform, 2012).

In the years 2014 – 2017 REPIC can draw on CHF 6,8m to finance projects (SECO, 2014). In the four years prior, the average contribution to projects was CHF 88`600 for 50 projects in total. This number recently went up, which is attributable to the rise in infrastructure projects that require a larger overall budget, and therefore also often induce a higher grant awarded by REPIC (Thönen, 2015, p. 5).

A start-up goes through several stages before reaching maturity and producing – in the best case – returns: (1) Research and development, (2) demonstration and piloting, (3) deployment, (4) scaling, and finally (5) commercial maturity (Thönen, 2015, p. 2). REPIC applies its grant support on stages two and three (piloting and deployment) and therefore concentrates on the so-called "valley of death": the phase of any start-up, where money must be invested, without the project producing any returns. This is therefore a crucial part in leading a good idea to a successful business (ebd.).

To make an investment viable for a private actor, the expected return must exceed the investment done in the early stages of the project. The expected return is heavily influenced by several risk factors that must be considered. Most importantly are political and regulatory risks, as well as technical, market /commercial and financial risks (Thönen, 2015, p. 3). For projects that REPIC supports, these risks are too high, for the expected return to certainly outweigh investments.

The grant support by REPIC has a significant de-risking effect on the project (Thönen, 2015, p. 3). On the one hand, this support has a direct effect on the financial risk, as the investment burden is shared. On the other hand, REPIC's support also has indirect effects on de-risking the projects: it minimizes technical risks by providing Swiss know-how and support, and it signals quality and stability to other economic actors, not only reducing commercial risk, but also by mobilizing further funding (ebd.).

It becomes clear that REPIC helps projects to overcome the valley of death that would not have managed to without public support. That makes REPIC a prime example of a challenge fund, as for example described by Irwin and Porteous (2005). The objective with any challenge fund is to provide just the amount of funding to de-risk a socially desirable project enough to make it financially sustainable by the private actor.

The main task for REPIC therefore is to find out, how "deep" the valley of death is – and thus to understand how much funding is necessary to reduce risk sufficiently. This plays strongly at the notion of additionality, describing the net positive effect of a donor-business relationship: An ex ante research considers precisely how much the market can attain on its own, and calculates how large economic incentives and funding should be, to provide additional output (Heinrich, 2014, p. 6). For REPIC, additionality is both strength as well as a possible trap: Many projects overestimate their additionality and therefore their social impact. It is consequently advised that REPIC continues to scrutinize any project proposal: Being mindful in requesting

extra information on the project, involving experts in the evaluation and finally considering to enhance the project proposal, to ensure REPIC's additionality (Heinrich, 2014, p. 21).

Finally, REPIC shows that often even a very small financial support is all that is needed to de-risk a start-up enough to lift it into existence. The overall success of REPIC's project portfolio qualifies it to act as a best-practice example that small scale support to projects can help to jump-start socially worthwhile undertak-ings.

**Best Practice:** Precisely consider the risk that keeps social start-ups from pursuing their business idea: Often, a small financial grant can de-risk an enterprise – both financially as well as with a quality-signal effect and the additional technical support. A challenge grant is therefore a possibility to distribute small scale financial support and to help jump-start social entrepreneurship.

### 3.5.2 MMV: an example for a research collaboration

Pharma research faces three major risks: economic, scientific and delivery risks. MMV was set out to cover economic and scientific risks, and evolved to approach delivery risks as well.

By 1999 pharma firms receded from the research and development of malaria medicines almost completely. The main reason for this withdrawal was the increasingly high costs of research, development and registry (SDC, 2015c). The economic risk of developing and antimalarial has become too high. By now, a new asset requires an average of \$1.5b before it reaches a commercial state (Deloitte Centre for Health Solutions, 2016). Confronted with decreasing returns on malaria pharmaceuticals, the development of new drugs is not commercially viable anymore: the economic risk of making deficit on a malaria drug became too high (SDC, 2015c).

MMV tries to reduce this risk. Collaborating with pharmaceutical firms and academia, and investing in early stage research and development, MMV manages to de-link R&D expenditure and price, and thus gets private actors back on board. Similar to REPIC, MMV's public and philanthropic funds are used to reduce financial risk for private actors, where market mechanisms led to social welfare loss. Again, it is of importance that MMV can act as a private non-profit organization. It enables MMV to negotiate more efficiently, and helps secure cost-effective deals with private sector partners (personal communication, 4 April 2017). This ensures that public and philanthropic funds cover just enough to incentivize firms to conduct research, without going through funds too quickly.

The second major risk, the scientific risk, is that only a mere 1% of molecules developed, make it to preclinical testing, and yet only another 20% of which make it to human trials (Deloitte Centre for Health Solutions, 2016, S. 6). The risk that a drug will fail and not be approved is therefore very high. MMV reduces this risk by creating a broad network of partners from academia and the private sector. By creating a network of assays, a network of clinical trials and using translational platforms, MMV is successful in de-risking

as well as accelerating early-stage development. Combining open source programs, open access to promising compounds, and a community for open innovation, MMV was able building a virtual drug pipeline for new antimalarials (Wells, Willis, Burrow, & van Huijsduijnen, 2016).

The positive effect of this vast open portfolio is that it speeds up the process of research and development and further de-risks investments in development (Wells, Willis, Burrow, & van Huijsduijnen, 2016). Having a broad portfolio allows MMV to swiftly discontinue research on a compound if it does not work and switch to a more promising project. Central from MMV's success is therefore to manage the scientific risk with a well thought-through and broad research portfolio, leveraging the risk of a drug not being successful in the long run.

Yet another risk addressed by MMV is the delivery risk (Deloitte Centre for Health Solutions, 2016). Even if drugs are successfully developed, getting them to the patients may be another difficult task. The access to malaria treatment may depend on several different factors, such as the availability of health facilities, distribution channels, payment methods, but also the treatment seeking behavior, availability of financial resources etc. Stakeholders encouraged MMV to move beyond its original focus on early-stage research and development and also tackle the delivery risk of drug development (Independant Evaluation Group, 2007). By collaborating with partners in the countries, regulatory approval will be supported and most effective delivery channels will be sought. MMV thus reduces the risk that drugs will be successfully developed but then fail to reach its best social output (Independant Evaluation Group, 2007).

Finally, one additional risk can be anticipated: MMV has no other income than grants by donor agencies and philanthropic actors and is therefore dependent on a constant stream of donations to keep up its good work. As potential drugs mature and move from research to (pre-)clinical testing, the amount of money needed to move all potential assets further will most certainly rise with time. MMV therefore must make sure that its financial plans will continue to be balanced, as to ensure successful deployment of new antimalarial drugs.

**Best Practice:** Consider economic risks that prohibit private actors from generating social welfare through early-stage research and development and finance projects to incentivize private actors to continue their work on these issues. At the same time, de-risk and accelerate scientific research by fostering cooperation, thus making it easier to switch between projects and to learn from others.

### 3.5.3 New trends in financing

Just like REPIC, application based matching grants or challenge funds are the most common types of donor funds for private sector engagements. Recently, a trend has become apparent that aims more for a systemic approach to private sector engagements (personal communication, 10 April 2017). While they may look similar in the partnerships and grants awarded their world view differs significantly. This also leads to different set-ups of grants that should be highlighted (DCED, 2015).

Matching grants and challenge funds are usually rather passive in how new partnerships are acquired. As explained in chapter 3.4, partnerships are chosen because of strict criteria. These grants therefore usually have a strict regional or thematic focus, strictly limiting the flexibility of the donor agency (DCED, 2015).

The systemic approach carries out extensive ex ante research to analyze the market sector. If a partnership may address a market failure, the agency actively looks for a fitting partner to stimulate change. Taking this more in-depth approach allows donor agencies to better anticipate the additionality of projects and there-fore can better estimate the risk-premium that may have to be covered to allow market mechanism to work for a country's benefit (personal communication, 10 April 2017).

Finally, this approach has implications on a donor agency's financial structure: More flexibility is needed to allow for a bigger variety of possible engagements (Heinrich, 2013a). Donor Agencies slowly move to more central funds that are not limited to specific purposes. They allow for more flexibility in the kind of partner-ship the agency engages in, they allow for a quicker reaction, bigger grants and longer lasting partnerships (personal communication, 10 April 2017).

# **3.6 MONITORING AND EVALUATION**

To ensure the success of a project or a platform, continuous monitoring and evaluation of the program is crucial. Both internal monitoring play a role, as well as external evaluations, for example by donor agencies. REPIC and MMV both present attractive solutions to how this task can be approached. While REPIC presents elaborated means of internal evaluation and monitoring the project's finances, MMV stands out by inviting extensive independent evaluation by donor agencies and expert committees to ensure their success.

# 3.6.1 REPIC: internal evaluation with reporting templates

Part of REPIC's success is attributable to their Monitoring and Evaluation System. After selecting projects with a strict catalogue of criteria (see sub-chapter 3.4.1), REPIC puts an emphasis on tracing project's success with regular reporting and thus allowing a systematic evaluation (personal communication, 30 March 2017).

Base for the system is that clear milestones and criteria were already set in the contract. These milestones are checked with regular part-standardized reporting templates (REPIC, 2017b). It is being checked whether milestones were reached, the budget was kept and whether the project is still running according to the time-frame set in the beginning. Furthermore, deliverables are checked and evaluated if the project led to the attributable change that was expected.

This allows REPIC to have a very close look at the success of supported projects, as well as to cut projects that do not develop as promised or miss their milestones by far. Unsuccessful projects are therefore able to be discontinued even before more money is sunk into the failing enterprise (personal communication,

30 March 2017). This is not only reducing the overall risk of REPIC, but also makes all supported projects more efficient in the use of financial means.

REPIC also checks for changes in the objectives as well as in the partnership and cooperation (REPIC, 2017b). It is necessary to monitor whether conditions for the project changed and thus altered the objectives. Wrongly set milestones are one of the most common problems that impair a project's prospects for success. Reto Thönen therefore stresses the importance of flexibility in the monitoring (personal communication, 30 March 2017). External conditions may change, or the implementation of certain factors took more time than anticipated and thus milestones may be reached later. Or during the implementation the project-team may notice that objectives were set wrongly and indicators may no longer work. Maybe a project even misses its objectives completely, but it turns out that it has other very desirable effects. In these cases, flexibility in monitoring is key to optimally support valuable projects (Heinrich, 2013a).

Finally, REPIC monitors some promising partnerships even after the project support ended (personal communication, 30 March 2017). With regular check-ups, REPIC can keep an eye on those projects that are expected to replicate and are especially successful in producing social value. This long-term monitoring aims to build institutional knowledge about success factors for projects funded by REPIC.

**Best Practice:** Precisely track attributable change with clear milestones and SMART indicators, but stay flexible to adjust indicators, if made necessary by changes in the project or its environment.

# 3.6.2 MMV: external evaluation by independent experts

MMV has a strong focus on external evaluation. This becomes already obvious when looking at its governance structure (see sub-chapter 3.1.2): Three expert advisory committees continuously evaluate MMV's core functions. The APMAC advises MMV's access team on appropriate strategies to achieve its goals and monitors their success (MMV, 2017a). The ESAC not only helps to identify projects to include in MMV's portfolio but also continuously monitors MMV's success – for example with an annual review of all projects. Consisting of scientists and experts in the field it allows MMV to evaluate its activities on a very high level. Finally, the Global Safety Board (GSB) conducts thorough scientific and ethical reviews of projects at each milestone beyond the first clinical phase of the research process, through to registration and distribution (MMV, 2017a). MMV thus guarantees a close external evaluation of its projects to eliminate scientific risk. Furthermore, MMV is obliged to ensure sound auditing. The audit committee therefore monitors MMV's finances and the management's risk management and checks that MMV acts in compliance with the organization's principles. MMV's accounts are audited annually by KPMG (Poll & Banerji, 2016). The financial reports and auditor's report explain in detail how contributions have been applied and allow for proper external monitoring (ebd.).

These reports are also usually required for reviews by donor agencies that carry out detailed evaluations on a regular basis (Independant Evaluation Group, 2007). MMV's donor agencies have coordinated each

other as to minimize inefficiencies by prevent overlapping evaluation. Organizations thus "take turns" in evaluating MMV (personal communication, 4 April 2017). Most recently Norwegian Agency for Development Cooperation (NORAD) evaluated MMV's success. Furthermore, under the lead of DFID, donor agencies have created the so-called donor reporting template, a standardized report to give agencies more direct means of monitoring MMV's activities, while keeping the process as efficient as possible (personal communication, 4 April 2017).

**Best Practice:** Invite continuous external evaluation and monitoring to ensure successful development of the project.

### 3.6.3 International best practice: DCED Standard

The DCED Standard for Results Measurement was developed in 2008 to provide projects, working in complex market systems with the framework, tools and incentives to monitor their results in a systematic way (DCED, 2017b). The DCED standard includes elements that grew to be accepted as 'good practice' in monitoring and evaluation (personal communication, 10 April 2017).

The first step calls for the articulation of a results chain (Kessler, 2013). It represents the logic of their work, illustrated in a visual and explicit form. The format enables the monitoring organization to be explicit about the assumptions on which their work is based, also including parallel logics of attributable change.

SMART indicators are to be set, that can be used to measure change in the system (Kessler, 2013). Once these are defined, they are regularly monitored to track changes, evaluate the success of the program and help to manage the program accordingly. Once change is observed, it needs to be evaluated, whether it can be attributed to the project: Results could also be caused by wider economic changes that would distort the additionality of the project (ebd.).

For this reason, wider changes in the economic system are measured. This is not only needed to evaluate whether the previously set milestones are still effective, but also to check whether the project itself caused changes in the market system (DCED, 2017c).

Finally, the DCED Standard calls for flexibility, especially regarding the results chain (Kessler, 2013). Things may change, so the results chain may have to be adjusted. Businesses should be allowed the flexibility to change activities within the scope of the project objectives. Even with measuring results, there should be flexibility. Indicators may turn out to be insufficient, so a fund must adopt a flexible approach to measurement. Accepting that systemic change cannot be fully predicted in advance, a certain amount of detective work is required to establish what has changed in the market system following the intervention.

# 3.7 KNOWLEDGE MANAGEMENT

For every institution, it is crucial to pay attention to knowledge management and continuous learning. It is all about the well-known phrase: "Getting the right knowledge to the right people at the right time". In

international development cooperation, knowledge has become a key resource for the future. An effective knowledge management includes documentation, the provision of information as well as formal and informal exchange. The following sections lay down some important aspects of how REPIC and MMV handle their knowledge management. Since other sub-chapters already dealt with the aspect of knowledge, only some further remarks will be made.

## 3.7.1 REPIC: know-how transfer

One of REPIC's main output is knowledge exchange and the interlinkage of actors (SDC, 2013, p. 3). The projects themselves should contribute to know-how and technology transfer (Thönen, 2015, p. 2). An external evaluation in 2010 concluded that the four federal departments effectively work together. This interdisciplinary leads to complementary approaches for the choice of projects and bundles the know-how of these four departments (Baumann, Rieder & Schwenkel, 2010, p. 17). The secretariat is composed of people with technical and managerial expertise that bring in their knowledge and experience in the coaching sessions and project progressions. Furthermore, if, for example, the REPIC secretariat knows an engineer with expertise in a certain area and which could be helpful for another project partner, the respective persons are brought together. REPIC has set up several communities of practice around specific topics, for example the community of practice in "mini-grids" (personal communication, 30 March 2017). It thereby supports learning processes and synthesizes the experience and knowledge gained by its project partners. The platform organizes one or two internal events each year. These events can take the form of seminars, workshops, or symposiums with a specific thematic focus. The initiative for such events comes from the steering group or the secretariat and takes the into account the project partner's demand (personal communication, 30 March 2017). The REPIC event "Project Clinics – Überwinden von Hürden im Projektverlauf" has deepened the exchange of knowledge and experience (Gnos, Nowak & Mastronardi, 2016, p. 3). Thus, these events add to mutual learning at project level. REPIC also takes part at external conferences and meetings (ebd., p. 11). It coordinates its activities with international peers in the field of resource effi-

ciency and interlinked itself more closely with international programmes (ebd., p. 8). In Switzerland as well as in the countries the projects are implemented REPIC has built a strong partner network with regular knowledge exchange.

### 3.7.2 MMV: strong networks

MMV's highly educated staff within the management board and committees (ESAC, GSP, APMAC) bring in a variety of knowledge and expertise. For example, when it comes to the question how to improve the access of malarial drugs, MMV asks the highly-experienced members of the APMAC who know how the local health systems function and how regulatory obstacles can be addressed. If MMV wants to know

whether to further develop a certain molecule, the ESAC provides suggestions how the CEO might want to decide (personal communication, 4 April 2017)

Thanks to MMV's open innovation approach, the research community shares data and assay among specific partners within the single projects – a rare incidence among the pharma industry. Confidentiality is ensured because these projects are not visible to the outside world. New partners also get access to this valuable expertise (MMV, 2015, p. 26).

MMV regularly organizes and takes part at events around the globe. MMV works with a wide spectrum of public sector partners and NGOs and non-for profit partners. For example, MMV directly collaborates with the WHO Global Malaria Programme. There is a very good exchange between these two institutions – supported by the fact the director of the WHO Global Malaria Programme sits in MMV's board (personal communication, 4 April 2017). MMV's CEO, on the other hand, is a board member of Roll Back Malaria, a global platform for coordinated action against malaria. MMV also is a member of the Swiss Malaria Group where civil society, NGOs, the SDC, and the pharma industry work together to raise awareness and make advocacy for this disease. These synergies with other projects and actors foster mutual knowledge exchange (SDC, 2011, p. 1).

Both MMV and REPIC have developed a capacity to learn from their own experiences. MMV has successfully expanded its mission from drug registration to access and delivery of new medicine (Independant Evaluation Group, 2007, p. 19). REPIC is currently operation in its forth phase. The platform made a transition from a focus on renewable energy towards the inclusion of energy efficiency and a main emphasis on the implementation and replication of the projects. Also, after ten years of existence, the criteria got more concentrated and might further be adapted after a customer satisfaction survey that is currently carried out (personal communication, 30 March 2017).

**Best Practice:** Pay attention to an institutionalized know-how and knowledge transfer. Share your experience and expertise with like-minded actors at internal and external networking events.

CLEAR SET-UP

SUBSIDIARITY

OPERATIONAL FLEXIBILITY

CORPORATE GOVERNANCE

# 4. SYNTHESIS OF KEY FINDINGS

#### Best Practice: Governance and Organizational Structure

Every governance structure has its own specific strengths and weaknesses, is context-specific, and thus no general conclusions can be made. Nevertheless, through the analysis of REPIC and MMV it becomes clear that EPS projects that are organized as an association or delegated to an external secretary and have a core structural identity increase the efficiency of the projects and lead to less administrative work for the SDC. A first step to reach such a structure is by designating a special entity for the administration of a project. A clear division of responsibilities and efficient procedures guarantee a clear governance set-up. A portfolio and bottom-up approach help incorporating flexibility and the ability to adapt to private actors' needs. Subsidiarity and the recruitment of people with high technical expertise ensure that the people behind EPS initiatives are perceived as like-minded partners. Corporate governance structures can increase this effect. Overall, these best practices demonstrate to stakeholders a clear intention to guarantee high management standards and technical expertise and to have unique relationships to its donors. It furthermore ensures that the platforms are recognized as a brand, which increases their perception by private actors as reliable, innovative and trustworthy partners.

LONG-TERM ENGAGEMENT

BUILD BRIDGES

PRIVATE

SECTOR KNOWLEDGE

#### Best Practice: Relationship Management and Networking

For a EPS project to be a success, it is crucial that it is able to unite the private and the public sector. Building bridges matters, because both sides possess skills which are important to aggregate in order to stay on track with the SDGs.

Both REPIC and MMV build bridges by continuously organizing events to bring together all stakeholders. At the same time, they profit from such events since they can acquire further important knowledge. Moreover, both offer their partners relationship managers for each project. However, REPIC and MMV are not only for these reasons good bridge builders. While both have found a way to understand how the two sectors work – making communication much easier – they do it on different grounds. Within the organization structure, REPIC "only" possess public sector knowledge. Therefore, to understand the private sector as well, they fall back on the expertise from an external secretary. MMV, in contrast, decided to establish internal committees and working groups to ensure public and private sector knowledge. Their teams consist of high level individuals from both sectors. Having a human resource team at their disposal surely helped contracting the right employees.

With their way of cooperation, REPIC and MMV were able to create an atmosphere of mutual trust and respect. This is the basis for long-term relationships, which is at the core of their philosophy.

# ADDITIONALITY APPRIOPRIATE INCENTIVES POSITIVE DEMAND-APPROACH ORIENTED

#### **Best Practice: Initial Conceptualization**

In the new way of working with the private sector, public and private partners are equal and seek for a long-term and strategic partnership that brings benefits for both sides. Establishing such EPS alliances requires a systematic analysis of the potential relationship and mutual understanding between all parties involved. Additionality must be considered according to well-defined rules before setting up a new partnership that aims for a development impact.

An effective public-private partnership is demand-driven and factors in the needs and interests of potential private sector partners. However, the goal is to reach a positive impact on a specific societal need.

A positive approach for private sector partner identification can help to find strategically relevant partners to reach a certain goal. Invest time in identifying multinational companies in the sector and region SDC is working at and whose motivations and interests overlap with SDC's mission

IVIDUAL CLEAR & IVIDUAL TRANSPAREN OPTATION CRITERIA

#### **Best Practice: Criteria for Cooperation**

Referring to a platform such as REPIC, a clear and transparent application process and strict eligibility criteria are seen as a neat instrument by the private sector to apply for financial support. Due to the possibility of several coaching sessions, a common language can be ensured. Standardized outline and project templates structure the proposals and the project ideas can be aligned towards the platform's goals. As a study among REPIC's project partners shows, financial public sector support is recognized as a quality signal and can thus attract private sector actors for engagement.

Apart from some general prerequisites, MMV does not have a list of criteria for granting allocation. The state of the portfolio determines the criteria for R&D proposals. Nevertheless, there is a structured partnering process in place in order to meet the current and future needs of the project. If both sides agree to the terms of partnering, a partnership agreement is concluded, whose content is always mission-appropriate. The best practice identified is not to adopt a one-size-fits-all approach for the engagement with potential partners.

Regardless of whether it is a challenge fund or a research collaboration, the mechanism must incentivize the private sector to collaborate. It is important to communicate private sector engagement opportunities in a way the private sector understands the mechanisms, requirements and desired results. Also, a policy dialogue with the private sector is key to attract the right partners.

How SDC can identify potential private sector partners is a question that goes beyond the scope of this paper. One of the most important suggestions that can be made after the conducted literature review is that development objectives and desired results should determine the selection of partners.



#### **Best Practice: Finance and Risk**

With development projects, the financial aspect is always a key element. Most projects include – at least to some extend – financial support to the partner organizations. This support can be applied in various ways.

Challenge Funds – just as Matching Grants – give out grants to support social start-ups or projects that are not funded by impact investors and are not eligible for purely philanthropic funding. To ensure their greatest impact, the donor agency has to evaluate how much financial support the project or start-up needs in order to succeed, while still maintaining the organization's claim for additionality. Keeping a social start-up, or project from coming into existence, are risks that diminish the expected return on the investment. Risks include financial and commercial risks, technical / scientific risks, and regulatory risks. All broaden the so-called "valley of death", the time a project requires funding without producing returns.

To find out how to support a start-up, the donor agency has to find means to de-risk the enterprise just enough for market mechanisms to work again. The additional risk, keeping a start-up from pursuing their idea must thus be precisely measured. Often small financial grants and technical or regulatory support are enough to de-risk an enterprise – both financially as well as with a quality-signal effect and support by the network. A challenge grant is therefore a possibility to distribute small scale financial support to help jump-start social entrepreneurship.

Another financing possibility is the research collaboration. This is a solution mostly applied with neglected diseases, when the research and development of new drugs to combat these diseases became uneconomic for private sector actors. Funded by donor agencies and private foundations, this model finds ways to de-risk the endeavor, to allow for private actors taking up the work again that would otherwise not be economically worthwhile.

The organization has to therefore understand economic, scientific, and regulatory risks, that prohibit private actors from generating social welfare through early-stage research and development. By financing projects, creating collaboration platforms, and reducing regulatory friction, the endeavor can be de-risked enough to allow for market mechanisms to take up the once neglected task, and thus once



#### **Best Practice: Monitoring and Evaluation**

To ensure the success of a project or a platform, continuous monitoring and evaluation of the program is crucial. Both internal monitoring play a role, as well as external evaluations, for example by donor agencies.

Monitoring of projects is especially important for platforms that give out grants. The DCED developed a monitoring standard out of international best practices that can also be applied to challenge funds. At its core is the development of a results chain. It represents the logic of their work, illustrated in a visual and explicit form and includes indicators and milestones for the project. The format enables the monitoring organization to be explicit about the assumptions on which their work is based. The actual monitoring of projects can be done with standardized reporting templates, asking for milestones, the budget, but also possible changes in the environment or changing objectives.

Just as important is the evaluation by independent actors. These might for example be donor agencies that fund the project / platform. These evaluations ensure that policies and activities match the set goals and ensure their efficient accomplishment. If more than one donor agency is involved, they may cooperate with standardized reporting templates or by "taking turns" evaluating the project.

At the same time, inviting external experts to review and monitor the projects activities may be very fruitful to its success. They can independently evaluate strategies, decisions and portfolios, and monitor their success.

#### INSTITUTION-ALIZED KNOW-HOW TRANSFER

#### Best practice: Knowledge Management

A platform brings the opportunity of synthesizing the knowledge of the project's experiences as well as improving corporate learning. The governance structure adds to an exchange of know-how. The An external secretariat can play an important role in interlinking the rights persons. The organization of internal events with topics that meet the demand of the project partners and the establishment of communities of practice add to mutual learning at project level. External partner networks ensure a regular knowledge exchange.

To employ the right staff, the knowledge and expertise needed is of huge importance. Another important aspect is to collaborate with all like-minded actors within a thematic field. These synergies with other projects and actors foster mutual knowledge exchange. One best practice found at MMV is that the research community shares valuable data, allowing partners to profit from each other.

Both lighthouse projects have developed a capacity to learn from their own experiences. To sum up, it is best to pay attention to an institutionalized know-how transfer and to share the expertise gained with like-minded actors. Internal and external networking events lead to a valuable knowledge exchange

# 5. LIMITATIONS

In the study at hand, two cases were discussed in further detail. Both were chosen by the CEP, as they represent so-called lighthouse projects – cases that are regarded as best practice in the field of private sector engagement. Under inclusion of further international best practice, we were able to deduct a guide-line on what made these two examples successful.

Even though all aspects investigated on give a great insight into why these lighthouse projects may be considered as best practice, one has to keep in mind that every project or program – however successful – is specific to its very unique setting. Each project is the result of an approach that is tailored to its situation. The size and agency of the involved organizations, the field or sector of the project or the activity that is to be carried out may differ greatly and demand a other approaches or call for a different structural configuration of the project.

While some observations that were found within both lighthouse projects may be of a more general nature, one should not give in to generalizing findings and simply assume their global applicability. It might very well be true for some points, however, the "operational guideline" should not be used to copy a project and simply implement the best practice in a new field.

Instead, they should be taken as an inspiration to find new solutions that serve the purpose best. To further deepen this approach, the SDC would be well advised to find more lighthouse projects and collect best practice examples in various fields, sectors and activities. An overall knowledge management, as it is evolv-ing within the CEP, may thus serve the purpose that actors can resort to a pool of ideas and inspirations to find a custom-made solution for the challenge at hand.

This pool of best practice can be very helpful for inspiration, and may support the overall quality of programs and projects supported by the SDC. However, there is a concern that innovation could also be thwarted. Acknowledging best practice can therefore not replace innovative thinking. The SDC is well advised to continue honoring out-of-the-box approaches that may possibly not comply with current best practice. Otherwise, a chance for a new innovative lighthouse project may be missed.

# 6. IMPLICATIONS OF THE FINDINGS AND RECOMMENDATIONS

Taking into account the limitations of this analysis, it becomes clear that no universally-valid conclusions and implications can be drawn. This is especially true if innovative approaches and solutions for sustainable development want to be found.

Nevertheless, the two case studies and the comparison with other practices can constitute a foundation for the understanding and for finding inspiration for the design of EPS projects. If the limitations are set aside, one direct implication of the findings is that the project design of platforms provide many major strengths in comparison to classical forms of cooperation like bilateral projects. Firstly, platforms have the strong potential to be better tailored to the needs of private actors and to engage them in more flexible ways. Secondly, among the Swiss private sector, platforms could promote coopetition among these actors, where innovation is promoted through competition and, at the same time, cooperation within all involved actors is encouraged. Lastly, the designation of a single unity in charge of the administration of the platform will allow it to function as a central one-stop shop for all inquiries and at the same time decrease the administrative burden for the SDC. All in all, a single centrally-managed platform (emphasis on a broad variety of actors, strong monitoring and evaluation, strong mandate) or various thematic platforms (emphasis on specialization, would allow the high technical expertise and diversification of risks) SDC to demonstrate a high responsiveness towards the needs and demands of private actors and to be constantly be prepared for situations where EPS is the most effective way to implement solutions for development. For example, thematic platforms could be implemented in order to promote dual educational system and facilitate and leverage the cooperation with private and educational institutions. EPS can also be the mean to promote innovative technologies in the health sector that contribute to better diagnosis or the promotion water and sanitation technologies. There is also the possibility to leverage the elements and principles of platforms to a higher level, making a centrally-managed platform for EPS the actual objective, where the strategic and thematic focal points are not defined, but adapted flexibly according to the needs of the private sector. Therefore, platforms should be considered for further EPS projects.

This implication must be put against the background that there is no "one-platform-design-fits-all" or a single model that can be used. Different factors such as beneficiaries, management models, criteria and selection process, the sources of financing and risks, and implementing agencies can vary heavily depending on the context and the problem that a EPS project wants to solve. Moreover, the designing and administration of a platform are demanding tasks, and in reality, they depend widely on the people in charge. These processes cannot be reduced to solely technical and financial functions.

Therefore, before considering designing a platform, it is recommended to first answer a catalogue of questions in order to analyze the external framework. In a first step, the question should be answered what objectives the platform should achieve. Secondly, a stakeholder map should be drawn in order to identify

the most important stakeholders and their needs and motivations that the platform should serve. Who are the donors and co-financiers (for example other federal offices, other governments, multinational companies) and who are the potential implementing organizations (start-ups, academic institutions, NGO's, associations, international organizations)? This external analysis will provide the basic structural possibilities and limitations of the platform, from which the major elements and principles of the platform can be deducted. Here, single best practices from the analyzed lighthouse projects can provide an inspiration how the cooperation framework should be set up, what criteria are needed and how the interests can be harmonized. All of these steps are graphically illustrated on the next page (graphic "basic roadmap and thoughts for future EPS platform(s)"). In addition, a basic set of recommendations is provided in the Appendix on how to present the methodological approaches, the findings and the advantages of platforms to a variety of relevant stakeholders.



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# LIST OF INTERVIEWS

Susanna Hausmann, Senior Advisor R&D and access for communicable diseases at the at the Access & Product Management Advisory Committee (APMAC), Personal Interview at the SDC office on 4 April 2017.

Melina Heinrich-Fernandes, Senior Specialist at the Donor Committee for Enterprise Development (DCED), Personal Skype Interview on 10 April 2017.

Reto Thönen, Member of the REPIC Steering group. Personal Interview at the SDC office on 30 March 2017.

# **APPENDIX: STAKEHOLDER COMMUNICATION**

Introducing the lighthouse projects and their methodological strengths to relevant stakeholders



Members of the Directorate	<ul> <li>Goals to achieve</li> <li>Raising awareness of the methodological advantages of EPS platforms</li> <li>Increasing the willingness to be at the forefront of creating innovative forms of cooperation in the form of platforms</li> <li>Increasing the resources to start with a systematic and thorough analysis of the framework and the potential of platforms within SDC by using the proposed roadmap (in the form of a task force or a concrete project)</li> </ul>
<section-header><section-header><section-header><section-header><section-header><section-header><section-header><section-header></section-header></section-header></section-header></section-header></section-header></section-header></section-header></section-header>	Key message 1         EPS platforms have a very high potential to reach a high leverage (ratio of input to impact)         Key message 2         EPS platforms have many substantial advantages for the overall SDC:         • Administrative flexibility and low administrative workload in the medium to long run because of subsidiarity and creation of a body with own identity         • Efficient bundling of and attracting of additional financial and human resources (through attraction of top experts, co-financers, one-stop shop approach)         • Political flexibility: bilateral forms of cooperation is not necessary, useful instrument in politically-sensitive contexts         • Ability to react quickly to changing realities



