

EVALUATION OF POLISH DEVELOPMENT AID PROVIDED  
THROUGH THE MINISTRY OF FOREIGN AFFAIRS OF THE  
REPUBLIC OF POLAND TO SUPPORT REFORMS IN UKRAINE  
**AND SELECTED EDUCATIONAL INITIATIVES**  
**IN EASTERN PARTNERSHIP COUNTRIES IN 2012-2016**

Final Evaluation

Report

COMPONENT III



Evaluation of Polish Development Aid Provided through the Ministry of Foreign Affairs of the Republic of Poland to Support Reforms in Ukraine and Selected Educational Initiatives in Eastern Partnership Countries in 2012-2016

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*Cover photos: Murals in Kiev (photos by: Maciej Kolczyński)*

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## **LIST OF ACRONYMS**

CAWI - Computer Assisted Web Interview

CE – College of Europe

CPM – Chancellery of the Prime Minister

DCFTA – Deep and Comprehensive Free Trade Area

DCS - Department of Civil Service of the Chancellery of the Prime Minister

DDC – The MFA’s Department of Development Cooperation

DFA – Department of Foreign Affairs of the Chancellery of the Prime Minister

EaP – Eastern Partnership

EPAPA - Eastern Partnership Academy of Public Administration

IDI – Individual In-Depth Interview

MDGs – Millennium Development Goals

MFA – Ministry of Foreign Affairs

NSPA – National School of Public Administration

OECD DAC – Organisation for Economic Co-operation and Development's Development Assistance Committee

PDP – Polish Development Policy

RP – Republic of Poland

SDGs – Sustainable Development Goals

## ABSTRACT

The objective of this evaluation study was to assess the outcomes and impacts of projects and educational initiatives implemented for the citizens of Ukraine and other EaP countries by the public administration and organisations registered in Poland.

This report evaluates three initiatives:

- traineeships for representatives of the Secretariat of the Cabinet of Ministers of Ukraine at the Chancellery of the Prime Minister of the RP,
- Programme of the Eastern Partnership Academy of Public Administration implemented by the National School of Public Administration,
- One-year postgraduate studies for citizens of Ukraine at the College of Europe in Natolin.

The evaluated initiatives were very highly assessed. Almost all of the participants covered by this study who participated in these initiatives would recommend taking part in a similar project to other people and they believe that it was worthwhile to devote their time to the project. The most important impacts include the following:

- improved competencies of the initiative participants,
- familiarisation with Polish reforms,
- opportunity to share experiences with people from other countries,
- alumni networking.

As regards the elements most appreciated by participants of the above-mentioned initiatives, they include the gained knowledge and the opportunity to exchange experiences with people from other countries.

Nevertheless, in order to improve the impact of the initiatives, it is recommended to increase the coordination between the initiatives, e.g. through a newsletter with information about the alumni of specific educational initiatives (with their consent) or information about upcoming EPAPA training.

When participating in the educational initiatives in Poland, citizens of Eastern Partnership countries most often expect to develop professionally, broaden their existing knowledge, and establish cooperation with Polish institutions and their employees. The researched initiatives meet these expectations to a substantial degree. In order to increase the relevance of the initiatives, one could consider the introduction of at least a short analysis of educational needs of the future participants before the start of each edition of traineeships at the CPM. As regards EPAPA, the analysis of needs could be more efficient if the NSPA employees establish working contacts with future participants via telephone/online messengers/social media.

A positive assessment has also been made of the sustainability of the initiatives evaluated in this study. The majority of respondents still use the knowledge gained during training, studies, and traineeships in their professional work. The participants of the projects also note that after participating in the projects their financial situation improved at least slightly.

Another important element of the sustainability of the evaluated projects are the professional contacts established between their participants. A definite majority declared that they had established such contacts and that they continued to maintain them. Sustainability could be improved by creating an online platform through which the Academy's alumni could contact each other.

The potential of all institutions involved in the implementation of the projects was also assessed positively. The project promoters' experience and the initiatives they undertook to improve and develop the evaluated projects justify their continuation. As regards the Polish instructors, the participants of traineeships, trainings, and studies value in particular their open attitude, sincerity, and willingness to share their experiences. Solutions offered to Ukraine under Polish development cooperation, which are based on Polish transformation experience, can be easily adapted to the Ukrainian conditions.

## I. OUTLINE OF THE EVALUATION CONCEPT

The report, *Evaluation of Polish Development Aid Provided through the Ministry of Foreign Affairs of the Republic of Poland to Support Reforms in Ukraine and Selected Educational Initiatives in the EaP countries in 2012-2016* was commissioned by the Ministry of Foreign Affairs (further referred to as MFA) to evaluate Polish development aid (further referred to as PDA). **IDEA of Development Foundation** was contracted to carry out the study following an open call for tenders. The evaluation was conducted between 25 July and 19 December 2017.

There are three components of the evaluation study. This part of the report evaluates Component III, the development and outcomes of selected initiatives carried out in Ukraine as part of Polish development cooperation and financed through the MFA in 2014-2016 out of the state budget's target reserve fund and MFA funds.

### I.1. STRUCTURING WORKSHOP

A structuring workshop was held at the MFA on 17 August 2017, following the preparation of a draft methodology report. Its purpose was to reconstruct the logic of the 2012-2016 Polish Development Aid Programme. The workshop results are presented in chapter II.1 of the report.

### I.2. DESK RESEARCH

Desk research was conducted at stage II of the evaluation report and consisted of an analysis of documents, data and media materials, and the outputs of educational projects/initiatives financed by Polish aid and implemented in the Eastern Partnership countries.

Documents, project applications, project implementation reports, and MFA's monitoring reports were analysed in detail. As a result, record cards of all educational projects/initiatives financed by Polish Aid and implemented in the Eastern Partnership countries were made and analysed qualitatively and quantitatively based on evaluation questions.

Data needed for benchmarking were analysed concurrently, as described in part I.5 of this chapter.

The analysis of data and media materials covered all the ongoing projects. Internet domains in Poland and abroad concerning all the ongoing projects were evaluated. Media content was also analysed using the available data and information from social networking sites to assess how they impacted the image of Polish aid.

### I.3. FIELD STUDIES

Field studies were conducted both in Poland and Ukraine. Under Component III of the evaluation report, all three educational initiatives financed by Polish aid and implemented in the Eastern Partnership countries were analysed in-depth.

The following field studies were conducted at stage IV of the evaluation report:

- individual in-depth interviews (IDIs),
- questionnaire surveys of project participants,
- bulletin board discussion,
- alumni tracking,

- telephone in-depth interviews used for benchmarking.

In order to prepare and conduct field studies in Ukraine, two-person research teams made two evaluation visits on 31 August-1 September 2017 and on 11 -13 October 2017.

#### 1.3.1. Individual in-depth interviews - IDIs

Individual in-depth interviews (IDIs) were conducted with people representing different categories of respondents: government administration coordinators, the NSPA and the Natolin campus of the College of Europe in Warsaw, partner organisations, and implementers of project initiatives, beneficiaries, MFA project supervisors and MFA senior management. The selection of respondents was intentional and resulted from the qualitative nature of individual interviews.

#### 1.3.2. Questionnaire survey

A questionnaire survey of project participants was conducted using CAWI (*computer assisted web interview*) technique by which respondents fill in online questionnaires. The questionnaires were translated into Ukrainian and English. Sixty-three questionnaires were obtained in Component III of the evaluation study. Even though attempts were made to obtain permission from the Secretariat of the Cabinet of Ministers of Ukraine to conduct a questionnaire survey among its employees and former trainees in this part of the evaluation, such permission was not granted within the prescribed time-limit. Consequently, the CAWI results do not cover the participants of traineeships in the Chancellery of the Prime Minister.

#### 1.3.3. Bulletin board discussion

A Bulletin Board Discussion (BBD) was conducted for each of the three initiatives separately in the period from 1 to 15 October in the form of a moderated discussion on an Internet forum. It included three rounds of questions published on different dates.

#### 1.3.4. Alumni tracking

Alumni tracking included the CAWI results, information obtained via a dedicated form with questions about the life and career paths of alumni of the evaluated initiatives, as well as the results of autobiographical narrative interviews. The autobiographical narrative interviews were conducted with six people. Four cases were selected from among the people who were included in alumni tracking and they were described as case studies.

### 1.4. CASE STUDIES

The following research techniques were used to prepare a case study:

- detailed desk research (e.g. project documentation/ project implementation reports),
- individual interviews conducted at home and abroad.

The following 5 case studies (of which 4 were required under the Contract's Terms of Reference) were conducted in Component III of the evaluation study, namely:

- a) two case studies concern the Eastern Partnership Academy of Public Administration's programme: one case study concerns a participant from Ukraine and the other case study concerns a participant from Georgia;



- b) one case study concerns a traineeship programme for employees of the Secretariat of the Cabinet of Ministers of Ukraine;
- c) two case studies concern education for Ukrainian citizens at the Natolin campus of the College of Europe in Warsaw.

Additionally, out of the five case studies that were conducted in Component III, two were in-depth studies.

At the stage of the methodological report, it was assumed that the in-depth case studies would present the best practices used in the evaluated projects to set a good example for other project promoters. In this situation an interesting career path, which was supported by participation in one of the evaluated initiatives, was taken into account. The case studies are included in Appendix 1 to this report.

## I.5. BENCHMARKING

In an attempt to find new solutions to apply to the model of Polish development aid, benchmarking in this study was used to identify good, innovative practices found in four selected developed countries (which carried out aid initiatives in Ukraine in 2012-2016) that could be implemented in Polish development aid. Switzerland, Germany, Lithuania and Sweden were selected for benchmarking as previously agreed to with the Contracting Authority.

The subject matter of the evaluation study and the Contracting Authority's information needs determined the scope of benchmarking which covered the following aspects:

- support for reforms implemented in Ukraine
- initiatives aimed at enhancing security in Ukraine
- education initiatives implemented for the citizens of Ukraine and other EaP countries.

Mainly these two benchmarking research techniques were used:

- desk research consisting in:
  - reports on development cooperation carried out by selected developed countries, including documentation relating to the mission, the strategy behind the implemented initiatives, the areas of support, the institutional environment, and reports on the impact of support,
  - websites concerning the development aid provided,
  - statistical data on provided aid (including financial data),
  - OECD/DAC (Development Assistance Committee) data and reports.
- individual interviews conducted in person or on the phone with people in charge of implementing aid initiatives in Ukraine.

The report on benchmarking results is presented in Appendix 2.

## I.6 PANELS OF EXPERTS AND SWOT ANALYSIS

At stage six of the evaluation, a SWOT/TOWS analysis was conducted and a panel of experts was organised to summarise the results of analyses of initiatives taken under Component III. The panel

was made up of specialists in development policy and development cooperation appointed by the MFA's Department of Development Cooperation (hereinafter referred to as the DDC).

## II. DESCRIPTION OF THE EVALUATION RESULTS – ANSWERS TO EVALUATION QUESTIONS

### II.1. RECONSTRUCTION OF INTERVENTION LOGIC

Polish development aid provided to Ukraine and other Eastern Partnership countries is oriented at achieving the objectives set out in Polish and international strategic documents.

In international relations, the objectives, directions and guidelines of development aid are set out in the Millennium Development Goals (MDGs) adopted by the United Nations in 2000, and in the follow-up 2030 Agenda for Sustainable Development adopted for 2015-2030 to implement sustainable development goals (SDGs). The new development agenda will be global in its scope (covering all countries) and will be aimed at multidimensional sustainable social, economic and environmental development.

The objectives of Polish foreign policy, including development aid and development cooperation realised when aid programmes were implemented in Ukraine, are set out in the *2012-2016 Polish Foreign Policy Priorities*. The *2017-2021 Polish Foreign Policy Strategy* sets out the current strategy. These two documents emphasize the importance of cooperation with the Eastern Partnership countries and with Ukraine in particular. The strategic objective of cooperation and aid provided to the Eastern Partnership countries is to increase their social and economic stability and thus to raise the level of Poland's security. Sharing experiences and supporting democratisation processes, the rule of law and modernisation reforms that foster political transformation and social and economic development help to achieve this objective.

The objectives and priorities of Polish development aid, which are the subject matter of this evaluation, are set out in the *2012-2015 Multiannual Development Cooperation Programme* and the *2016-2020 Multiannual Development Cooperation Programme*. Aiding broadly understood social and economic development of developing countries and their societies is the main objective of Polish aid.

Aid recipients also see Poland in a better light and this helps Polish foreign policy to achieve its overall objectives using soft power instruments.

The Eastern Partnership countries, i.e. Belarus, Georgia, Moldova and Ukraine in particular are the main geographical priorities of Polish development cooperation. Aid provided to Ukraine is implemented under the following priorities for 2012-2015:

1. Public security and border management
2. Regional development, public and local government administration capacity building
3. Small and medium-sized enterprises and job creation

Also as part of the following priorities for 2016-2020:

1. Good governance
2. Human capital
3. Entrepreneurship and the private sector.

The initiatives implemented under Component III of this evaluation study supplement initiatives implemented in projects evaluated in Component I. Their primary objective is to support the development of independent and professional civil service in Ukraine at the different levels of administration. Initiatives offered to Ukraine are geared towards assisting the development of

human resources capable of implementing needed reforms supported by project initiatives in Component I.

The programme of the Eastern Partnership Academy of Public Administration has been implemented by the NSPA since 2011. It was created by the NSPA on the initiative of the Ministry of Foreign Affairs. The initiative was reflected in the final declaration adopted at the Eastern Partnership Summit in Warsaw on 30 September 2011. Under this initiative, training is offered in thematic modules, such as: public-private partnership, social communication, public sector economy, public administration management (including project management), local government, European integration, European Union institutions and law, or civil service. The programme is addressed to civil servants from the following countries: Armenia, Azerbaijan, Belarus, Georgia, Moldova, and Ukraine. In 2016, it was included in the *2016-2020 Multiannual Development Cooperation Programme* as a flagship initiative, one that is carried out cyclically or continuously thanks to which Polish aid can be present in selected areas for many years.

The idea to enter into agreements that would initiate direct contacts between the Chancellery of the Prime Minister and the Secretariat of the Cabinet of Ministers of Ukraine (including a traineeship system at the CPM) was presented to Ukraine in mid-2008. The official documents defining the rules of cooperation, *“Agreements between the Chancellery of the Prime Minister and the Secretariat of the Cabinet of Ministers of Ukraine on Cooperation in Developing Direct Contacts,”* were signed on 10 March 2009 in Warsaw and on 13 March 2009 in Kiev. Pursuant to these agreements (and signed detailed protocols thereto), 15-day traineeships at the Chancellery of the Prime Minister were organised for 60 employees of the Secretariat of the Cabinet of Ministers of Ukraine from April 2009 to September 2016 with the financial support of the MFA’s Polish foreign aid programme.

The project, *Education for Ukrainian Citizens at the College of Europe in Natolin*, is a scholarship programme for post-graduate students which has been implemented since 2012 in 10-month cycles from August to June. The studies cover the following areas:

- international relations and EU diplomacy,
- European law,
- European political and administration studies,
- European economic studies,
- European interdisciplinary studies,
- Transatlantic studies.

In the 2012-2016 period (including the 2016/2017 academic year), twenty-three persons received scholarships.

## II.2. IMPACT

Whether and if yes, then to what extent, the qualifications obtained in the course of educational initiatives impact the careers of participants of trainings/traineeships/studies and changes in their surroundings (particularly the development of the institutions where they work)?

Did impact include benefits related to the so-called soft power diplomacy? (To what extent? /In what development initiatives in particular?) Which PDA initiatives helped the most to raise the visibility of the best Polish experiences and to promote Poland's image as a valuable partner with stable development prospects? How can the correlation between Polish development aid in Ukraine and the achievement of the objectives of Polish foreign policy be strengthened?

### II.2.1. IMPACT ASSESSMENT

Initiatives evaluated under Component III were implemented in 2012-2016 by three initiators: the Chancellery of the Prime Minister of the Republic of Poland (CPM), the National School of Public Administration (NSPA), and the College of Europe in Natolin (CE in Natolin).

Traineeships at the Chancellery of the Prime Minister for employees of the Secretariat of the Cabinet of Ministers of Ukraine were initiated by political agreements between the two institutions. The aim of initiatives implemented by the CPM was to develop direct contacts between employees of the Chancellery of the Prime Minister and the Secretariat of the Cabinet of Ministers of Ukraine to enable them to share experiences and improve skills which the Ukrainian side could later use in the process of increasing the efficiency of operation of the highest Ukrainian government administration institution, specifically in view of the ongoing reorganisation and the need for developing new forms of action. This objective is achieved by organising traineeships at the Chancellery of the Prime Minister for employees of the Secretariat of the Cabinet of Ministers of Ukraine and the participation of trainees in meetings at central government institutions.

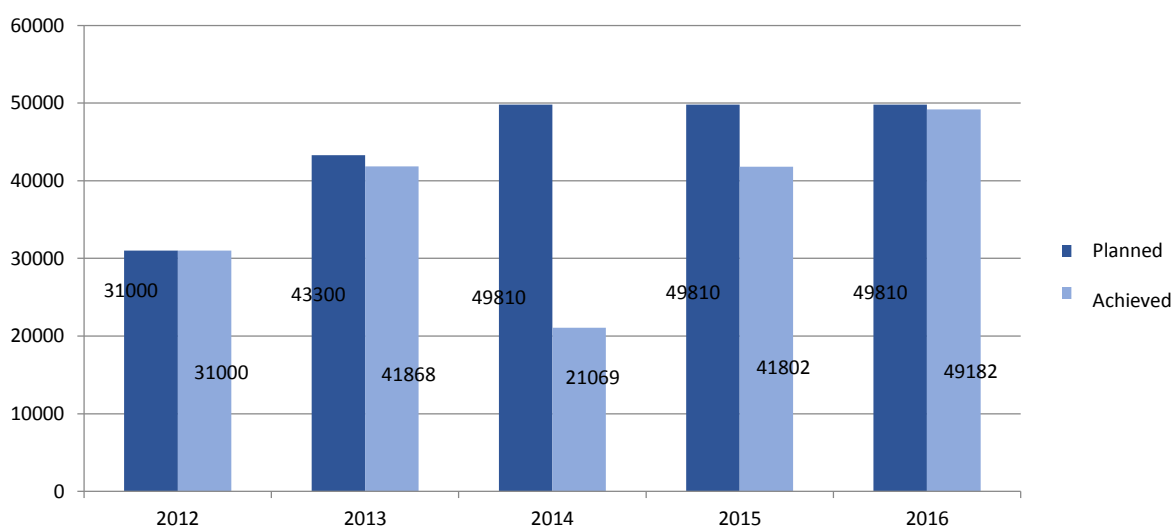
As part of project initiatives carried out during the period covered by the evaluation study, nine 15-day visits were organised for representatives of the Secretariat of the Cabinet of Ministers of Ukraine, in which 36 people participated during the 2012-2016 period. Each year, 8 people participated in traineeships, except for 2014, when due to the internal situation in Ukraine, a representative of the Minister of the Cabinet of Ministers of the Secretariat of the Cabinet of Ministers of Ukraine communicated to the Polish side that a decision was taken to suspend the implementation of one edition. The decision to reactivate traineeships was communicated by Ukraine in July 2014 and, as a result, only four people instead of eight participated in the project.

Close to 185 000 PLN<sup>1</sup> was spent on initiatives connected with the organisation of traineeships in 2012-2016 and the budget was executed in 83%. The cancellation of one edition of traineeships by the Ukrainian side in 2014 was the main reason why the budget was not fully executed. Another reason were the lower than planned costs of travel and accommodation which led to savings. The chart below shows the size of the project's annual budgets.

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<sup>1</sup> Information about funds spent on implementing individual evaluated initiatives is based on individual project implementation reports.

Chart 1: Annual distribution of the CPM traineeship projects budget



Source: Authors' own analysis based on project implementation reports in 2012-2016

The projects implemented in 2012-2016 were the only ones oriented at broadening cooperation between the Chancellery of the Prime Minister and the Secretariat of the Cabinet of Ministers of Ukraine and did not have exact counterparts in the initiatives implemented by other organisations and institutions.

All traineeship editions were organised in a similar way. During their stay, the trainees learned about the work of 10-13 departments of the Chancellery of the Prime Minister (such as the Office of Director General, the Department of Foreign Affairs, the Legal Department, the Department of Civil Service, the Government Legislation Centre, the Department of Parliamentary Affairs, the Department of Civic Affairs, the Government Information Centre, the Department of the Council of Ministers, the Department of the Committee of the Council of Ministers). Trainees also had an opportunity to visit the Ministry of the Economy (currently the Ministry of Economic Development), the Ministry of Foreign Affairs and the Chancellery of the Sejm. Meetings with representatives of the CPM departments and other institutions were organised in the form of presentations during which trainees were familiarised with regulatory and organisational acts and selected substantive topics dealt with by the respective institutions. The presentation was usually followed by a discussion between the Polish government employees and the representatives of the Secretariat of the Cabinet of Ministers of Ukraine on issues of specific interest to the Ukrainian participants. All traineeship participants visit all of the institutions, regardless of the area of their professional interest.

Participants of traineeships noted that they gained overall knowledge that allows them to compare the functioning of the two institutions: the Secretariat of the Cabinet of Ministers of Ukraine and the Chancellery of the Prime Minister in Poland. This knowledge allows the participants of traineeships to design the development of the Secretariat's functions on the basis of the Polish experience, including issues such as the division of competencies between the ministries, politically nominated employees and civil servants, as well as what should distinguish these types of competencies.

Participants especially appreciate the opportunity to have direct contact with their counterparts at the CPM, their open approach and willingness to share their knowledge and experiences (both positive and negative), thanks to which the participants from Ukraine are able to avoid Poland's errors during the implementation of similar reforms. The experience of transformation and the alignment of the domestic law with EU standards was particularly important for the participants.

Notable effects most certainly include those resulting from direct contact with Polish government employees. The Ukrainian side has learned about the functioning of the civil service directly from practitioners. However, the study indicates that, with the exception of the Department of Foreign Affairs of the Chancellery of the Prime Minister (DFA), other CPM departments are not maintaining or benefitting from contacts with the trainees in their work. This is explained by the fact that foreign affairs fall outside the competence of individual departments. In the case of the DFA, both sides use such contacts during the organisation of official visits of representatives of the CPM in Ukraine and representatives of the Secretariat of the Cabinet of Ministers of Ukraine in Poland. The participants of traineeships from Ukraine greatly appreciate the opportunity to establish contacts with their Polish counterparts and indicate that they would like to use these contacts more often in the future.

The efficiency of traineeship and the intensity of contacts between Poland and Ukraine would be increased by specialising the traineeship programme and placing more emphasis on the practical aspects of the traineeship in Poland. The organisers of meetings at the CPM refer to specific implemented tasks, but the trainees do not participate in the work of particular departments nor do they receive any tasks to complete during their stay in Poland. The participants themselves notice that the efficiency of their stay would be enhanced if each of them could spend some time in the department corresponding to their own position in the Secretariat. It seems that a longer (more than one or two days) participation in the practical part of the traineeship, for instance full two weeks spent by the trainee in a single department corresponding to his professional interests, could make the traineeships more efficient (Recommendation 1).

It seems that this change will significantly contribute to multiplying the effects of the traineeships and provide their participants not only with knowledge about how the Polish administration functions, but also with the experience of working inside the Polish administrative structures in the area of their professional interests. Moreover, it should lead to closer and more frequent contacts between the trainees and CPM employees. In 2018, the initiative will be implemented for the last time in its present form and on the basis of the currently applicable regulations. If both parties decide to continue this cooperation, a discussion about a new form of traineeship with representatives of the Secretariat who will be participating in the traineeships in 2018 is worth considering.

**The Eastern Partnership Academy of Public Administration (EPAPA) Programme** has been implemented by NSPA since 2011. During the period under evaluation, several training sessions were organised. Some of them were addressed to particular countries like the local government reform in Georgia or preparing Belarus for accession to the World Trade Organisation, and some to selected EaP countries, e.g. European integration (Moldova and Georgia) or the implementation of the association agreement with the EU and of the deep free trade area agreement (Georgia, Moldova, Ukraine). Some other modules covered all the EaP countries.

A training cycle for just one EaP country, Ukraine or Georgia, was organised when a specific problem was considered particularly important for that country. A cycle of trainings for representatives of the Ukrainian administration in the area of anti-corruption initiatives is one such example. In 2014, representatives of Ukraine voiced the need to increase the number of members of the Ukrainian delegation who will participate in trainings organised by NSPA in this area. For this reason, a special training cycle on anti-corruption issues was organised for Ukrainian representatives in 2015 and 2016.

Training initiatives covered the following issues:

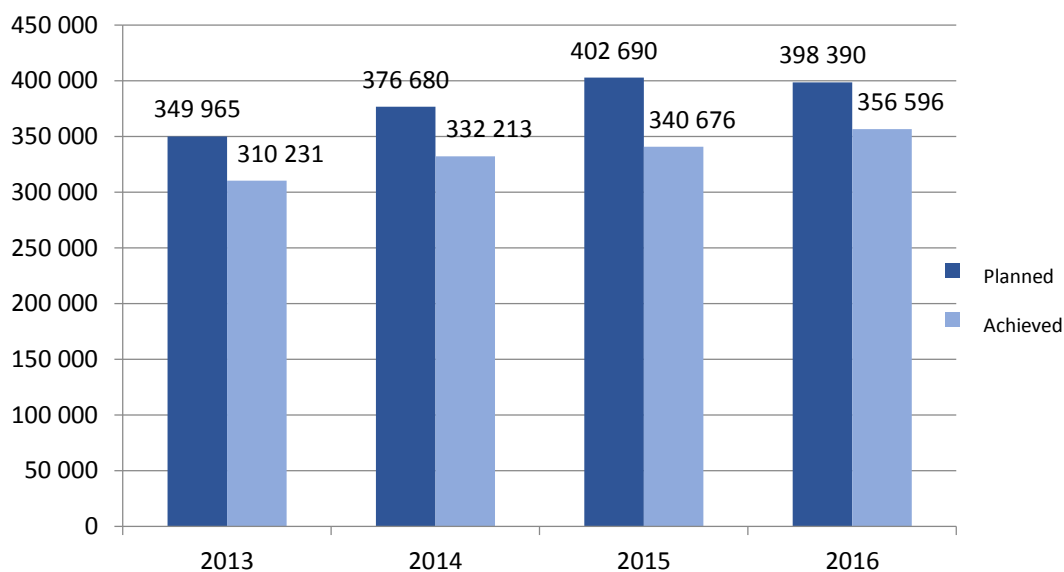
- local government reform in Georgia – all modules in 2013-2016 included training in this area for representatives of central and local government in Georgia. The training covered topics related to local government, such as local government financing, spatial planning, cooperation with non-governmental organisations, or municipal service management. Polish examples were used to present experiences relating to the implementation of EU funds or local and regional development. Competencies of local government authorities and the implementation of local government reform were also discussed.
- civil service – rules, institutions, and practice – this component was implemented each year and included topics such as the Polish model of civil service, trends of change in the EU civil service, human resources management in EU institutions, human resources policy in the Polish civil service.
- EU negotiations – in 2013-2014, the areas covered included topics related to the countries' accession to the EU, the legal, procedural, and practical aspects of negotiating EU membership, the process of EU association based on the Polish example, the decision-making process in EU institutions in connection with the EU's association with a third country, as part of visa-free travel, negotiation challenges in the course of trade liberalisation as part of the association.
- preparation of Belarus for accession to the World Trade Organisation – the training covered legal, procedural, and practical aspects of joining the World Trade Organisation in the context of the Polish experience.
- anti-corruption – the training covered Polish experience of developing and efficiently implementing anti-corruption programmes in ministries, as well as Polish experience in fighting and preventing corruption through a specialised anti-corruption government agency (the Central Anti-Corruption Bureau) and other institutions dealing with corruption.
- implementation of association agreement with the EU and deep free trade area agreement – representatives of EaP countries learnt about topics such as the legal, procedural, and practical aspects of negotiating EU membership, experiences in the area of preparing for membership, as well as topics related to free trade area.
- implementation of DCFTA agreements in the area of agriculture and trade in agricultural products: topics included experiences of the Polish administration in the pre-accession period relating to preparation of the agricultural sector to comply with EU norms in areas



such as food quality, trade, veterinary and phytosanitary issues, and the practical effects of adapting farms/production facilities to the EU market.

A total of 1.3 million PLN was spent on organising training sessions for representatives of public administration from the Eastern Partnership countries in 2013-2016. The planned budget was executed in 88%. Budget savings came mostly from lower prices for hotel and transportation services contracted under a tender procedure. Additionally, due to legal regulations in place in the Ministry of the Foreign Affairs which prohibit its employees from receiving additional remuneration, the funds allocated in the budget for these initiatives were not used. The budget was not fully executed also because some training sessions were attended by fewer participants than planned. The chart below illustrates how the budget was spent in different years.

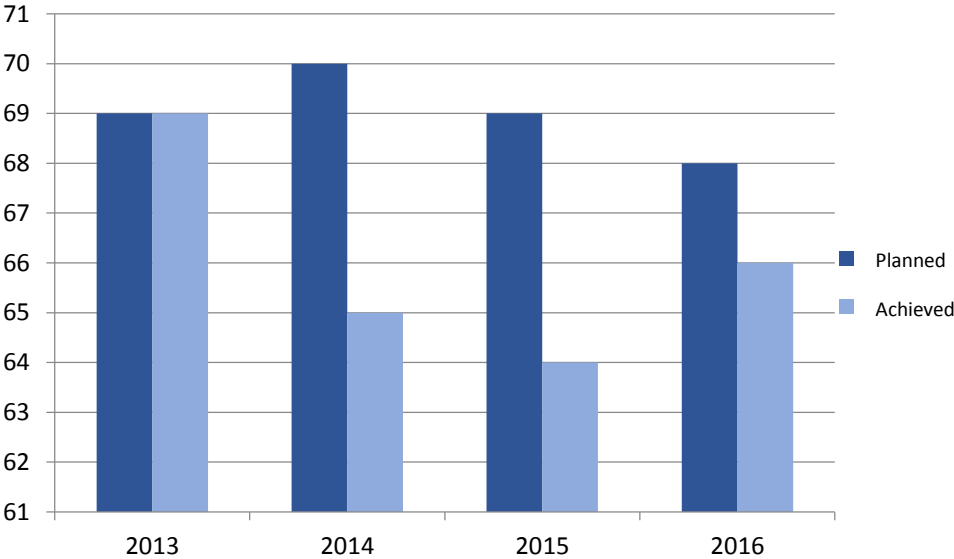
**Chart 2: EPAPA expenditure in each year (PLN)**



*Source: Authors' own analysis based on project implementation reports in 2013-2016*

As a result of the training initiatives implemented by NSPA, a total of 264 people from Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine attended training sessions. The chart below shows the distribution of participants in each year.

**Chart 3: Number of people trained within EPAPA in each year**

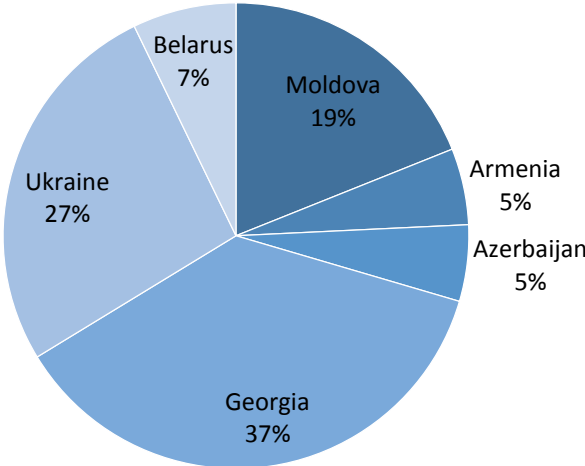


*Source: Authors' own analysis based on reports on implementation of projects over 2013-2016*

The non-fulfilment of the number of people trained is a result of the fact that part of the training sessions were attended by fewer people than was originally planned.

The largest number of participants of all training implemented over 2013-2016 came from Georgia and Ukraine. The fewest came from Armenia and Azerbaijan. The chart below presents the distribution of participants by nationality shown in percentage.

**Chart 4: Percentage distribution of participants of EPAPA trainings**



*Source: Authors' own analysis based on project implementation reports in 2013-2016*

Depending on the implemented module, the most important outcomes of the trainings are as follows:

- broadening of the participants' knowledge of the Polish local government model by getting information on the functioning of the local government in Poland and gaining knowledge of the functioning of the local government in three types of municipalities: village, town, and metropolitan as well as in the area of social assistance, land management, local government financing, water and wastewater management,
- strengthening administrative capabilities of training participants in matters relating to European integration in Ukraine, Georgia, and Moldova,
- increasing participants' knowledge about the methodology of law harmonisation and how to get EU funding for adjustment processes,
- becoming familiar with the Polish experience of adjusting agriculture to EU standards and integration with the EU market by learning about initiatives undertaken by the Polish administration in the pre-accession period to prepare the agricultural sector to comply with EU norms in such areas as food quality, trade, veterinary and phytosanitary issues, as well as investigating the practical outcomes of adjusting farms/production facilities of the food and agriculture sector to rules of operation on the EU market,
- increasing competencies in the area of general knowledge of the WTO, its rules of cooperation and the obligations resulting from WTO membership as well as in the area of legislative process and regulations on protection of intellectual property after Poland's accession to the WTO,
- increasing potential competencies of public administration employees in the EaP countries involved in civil service reform and implementation of human resources management processes in their institutions through solutions such as genuine participation in human resources processes implemented in Polish institutions, e.g. recruitment, periodic performance review,
- increasing potential competencies of public administration employees in Ukraine in the area of preventing corruption at national and ministerial levels.

The training conducted in the Academy contributed mainly to increasing the competence of participants in the areas covered, but also allowed them to learn about the specificity of the different Eastern Partnership countries in relation to such issues as civil service or the local government in the case of trainings attended by representatives of all Eastern Partnership countries. Networking of people who participated in each edition of the EPAPA Programme is another aspect of its realisation. Polish respondents who took part in individual interviews also mentioned closer cooperation between the institutions involved in the organisation of training sessions (the NSPA and the DCS) as a positive outcome. Long-term effects of the training will become evident once the participants begin to use the knowledge they gained and implement the Polish solutions in their institutions. Information about such cases was provided during the evaluation study and is included in the next part of this report.

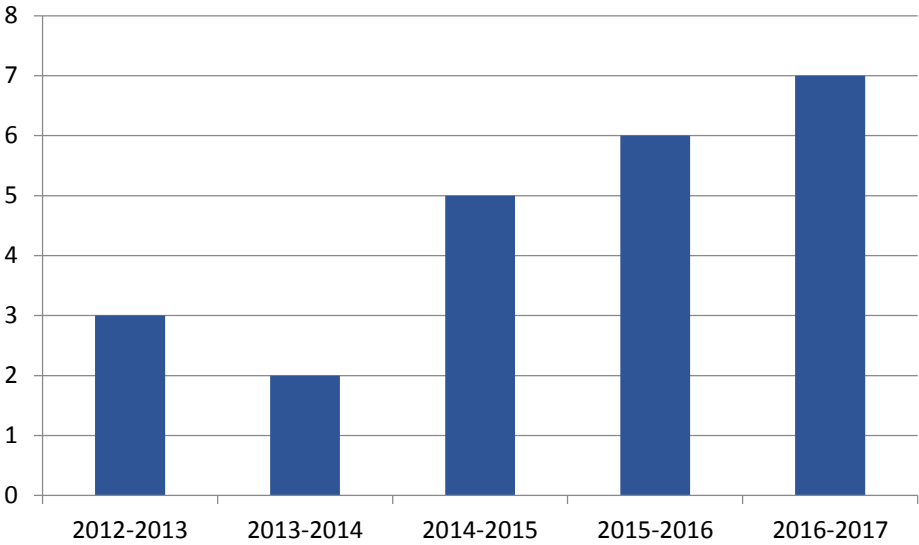
In the case of the Academy, there were instances of knowledge diffusion inside organisations that sent their employees to Poland. In the cases of some trainees from Georgia and Ukraine, after their

return home, meetings were organised in the institution to share their experiences gained from participating in the Academy. In the Ukrainian President’s Administration, after completion of training on developing ministerial anti-corruption programmes, materials from the entire module were made available to other employees via official intranet network. A critical factor of the success of popularising the Polish experience at a given institution is the attitude of co-workers of the participants of the Academy’s programme. An open attitude towards the Polish experience is not to be taken for granted, which was the experience of one EPAPA participant who met with no interest in learning about the outcomes of the training from his co-workers. Nevertheless, it is worthwhile to promote the attitude of some participants towards sharing of the knowledge gained during the Academy (Recommendation 2). Such solutions could be promoted at organizational meetings in the EPAPA during meetings opening the Academy or summarizing a given edition. During their stay, EPAPA participants could also prepare a presentation based on the Polish experience, which they could present to colleagues in other organizational units upon their return home.

In the case of the initiative **Education for Citizens of Ukraine at the College of Europe in Natolin**, a total of 23 students from Ukraine participated in 5 editions of the studies. Since 2012, when the scholarship was awarded to 3 students, the annual number of awarded scholarships gradually increased to 7 in 2016-2017.

The chart below shows the number of students who were awarded scholarships to study at the College of Europe in Natolin each year.

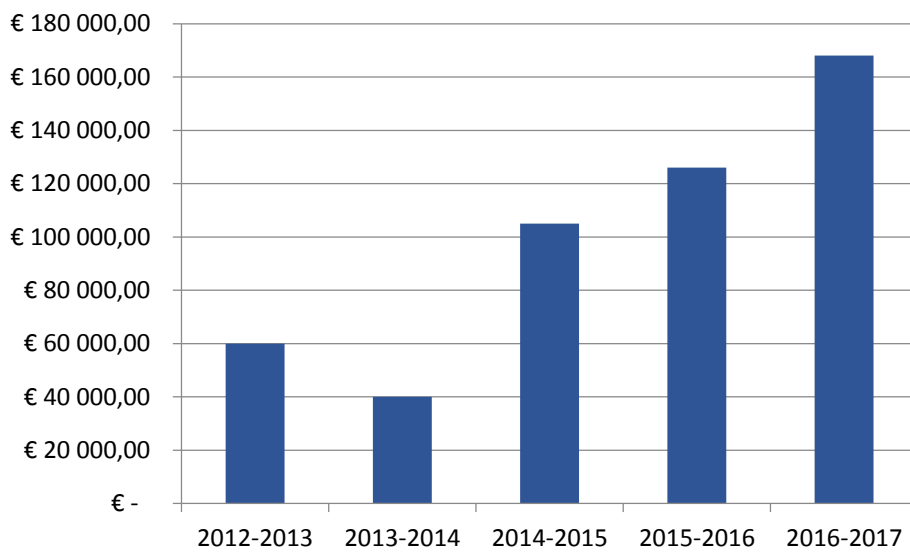
**Chart 5: Number of students participating in postgraduate studies at CE Natolin each year**



*Source: Authors’ own analysis based on project implementation reports in 2012-2017*

Nearly 0.5 million EUR was spent on scholarships for postgraduate students in 2012-2017 and its amount increased from 20 000 EUR/person to 24 000 EUR/person in 2016.

Chart 6: Scholarship expenditures in different years



Source: Authors' own analysis based on project implementation reports in 2012-2017

Following an analysis of alumni tracking done by the College of Europe in Natolin, it can be concluded that increased employment opportunities for the project participants at government institutions at home and in EU institutions is a long-term outcome of the implemented projects. Currently, of the 17 alumni of the College of Europe who maintain contact with the school, 71% are employed, while others are looking for work. 23% of alumni work in non-government organisations, 18% in international organisations, and 12% in public institutions. On this basis it can be concluded that the knowledge and skills gained in the course of postgraduate studies could have had a significant impact on career development of the alumni, especially considering the fact that most of them found employment outside Ukraine in countries such as Germany or Poland. Only 35% of alumni are employed in their country of origin<sup>2</sup>.

Assessment of the effects achieved in the case of scholarships for Ukrainian citizens at the College of Europe in Natolin is made easier by the fact that the College has begun to build a system for tracking the paths of their alumni. Alumni reunions are organised on a regular basis and there are active alumni groups on social media. These initiatives enable the College to track the career paths of at least some of their alumni on an ongoing basis.

One of the more important impacts achieved because of the studies at the College of Europe in Natolin is an in-depth knowledge of the functioning of the European Union, its structure, international and global relationships, as well as the working system of the European administration, and European values.

Improvement of various soft skills, including skills required for communication, negotiation, teamwork, or working in an international environment is an important impact that the interviewees emphasized. Skills such as negotiation and diplomacy are impacted by the fact that part of the tasks

<sup>2</sup> All data quoted in this paragraph was taken from the alumni tracking system of the College of Europe in Natolin.

are organised in the form of teamwork, during which students encounter different viewpoints and opinions expressed by other team members, but they have to arrive at a common position and, as one of the alumni put it, *"not to ruin their relationship."* In such situations students from Ukraine feel equal to students from other countries and do not feel like "second-class" students. This enables to create a group of people who originate from different countries and learn to talk to one other and find a common language.

Students also have the opportunity to develop language competencies – the College offers free English, French, Italian, German, Spanish, Polish, Russian, and Arabic classes. Such a wide range of options increases their chances on the international market, which is reflected in their career paths; College alumni work in such countries as Belgium, Poland, Germany, the Netherlands, Canada, Austria, and, of course, Ukraine.

What is also important to alumni's career development is the fact that during the course of the studies they create a network of contacts. The College facilitates it by organising regular alumni reunions. Some trainees maintain these contacts only on a personal level, while others use them also for professional purposes.

As regards the impacts, the alumni of the College of Europe in Natolin also notice the relevance of preparation – both in terms of knowledge and the necessary skills – to pursue their chosen career paths in the Ukrainian administration, media, non-governmental organisations or international institutions.

Even before coming to Poland to study, recipients of the MFA scholarship at the College of Europe in Natolin had a reform-oriented and European-oriented attitude. Such a choice of students could be the result of the right recruitment and could result in strengthening the impact intended by the MFA, which is to support the preparation of civil service in Ukraine.

Students commence the studies at the College usually with a certain plan and an awareness of the direction in which they want to develop professionally. In most cases, even if not directly enabling the participants to achieve a given professional goal, the studies certainly provide an ideal basis for pursuing a selected path.

Upon completing the studies, some of the alumni do not enter the Ukrainian civil service and instead choose to gain experience at one of the European institutions or look for a job outside Ukraine. It does not mean that by choosing employment outside of Ukraine they will not contribute to their home country's development. An example is a College alumnus described in Case Study 5 who works in an international organisation where she implements projects for the development of the civil society in Ukraine.

However, despite all the positive aspects of scholarships at the College of Europe in Natolin, it seems that the objective of supporting the creation of a pro-European Ukrainian administration is not entirely fulfilled. There are at least two reasons for this.

The diploma of the College, which is a European school of tertiary education, opens the door for scholarship participants from Ukraine to employment opportunities in the European Union Member States. A common practice after graduating from the College is to enter a six or twelve month

traineeship at an EU institution. Upon completing the traineeship, some alumni decide to return to Ukraine, while others find employment outside of their home country.

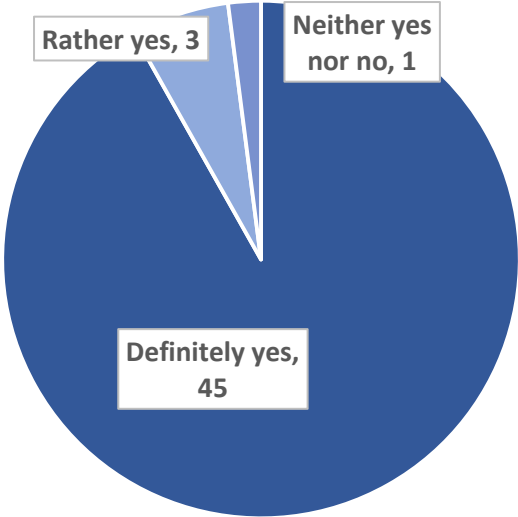
One of the barriers to immediate return to Ukraine is still the lack of complete transparency during recruitment for civil service and foreign service positions. This leads to difficulties in passing the recruitment process. Another important factor in making a decision about taking a job with the Ukrainian government administration is certainly its economic aspect since, as declared by respondents, civil servants in Ukraine are poorly paid. For this reason, they often seek employment in the private sector or abroad.

Ukraine does not take any steps to encourage the College of Europe alumni to return. Thus, the potential of scholarship recipients is not fully used. For this reason, it is recommended to increase the involvement of Ukraine in benefitting from the effects of this initiative, e.g. by offering interested alumni two-three month traineeships at one of the central ministries. Traineeships of this type could be the first step to further service in the Ukrainian administration (Recommendation 3).

To sum up, the scholarships at the College of Europe in Natolin give their alumni a solid basis for finding employment and certainly have the potential to achieve the objective intended by the MFA of strengthening the Ukrainian civil service. The important aspects include a very broad knowledge of topics related to European integration and international relations and developing soft skills: communication, negotiation, teamwork, working in an international environment, as well as knowledge of foreign languages.

In a quantitative study, respondents give a very positive assessment of their participation in the EPAPA initiatives and postgraduate studies at the College of Europe in Natolin.

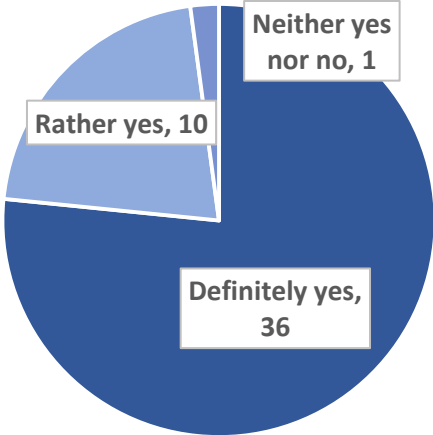
Chart 7: Would you recommend participating in a similar project to other people?



Source: Authors' own analysis based on CAWI study, N=49

A definite majority, 36 out of 47 respondents, would recommend participating in a similar project to other people. Only 1 person was undecided and there were no responses against recommending. This means that the people who participated in the project were satisfied with it.

Chart 8: Do you think it was worthwhile to devote your time to participating in this project?



Source: Authors' own analysis based on CAWI study, N= 47

A majority of respondents also believe that it was worthwhile to devote their time to participating in this project. 36 out of 47 respondents believe that it was definitely worthwhile to participate in the project, while 10 people believe that it was rather worthwhile to participate in it. Only 1 person is undecided, while again, none of the respondents gave a negative answer.

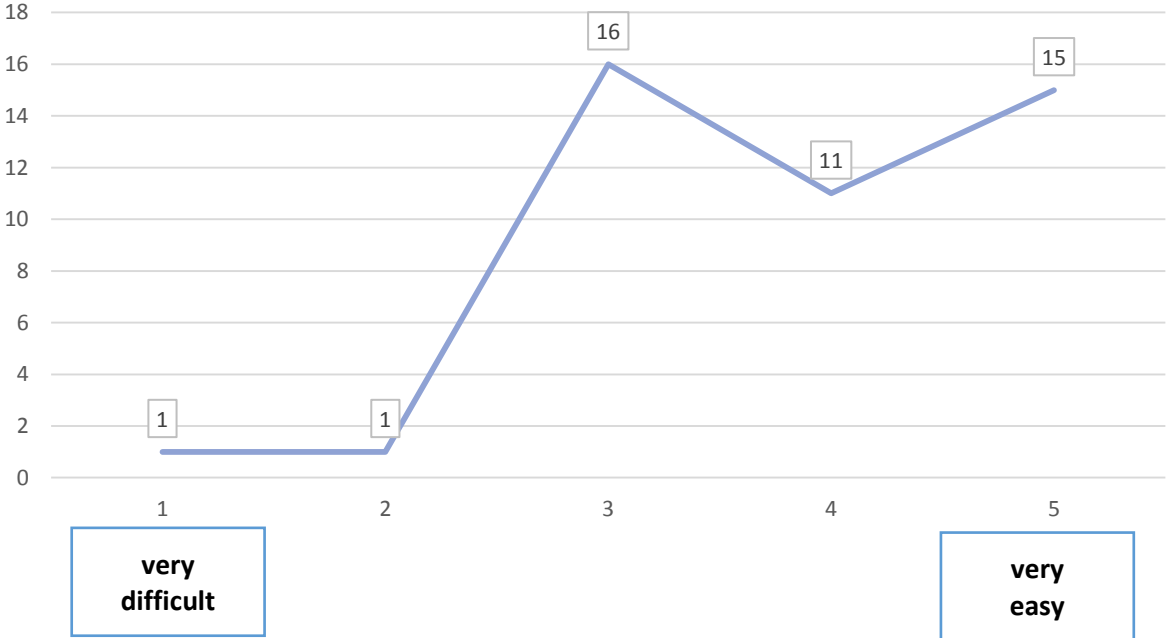


**Chart 9: Which element of the project do you consider the most valuable from the perspective of your professional development?**



*Source: Authors' own analysis based on CAWI study, N= 45*

**Chart 10: How easy or difficult was it to qualify for the traineeships/studies/training on a scale from 1 to 5 (1 meaning "very difficult" and 5 – "very easy")**



*Source: Authors' own analysis based on CAWI study, N= 44*

Elements of most importance to participants of the evaluated initiatives included knowledge that was presented to them and the opportunity to engage in conversations about individual professional experiences with people from other countries. Among the most valuable elements of the project, respondents most frequently indicate knowledge gained during training or studies (22 respondents) and the opportunity to share experiences with people from other countries (12 respondents). Each of the two: the opportunity to study in Poland and in an international environment were indicated as the most valuable element of the project by 5 people. One person indicated a review of local government systems as an important element of the project.

The evaluated initiatives are regarded as easily accessible to citizens of Ukraine and Eastern Partnership countries. Twenty-six respondents believe that it was easy or even very easy to qualify for the studies and training. Only 2 out of 44 respondents believe it was difficult to qualify for the Polish aid initiatives.

None of the above-mentioned initiatives include agreements – known to be included by other sources of funding – that obligate the recipients of training, traineeships, and scholarships to participate in their evaluation. This prevents the financing institution of the initiatives, in this case the Ministry of Foreign Affairs, from requiring the beneficiaries to participate in evaluation studies. In the case of the above-mentioned initiatives, agreements could be replaced by statements. Such statements of consent to participate in evaluation studies, containing contact information (e.g. e-mail, telephone number) and collected by organisers (the CPM, the NSPA, the College of Europe in Natolin) would certainly facilitate gaining knowledge about the impacts achieved by participating in this type of initiatives (Recommendation 4).

All three researched initiatives are implemented with the objective of creating competent staff in the Ukrainian administration. However, detailed objectives of these initiatives vary and are oriented at different target groups. This leads to a lack of coordination of the initiatives with each other. It seems that increasing coordination would be advantageous for all the evaluated initiatives. It is not about thematic coordination but about exchanging information on what happens in each initiative, e.g. providing participants of traineeships at the CPM and EPAPA with information about alumni of the College of Europe in Natolin (upon consent of the interested parties), or providing information about upcoming EPAPA trainings to participants/alumni at the CPM, the EPAPA, and the College of Europe in Natolin. Such initiatives could be implemented e.g. in a newsletter sent to the participants. However, implementing this point will not be possible without implementing Recommendation 4 described above (Recommendation 5).

### II.2.2. Image impact

In case of traineeships at the Chancellery of the Prime Minister for employees of the Secretariat of the Cabinet of Ministers of Ukraine, it should be noted that other donors do not have such initiatives. All traineeship participants are certainly impacted by the "soft power of diplomacy" by demonstrating how procedures operate in the Chancellery of the Prime Minister, one of Poland's more important offices. It is also very important to present to Ukrainian trainees the rules of functioning of the civil service, including matters such as organisation and structure of the civil service, recruitment and selection rules, the current civil service code of ethics, paths of professional

development, etc. Through their visits to the CPM, more employees of the Secretariat of the Cabinet of Ministers of Ukraine have the opportunity to learn about the requirements for an effective central government administration, civil service standards, and selected topics of Polish legislation. These elements alone impact the way Ukrainian trainees perceive reforms in the above-mentioned areas which are necessary in their home country.

The cooperation between the Chancellery of the Prime Minister and the Secretariat of the Cabinet of Ministers of Ukraine seems to have a positive impact on Poland's image in Ukraine, at least with regard to trainees and their closest environment. Trainees are impressed by Poland's development as a European country and they take note of both the bigger reforms and the smaller changes, e.g. introduction of flexible working hours at the CPM.

As regards the Eastern Partnership Academy of Public Administration, one may speak of a positive impact on Poland's image from an international perspective. Above all, it is one of the few educational initiatives with such prominent involvement from the MFA itself. By implementing the Academy's programme, Poland fulfils the Eastern Partnership obligations and this initiative is recognised internationally, also by the European Commission because, for one, it is financed with national funds. People involved with the EPAPA said that the EC frequently uses the Academy as a positive example. Other EU Member States sometimes ask questions about the Polish experiences in respect of implementing this kind of educational programme.

On the individual level of training participants, the Academy's impact is varied. People who have been to Poland before are less likely to change their image of Poland. At the same time, their perception of Poland before they came for the training was positive. First time visitors to Poland noted an improvement of their attitude.

Scholarships at the College of Europe in Natolin do not multiply the image impacts among a larger group of recipients. The study shows that that the College of Europe as a European school of tertiary education is known at least to some of Ukraine's ministries, non-governmental organisations, international organisations, or schools of tertiary education. Our interviews with alumni indicate that the College diploma can be a factor that facilitates finding employment (see Case Study 5). Completing studies at the College can therefore have a positive impact on an alumni's career development and while it does not play a decisive role, it constitutes a supporting element.

Students frequently indicate that they find out about the College from their supervisors, colleagues, or other informal sources, and not directly e.g. from recruitment posters placed in Ukrainian schools. However, it should be noted that the administration of the College of Europe in Natolin is working on increasing their recognisability in Ukraine through activities such as recruitment information meetings or study visits for Ukrainian students of a given year. Consequently, their recognisability in Ukraine is growing each year, which is evidenced by, among other things, a growing number of recruitment applications.

Students who come to Poland on a scholarship very often already have an established positive image of Poland as a European country which began transformation at more or less the same time as Ukraine and has significantly overtaken it in terms of development. Students are very interested in precisely this experience of transformation, they also want to learn the Polish language. After

completing the studies, their image of Poland as a European country remained unchanged, if not strengthened.

As regards the visibility of initiatives within Component III among external recipients, the average recipient will have more difficulty identifying them as initiatives within Polish development cooperation than in the case of e.g. Component I and II of this research.

Information about CPM traineeships for representatives of the Secretariat of the Cabinet of Ministers of Ukraine is included in the news section of the Chancellery's website, but the fact that they are funded by Polish aid is mentioned only in a description of the 2016 edition of the traineeships. In earlier years, there was no mention of it in the news posts. The published information does not include the Polish aid logotype. It only contains basic project information and a description of the target group. No information about traineeships was provided in the English language version of the CPM website or the [www.polskapomoc.gov.pl](http://www.polskapomoc.gov.pl) website.

The largest amount of online information is found about the Eastern Partnership Academy of Public Administration, to which the NSPA website dedicates a separate subpage. Besides general information about the EPAPA, it also contains descriptions of trainings conducted within particular modules each year, accompanied by photographic documentation. Video materials about the Academy in several language versions prepared by the MFA can also be found on YouTube. Additionally, in the news section of the Chancellery of the Prime Minister's website, there is information about the programme entitled "Civil Service Traineeships," implemented within the Academy (along with information of the initiative's funding by Polish development cooperation). Information about the EPAPA can also be found in different language versions on the websites of Polish diplomatic missions in the Eastern Partnership countries, the NSPA Facebook profile, as well as on [www.polskapomoc.gov.pl](http://www.polskapomoc.gov.pl) website.

Information about scholarships for Ukrainian students at the College of Europe is poorly visible on the College's website. In order to find it one must browse through information about scholarships organised by country. At any rate, information on the subpage dedicated to Ukraine boils down to a statement that the Polish government offers scholarships to students from this country without mentioning the fact that these scholarships are implemented as part of Polish development cooperation. Neither is information about scholarships visible on the [www.polskapomoc.gov.pl](http://www.polskapomoc.gov.pl) website, which only mentions the fact that scholarships in the academic year 2014/2015 received financing.

An analysis of media data shows that no information was found about initiatives evaluated under Component III in online issues of newspapers, etc. Neither were any references to the above-mentioned initiatives found on websites operated by entities from the Eastern Partnership countries.

In assessing the availability of information on the initiatives researched under Component III, one needs to consider the specificity of these initiatives, which is different from projects implemented as part of Components I and II. Since they are oriented at a limited group of people, they do not have the media support in the form of dedicated websites, social media channels, etc. Nevertheless, in order to strengthen the image impact of the Polish development cooperation, it would be

worthwhile to develop a coherent approach to providing information on educational initiatives by setting a minimum scope of information that should be provided (Recommendation 6).

Information on the above-mentioned projects presented on websites could at least:

- contain logotypes of Polish aid and donor information,
- present the projects' outcomes in figures, but also from the perspective of individual recipients, for example,
- include photographic documentation,
- in the case of the College of Europe, one might consider publishing short information on its scholarship award criteria.

#### CONCLUSIONS

1. In case of the CPM traineeships for representatives of the Secretariat of the Cabinet of Ministers of Ukraine, a direct contact with Polish government employees is very valuable. Through contact with practitioners, trainees have the opportunity to learn about both positive and negative Polish experiences. However, the practical value of traineeships could nevertheless still be improved.
2. The Eastern Partnership Academy of Public Administration has contributed to raising the competence of participants, familiarising them with the specificity of individual Eastern Partnership countries (in the case of training attended by representatives of all the EaP countries), as well as networking of participants and closer cooperation between institutions involved in organising the training.
3. The most important aspects for participants and alumni of the EPAPA and the College of Europe in Natolin are the provided knowledge and the opportunity to hold conversations about individual professional experiences with people from other countries.
4. Another important impact of the studies in Natolin is the improvement of various 'soft skills', such as communication, negotiation, teamwork, working in an international environment, or language skills. The knowledge and skills gained during the postgraduate studies could have had a significant impact on the career development of the College of Europe alumni.
5. The studies at the College of Europe in Natolin lead to employment opportunities for the project participants in different types of government institutions in Ukraine, the EU institutions, non-governmental organisations, or international organisations. However, Ukraine has not fully tapped into this potential.
6. Lack of all participants of educational initiatives' contact data can make the monitoring of impacts of the implemented support more difficult.
7. Initiatives implemented in Component III solidify the positive image of Poland among its participants.
8. The evaluated educational initiatives have received less media coverage than the projects implemented in Components I and II.

#### RECOMMENDATIONS

1. Enable the CPM trainees to spend more time in the department that corresponds to their place of work in the Secretariat and is relevant to their professional interests.
2. Disseminate good practice of knowledge sharing by the EPAPA training participants with their co-workers at their sending institution upon return home.
3. Initiate a dialogue with Ukraine to organise two-three month traineeships at a central ministry for the interested MFA scholarship participants from the College of Europe.

4. Introduce statements of consent to participate in future evaluation studies for the beneficiaries and ask them to provide their contact information.
5. Increase coordination between initiatives, e.g. through newsletters informing about the alumni's of particular educational initiatives (upon consent of the interested parties) or about the upcoming EPAPA trainings.
6. Submit a request to the College of Europe to ensure basic information about the source of financing of scholarships for Ukrainian citizens.
7. Introduce a minimum scope of information on educational initiatives that should be included on the websites of the implementing institutions.

## II.3. RELEVANCE

Have (and to what extent) the educational/training programmes been relevant to the participants' educational needs (including their mid- and long-term professional plans)?

This chapter presents evaluation results in respect of the relevance of intervention implemented as part of the evaluated educational initiatives. The starting point is the assumption that relevance is best confirmed by a correctly conducted diagnosis of educational needs. Analyses have shown that the process varied depending on the specific initiative.

At the outset of the initiative of traineeships for representatives of **the Secretariat of the Cabinet of Ministers of Ukraine**, the Polish side checked which departments could cooperate with the Ukrainian institution. The CPM proposed that two people participate in each one-month traineeship. Representatives of the Secretariat of the Cabinet of Ministers of Ukraine asked that four people participate in each two-week traineeship.

Both sides agreed that participants of traineeships should at least understand the Polish language. The responsibility for recruiting the participants rests with the Ukrainian side. The CPM also provides traineeship materials translated into the Ukrainian language.

Outside of these arrangements, no needs analysis was carried out. All trainees, regardless of their needs or professional interests, participate in all meetings organised during the traineeship.

The traineeship participants who were included in this study say that the traineeships met their needs to a substantial degree. They listed the following important elements of the traineeships: direct contact with Polish government employees, sharing of practical knowledge, honest answers to questions from Ukrainian colleagues (including information about what failed, where the pitfalls lie in the implementation of certain improvements, etc.), the possibility of getting an inside view into the workings of an institution.

Another positive thing was that, whenever traineeship participants during their stay in Poland asked specific questions that they were particularly interested in, the organiser tried to help them deepen their knowledge of the issue during the traineeship. A case in point is a question about e-government development which the trainees very much appreciated including in the scope of the traineeship. They noted the fact that Polish government employees were able to share their experience even though a reorganisation was in progress at the time.

However, representatives of the Secretariat of the Cabinet of Ministers of Ukraine note that traineeships could be more tailored to their professional specialisation. They indicate that during the traineeship it is necessary to allocate time for more focused specialisation, not just general knowledge (see Recommendation 1 in the chapter about the effects).

In order to increase relevance of traineeships and their adjustment to the needs of particular trainees, it is recommended that before the start of each traineeship edition, a needs analysis of future participants is conducted and the programme is adjusted to these educational needs (Recommendation 7).

In the case of **the Eastern Partnership Academy of Public Administration**, proposals for module topics are sent to the NSPA by the Ministry of Foreign Affairs based on a survey of government employees' needs in a given area conducted by the Polish mission. After receiving a proposal of topics to be included in the training modules, the NSPA develops a questionnaire of training needs in a given theme so that programme participants are able to indicate which topics in each module are the most and the least important to them. However, individual interviews with people involved in the organisation of the Academy indicate that feedback from potential participants is received very late, when development of the programme is already so advanced that modifying it is often very difficult. In such cases, the NSPA tries to maintain a flexible approach. Including additional requirements in the programme was possible at times, but much depended on the expert instructor involved.

One factor that could have a negative impact on meeting the educational needs of participants of the CPM traineeships commissioned by the NSPA is when their knowledge of the English language is at a different level than what they declared during recruitment. For such cases, the CPM has developed preventive measures by assigning a partner who speaks both English and Russian to a student with a poorer command of the Polish language. Generally, the recruitment process itself raised no objections among training participants.

In the case of the EPAPA, one positive element that could have an impact on the relevance of the initiative is an evaluation mechanism consisting of questionnaires for participants and instructors handed out after each training module. Based on knowledge gained from this evaluation, the method of EPAPA organisation is modified each year. Additionally, for the module entitled "Traineeships in Civil Service," an evaluation workshop<sup>3</sup> has been organised for the last two years consisting of collecting opinions of project participants, both trainees and tutors, about the strong and the weak points of the project. The identified challenges are then jointly discussed. Thus, the workshop enables to draw conclusions unobtainable through surveys alone; therefore it is recommended to extend this practice also to other Academy modules, using the experience of the Department of Civil Service of the CPM (Recommendation 8). However, if such an initiative is impossible to implement due to e.g. short duration of other modules, it is worthwhile to consider other ways of obtaining evaluation knowledge (e.g. organizing an evaluation workshop in an EaP country within a few months of completing a given training).

An analysis of the survey results for all training conducted each year by NSPA can lead to the conclusion that the training fulfilled the expectations of participants and the information gained will be used in their professional work. This is evidenced by high ratings given in the survey and the participants' statements in individual interviews by both the Academy's organisers and participants. However, the training's usefulness is an individual matter, exemplified by the fact that during one interview a respondent questioned the possibility of practical application of gained knowledge, saying that the selection of training participants made certain topics irrelevant from his/her perspective. The training in question covered an area that was indicated by participants of other editions as practical, useful, and supported by specific examples of application of the knowledge gained in Poland. This could be evidence of occasional problems with recruiting people that match

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<sup>3</sup> Entitled *Traineeships by design – build your user journey*.



the established participant profile. Although as a rule it can be said that the modules organised within EPAPA were planned in a way suited to the educational needs of participants.

As regards the analysis of detailed demands for changes at the Academy, there have been requests to put more emphasis on making the activities more attractive, to use case studies on a greater basis, and to present good practices more frequently, with consideration given to the reality of particular countries participating in the training. Nevertheless, it should be noted that over the years the formula of organising activities has evolved towards more focus on the practical elements (insofar as the training topic allows it). Interviews with people involved in organising the Academy show that both the MFA and NSPA make every effort to adjust the training programme to the real needs of participants. The greatest obstacle here is the above-mentioned late submission of training needs to the organisers.

In order to facilitate an earlier agreement of training needs with beneficiary countries, one could introduce visits of NSPA representatives at the beneficiaries' before the start of recruitment, with the objective of discussing the programme with the people interested so as to make it more oriented towards certain groups of recipients and their specific needs. An alternative solution would be to establish working contacts between employees of NSPA (CPM in case of traineeships) and participants via telephone/online messengers/social media (Recommendation 9). Not only could it contribute to an improved organisation of training and adjustment of the programme to the specific requirements of particular trainees, but it could also enable to establish earlier contacts between participants from the same country. This practice has been applied to the current edition of training by the Department of Civil Service of the CPM, enabling future participants to know who else in their country will take part in the traineeship and contact them before arrival.

The recruitment process resulting in awarding scholarships to Ukrainian students to study at the **College of Europe in Natolin** has evolved throughout the project's editions. However, since the beginning the recruitment criteria have been clear, transparent, and communicated to candidates.

In the first years of project implementation, candidates had to present a cover letter with strong justification of their motivation to study at the College, demonstrate knowledge of English and French at a level enabling them to participate in classes instructed in a foreign language. Candidates also had to hold a degree equivalent to the master's degree in the Polish system of tertiary education. A presentation of this information was followed by a preliminary selection of candidates and then selected candidates participated in a short telephone or Skype interview. On this basis, a shortlist of candidates was created from which the Ministry of Foreign Affairs selected the recipients of the MFA scholarship by applying their criteria (such as place of residence – Ukraine, knowledge of languages, assessment given by the College, field of completed study, and indication of the College of Europe in Natolin, not Bruges, as their first choice of school).

This was changed in 2015. A Polish-Ukrainian recruitment committee was formed to simultaneously conduct recruitment and award scholarships. The committee includes, among other persons, representatives of the Ukrainian MFA, Ukrainian schools of tertiary education, representatives of the College of Europe in Natolin, and a representative of the Polish embassy in Kiev.

The recruitment process needs to be distinguished from the process of awarding MFA scholarships<sup>4</sup>. Some alumni (particularly of the earlier years) notice that the process of awarding scholarships is rather less transparent than the recruitment process itself. They do not know the difference between the MFA-awarded scholarship and the scholarships awarded by the European Union to countries of the European Neighbourhood Policy. They do not know the criteria for awarding scholarships and the impact of their education and experience on them being awarded the scholarship. This is why, in order to achieve a greater transparency of this process, it is recommended that candidates are presented with a clear explanation of the process for awarding scholarships by the MFA, in particular with regards to the selection criteria for scholarship recipients (Recommendation 11).

In order to improve the adjustment of the studies to the individual needs of students, each semester of the academic year has a slightly different form. The first semester is the same for all, and covers, among other topics, politics, economy, law, history, and civilisation, with particular focus on central and Eastern Europe. In the course of the second semester students select their specialisation, one of four available options:

- EUROPEAN PUBLIC AFFAIRS AND EUROPEAN POLICY,
- EUROPEAN UNION AS AN ACTOR ON THE GLOBAL STAGE,
- HISTORY AND CIVILISATION OF EUROPE,
- EU'S NEIGHBOURS AND EUROPEAN NEIGHBOURHOOD POLICY.

The College also offers contextual courses on specific questions, such as the situation of national minorities or the issue of refugees. The second semester is also a time of writing the master's thesis – in English or French.

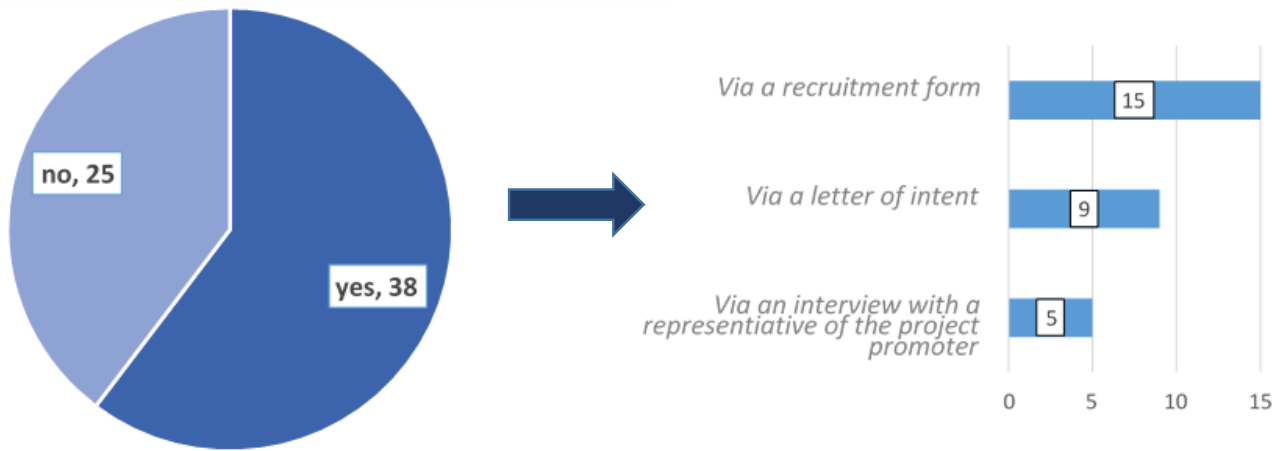
Moreover, in order to improve the students' soft skills and enhance their opportunity in the job market, a number of activities are conducted by the Careers Service. Recently a development centre has been introduced, which is a process of competence assessment of each student. The assessment is conducted by a specialist assessor with a focus on four competencies: leadership, teamwork, communication skills, and problem solving. At the very start students receive information on what their strong points are and which need to be developed and strengthened. In the course of the academic year students are offered workshops that strengthen those competencies.

The Careers Service also supports students with regards to writing resumes, cover letters, and prepares them to participate in job interviews.

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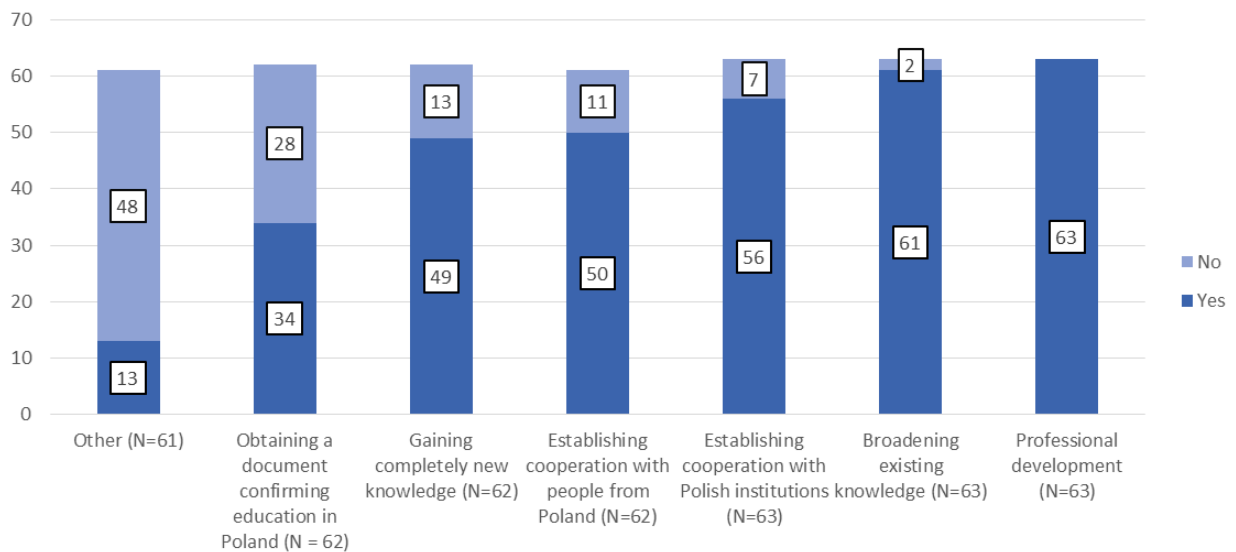
<sup>4</sup> Candidates for studies at the College of Europe in Natolin originating from Ukraine have the possibility to apply for the following types of scholarships: scholarships of the government of the RP (awarded via the MFA), scholarships of the EUROPEAN NEIGHBOURHOOD POLICY (for citizens of countries included in the ENP), scholarships of the Flemish government.

Chart 11: Were your educational needs identified before entering the project? In what way?



Source: Authors' own analysis based on CAWI study, N= 63

Quantitative data confirm the information received during qualitative studies. In most cases (38 out of 63 respondents), the respondents' educational needs were identified before they entered the researched initiatives. The identification of needs was conducted most often via a recruitment form (15 indications) and via a letter of intent (9 people). Interviews with a representative of the project



promoter were conducted with 5 people.

Chart 12: What were your expectations of the project?

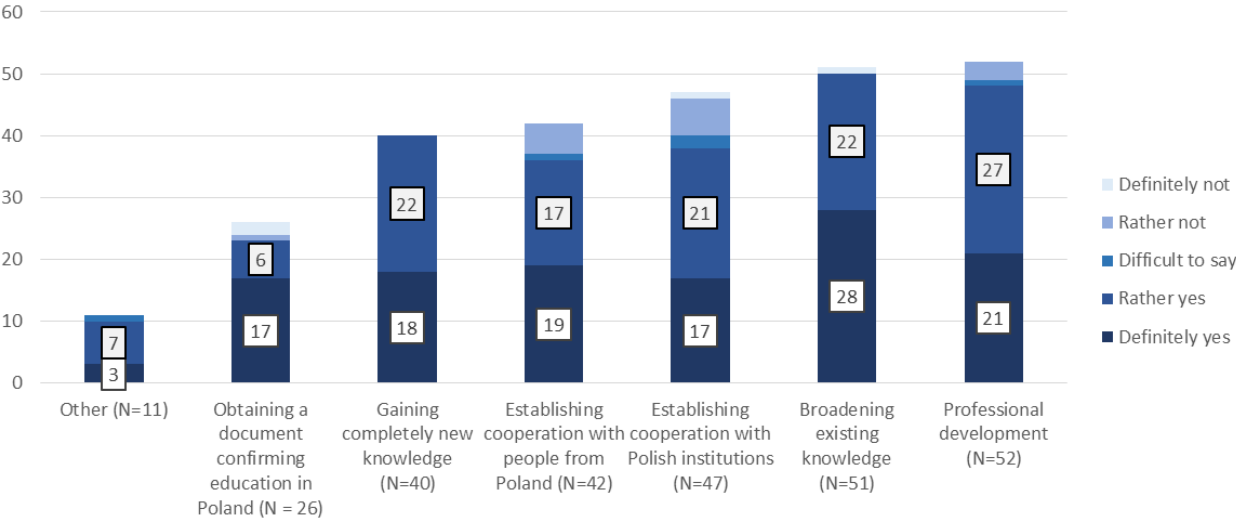
Source: Authors' own analysis based on CAWI study

When applying for participation in the researched initiatives, respondents most frequently expected the participation to enable them to develop professionally (63 indications) and to broaden their existing knowledge (61 out of 63 respondents).

Important issues for people wanting to take part in such initiatives also include establishing cooperation with Polish institutions (56 indications) and directly with people from Poland (50 indications), as well as gaining new knowledge (49 indications).

Of lesser importance is obtaining a document confirming education in Poland (34 indications). Answers listed as "other" included, among other answers, improving knowledge of the Polish language or gaining knowledge of the experience of Poland or other countries (in the case of EPAPA).

Chart 13: Thanks to the project, were you able to:



Source: Authors' own analysis based on CAWI study

Generally, it should be noted that the respondents' expectations were fulfilled to a large degree. Most of them declare that their expectations were rather or definitely fulfilled. Regarding the expectation to gain new knowledge, all respondents declared the expectation fulfilled, and regarding the expectation to broaden existing knowledge, 50 out of 51 respondents declared the expectation fulfilled. The expectations to establish cooperation with Polish institutions or Polish people are fulfilled to a slightly lesser extent, but for the great majority of cases, they are fulfilled.

**CONCLUSIONS**

1. For traineeships for representatives of the Secretariat of the Cabinet of Ministers of Ukraine, no analysis of needs is conducted. All trainees, regardless of their needs or professional interests, participate in all meetings organised in the course of the traineeship.
2. For EPAPA, there is an evaluation mechanism thanks to which the Academy's way of functioning is modified on an ongoing basis. With regards to its possible extension, there is valuable experience at the disposal of the DCS.
3. For NSPA, there is a problem with early submission of feedback about the educational needs of individual participants. As a rule, they reach the school too late, making it difficult to modify the programme if necessary.

4. While the rules of recruitment for each initiative remain unquestioned, in the instance of MFA scholarships it has been reported that the process of awarding scholarships is somewhat less transparent than the recruitment process itself.
5. The respondents' expectations with regards to particular educational initiatives were generally fulfilled. This is confirmed by CAWI results, as well as statements given during individual interviews and bulletin board discussion. Nevertheless, for some initiatives, certain aspects of diagnosis of educational needs can be improved.

#### RECOMMENDATIONS

1. Conduct a short analysis of educational needs of the future/qualified participants before the start of each edition of CPM traineeships.
2. Extend the practice of organising evaluation workshops similar to those conducted by the Department of Civil Service of the CPM to other modules of the Academy.
3. Organise visits of NSPA representatives with beneficiaries before the start of recruitment with the objective of discussing the programme with the people interested.
4. Establish working contacts between employees of NSPA (CPM in case of traineeships) and participants via telephone/online messengers/social media.
5. Present the process of awarding the MFA scholarships to scholarship candidates at the College of Europe with particular focus on selection criteria for scholarship recipients.

## II.4. SUSTAINABILITY

Which initiatives supported within the Polish development cooperation have had the most sustainable impact on the beneficiaries' situation?

The sustainability of educational projects implemented under Component III is best evidenced by the participants' initiatives undertaken after completing the training/traineeship/studies.

The aim of the traineeships implemented by the CPM for employees of the Secretariat of the Cabinet of Ministers of Ukraine at **the Chancellery of the Prime Minister** was to help the trainees apply the gained experience and competencies to their future activities in an institution of similar type. The conducted training and study visits have contributed in certain cases to increasing the level of professionalism and strengthening the participants' professional position, among other things. The sustainability of this type of initiatives can be assessed through the use of the Polish experience by the most important institution of the Ukrainian central administration.

One particularly important aspect for the trainees was learning about the document flow system in the procedure of governmental legislative process. The traineeship participants declare that after returning to their home country they introduced a monitoring system for all documents incoming to the Secretariat via this exact legislative procedure. They were also impressed by the transparency of document preparation in Poland and try to follow this example and improve it also in respect of their government's documentation.

The respondents indicated that the traineeships have an impact on the development of their entire organisation, the Secretariat of the Cabinet of Ministers of Ukraine. Representatives of the Secretariat of the Cabinet of Ministers of Ukraine declare that after returning from the traineeship they share their experience from the Chancellery of the Prime Minister and other host institutions with other employees of the Secretariat. Such a positive experience regarding the dynamics of reform introduction in Poland has an impact on the willingness to be more involved in introducing changes at the home institution or to be more involved in the political life of the country, even among people who did not participate in the traineeships.

The CPM does not track the traineeships alumni. It is difficult to do, in part because of the high turnover on the Ukrainian side (e.g. to date, five different people have held the position of the initiative's supervisor at the Secretariat of the Cabinet of Ministers of Ukraine). In order to increase the current knowledge of the sustainable effects of traineeships and their impact on the trainees' subsequent path, one should consider tracking the alumni through e.g. sending out a short survey to the trainees six months after completing the traineeship with a request to describe the impact that the traineeship has had on their professional life (Recommendation 12).

In the case of **the Eastern Partnership Academy of Public Administration**, an important factor attesting to its sustainability is the increase of knowledge and competencies of the participants regarding the system and the functioning of local government and the mechanism of civil service in Poland. In case of some countries, topics related to the experience of European integration were particularly important. The sustainability of effects is also positively impacted by the elements of

practical education in the Academy, as well as the adjustment of the programme to the needs of a particular country. This has resulted in an opportunity to use the gained knowledge in the future.

The Polish experience in the area of local government that could be used by representatives of Georgia could be one such example. As stated by a participant of the bulletin board discussion, knowledge and experience gained in the course of the training were useful during the preparation of the bill on forms of social participation in the local government. This bill was passed by the Georgian parliament in July 2015 (this case is described in more detail in Case Study 3). Another example quoted by the Georgian participant of the Academy was the application of Warsaw's experience with regard to participatory budgeting at the local level in Georgia.

A sustainable result was achieved in the case of anti-corruption training for government employees from Ukraine. Its participants said that the Polish experience was useful in creating an anti-corruption strategy for Ukraine. Experience gained during training on how to create ministry-level anti-corruption programmes was applied directly to the development of a similar programme by the Presidential Administration in Ukraine. As stated by a participant of the Academy, the Polish experience is useful in their work also as a point of reference when making public speeches on the state of implementation of anti-corruption reform in Ukraine.

Supporting initiatives whose aim was to improve the functioning of state institutions and to implement the rules of good governance in the EaP countries by making the civil service system more efficient using Polish experiences and good staff management practices is another sustainable result of the civil service training. This led to building competencies and supporting initiatives to improve the functioning of state institutions and to implement rules of good governance in Ukraine by transferring the Polish know-how, experience, and good practices.

Regarding the training initiatives in the area of implementation of the DCFTA agreements, they contributed to preparing the people responsible for agricultural policy in the administrations of Georgia, Moldova, and Ukraine to efficiently implement the provisions of these agreements concerning agriculture and trade in agricultural products. As an example of the practical application of knowledge in this area, one respondent of individual interviews pointed to the fact that substantial modifications were made to a bill on organic production in Ukraine drafted by his institution.

It seems that the contacts with other traineeship participants including those from previous editions are of equal value for career development. Their participants have told us that they maintain contact with other Academy participants (including participants from other countries). These contacts are mostly maintained on a professional level. One respondent stated that they conduct regular (roughly once in every two months) consultations via social media on work-related topics with other training participants. This element definitely has a positive impact on the sustainability of impacts.

In this regard a request was put forward to create an online platform that would allow the alumni to contact each other. This request was formulated in relation to the module entitled "Traineeships in Civil Service," implemented by the Department of Civil Service of the CPM in the EPAPA, although it is possible that such a platform would be useful also in other modules (Recommendation 13). It would

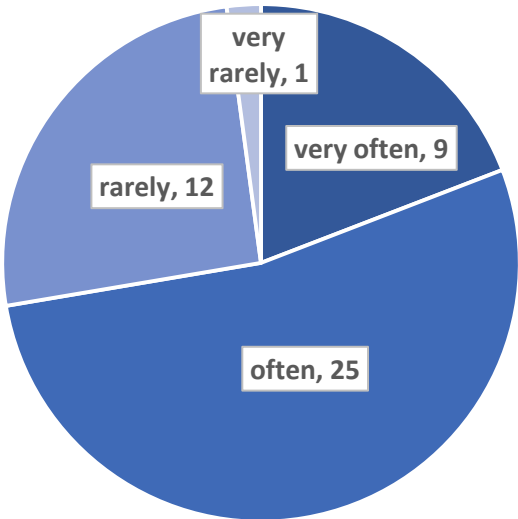
be a useful tool that would facilitate maintaining contacts and perhaps would increase the scale of these contacts.

Generally, training participants did not indicate any factors that would obstruct the application of knowledge and skills gained within the Academy. However, one should keep in mind that the countries included in the support provided under Polish development cooperation, in view of the so-called enlargement fatigue<sup>5</sup> across the EU states and the resulting uncertainty of their accession, could lose the reform momentum in some areas included in the Academy’s programme. This in turn could impact the opportunity for practical use of the Polish (and hence European) experience and solutions, and at the same time, the sustainability of the implemented support.

**Alumni of the College of Europe in Natolin** declare a very high sustainability of the knowledge and skills gained in the course of their studies. Above all, they emphasise that in their current professional life they often use the gained knowledge. It is essential to them regardless of the selected career path, whether it is an institution of governmental administration, media, school of tertiary education, or a company.

Moreover, many students declare that they maintain contacts both with the school (e.g. one student assisted with the organisation of this year’s study visit of the College of Europe in Ukraine, participated in a conference organised by the College of Europe in Poland) and with other students from the same or other academic years. Maintaining the contact is facilitated on the one hand by the very active group of College alumni on Facebook and on the other by alumni reunions organised regularly by school administration. The contacts maintained by the students are of both professional and personal character. They very often exchange information on for instance recruitment for vacant positions in different institutions.

Chart 14: How often do you use the knowledge gained during the project in your current work?



<sup>5</sup> A phenomenon of the “old” EU states becoming less open to prompt admission of new member states. It manifests itself in symptoms such as the slowing down of the integration processes in the EaP countries which may negatively impact the opportunities for practical application of solutions that they learned about during their stay in Poland.



*Source: Authors' own analysis based on CAWI study, N=47*

As indicated earlier, one of the participants' more important expectations was to gain or broaden knowledge. Respondents declare that they use the knowledge gained during training or studies very often (9 indications) or often (25 indications) in their work. Only 12 people indicate that they rarely use the knowledge gained in the course of participation in the researched initiatives, while 1 person – very rarely.

The above is confirmed by the indication that, in the course of the last six months, as many as 43 people (out of 51 respondents) used the knowledge gained in the project. This data show that the knowledge offered to participants of the EPAPA and the College of Europe in Natolin is useful and necessary to them. What is equally important, the above-mentioned data indicate that the researched initiatives are sustainable.

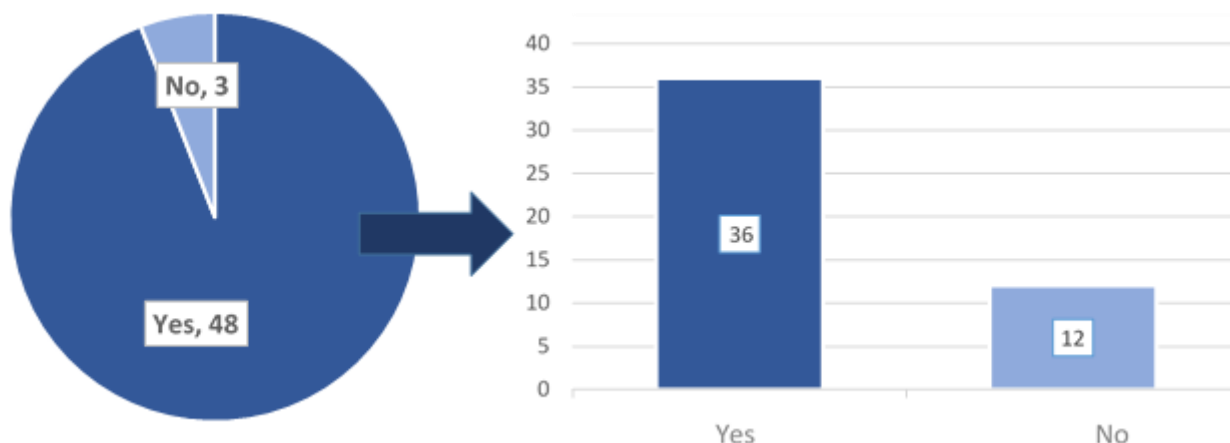
**Chart 15: How has your financial situation changed in comparison to the situation before your participation in the project?**



*Source: Authors' own analysis based on CAWI study, N=51*

The majority of respondents (29 out of 51 people) also declare that participation in the project also led to an improvement of their financial situation, if only slightly. One might presume that next to a range of other factors (such as an improvement of the overall economic and social situation in a specific country, gaining more professional experience, etc.), their participation in the evaluated initiatives also had an impact on the improvement in their financial situation.

Chart 16: Do you maintain contact with other project participants? Is this cooperation professional in character?



Source: Authors' own analysis based on CAWI study, N=51

A definite majority of respondents declare that they maintain contact with other project participants (48 out of 51 people), while for most cases (36 people) these contacts are of professional character. As can be expected, the situation is slightly different when it comes to maintaining contact with the Polish project promoters – in this case, only 20 out of 48 people maintain this type of contact and 11 of them declare that they are of professional character.

#### CONCLUSIONS

1. Positive assessment should be given to the sustainability of the impact of initiatives defined as the level of activity of participants undertaken after completing the initiatives. In the course of this study, several examples were identified showing the practical application of Polish experiences that the participants had learned about during the training, traineeships, and studies organised as part of Polish development cooperation.
2. The CPM does not track the alumni of traineeships organised for representatives of the Secretariat of the Cabinet of Ministers of Ukraine, but such data could be useful in expanding current knowledge about the sustainability of the traineeships' impact and their impact on the alumni's later path.
3. Some participants of educational initiatives maintain contact with the people who participated in the traineeships/studies/training with them. These contacts focus more on work-related issues and less on personal matters. There are also instances of contact between the participants and the people working in the institutions organising the initiatives in Poland. Increasing the scale of these contacts seems possible and justified.
4. Generally, training participants did not indicate any factors that would obstruct their application of the knowledge and skills gained during their stay in Poland.

#### RECOMMENDATIONS

1. Track alumni's paths, e.g. by sending a short survey to trainees six months after they complete the traineeship asking them to describe the impact of the traineeship on their professional lives.
2. Create an online platform to enable the Academy's alumni to contact each other.

## II.5. EXTERNAL CONSISTENCY AND PDP DISTINCTIVE FEATURES

Have the initiatives implemented by Polish aid stood out against the initiatives of other donors? In what aspects?

The benchmarking results show that there is a variety of approaches to the implementation of educational initiatives among donors. For some (Switzerland), educational initiatives are implemented primarily as an element of projects implemented in Ukraine, as exemplified by the DESPRO project. For others (Sweden), these initiatives are a separate category implemented in a coherent way for all countries supported as part of development aid. At the same time, it needs to be noted that across the researched countries, no initiatives have been identified which would be similar in character to the CPM training for representatives of the Secretariat of the Cabinet of Ministers of Ukraine or the funding of scholarships for Ukrainian students at institutions of a rank corresponding to that of the College of Europe in Natolin. These initiatives are prestigious in character and have a positive impact on the image of Poland in Ukraine, while their implementation sets Poland apart from other donors. Out of the three initiatives studied under Component III, the experiences most comparable to those of the other donors are related to the organisation of trainings for government employees from the Eastern Partnership countries by the NSPA.

Regardless of the adopted model of implementing the educational initiatives for Ukrainian citizens, donors, like Poland, are confronted with problems related to adjusting the programmes to the beneficiaries' needs and with recruitment that would lead to selecting the right candidates for the trainings. These issues are solved in a variety of ways.

In the case of the German initiatives, attempts are made to adjust the educational offer to the training plans of specific Ukrainian institutions by first establishing which of the items in the plan will be implemented by the German donor. In the U LEAD programme, the assumption is that one of the tasks of local development centres created in the programme will be to diagnose the needs of beneficiaries, based on which the training programmes are prepared. Under the Swedish International Training Programmes, the selection of training topics is based on an analysis of the countries' needs and is consistent with the priorities of development cooperation defined by Sweden for the supported countries. Hence, in the case of Ukraine, training programmes cover topics such as strategies of private sector development, efficient use of energy, environmental management, as well as broadly defined local development, including inclusion of women in decision-making processes.

Recruitment is conducted also through various approaches and tools (e-mail applications, computer testing, Skype interviews, recruitment visits, naming of participants by the Ukrainian sending institution). However, most often it is the institutions organising the training that are in charge of the recruitment. It is rare for diplomatic missions to be responsible for recruitment for educational initiatives. Their tasks are more focused on disseminating information about the various opportunities offered by donors.

The process of recruitment to the College of Europe distinguishes itself among recruitment processes used by other donors, because it involves many institutions (representatives of the College of Europe

in Natolin, the RP embassy in Kiev, representatives of the Ukrainian MFA, and Ukrainian schools of tertiary education) and the process itself is based on clearly defined criteria.

One problem indicated by donors (Germany) is the transfer of trained employees from the public to the private sector. Germany is considering two solutions to counter this practice and preserve the sustainability of the training effects. One of them is to introduce the so-called training passport – an instrument that makes the speed of promotion dependent on the number of completed training sessions. The other solution under consideration is to introduce agreements that will bind the participants of training to their place of work for a period of two to three years. If the participant decides to leave their place of work, he would have to reimburse his employer the cost of training.

One good example of the donors' educational activities are the above-mentioned International Training Programmes (ITPs) organised by Sweden. It would be worthwhile to conduct a detailed analysis of the ITPs in order to apply its elements at the Eastern Partnership Academy of Public Administration organised by the NSPA (Recommendation 14).

The International Training Programmes are an interesting example of connecting training with achieving specific results – changes in the participants' countries of origin. The assumption of the training is that the participants' objective is to implement change/reform at organisational and sector (workplace) level and, as such, should not be treated as individual competency training. Therefore the assumption is that training participants are involved in the process of reform and their positions within their organisations allow them to have impact and implement the process of change. An important element of the training programme is developing a change project with the support of Swedish experts and then implementing it by the training participants in their working environment. In the course of programme implementation, there are meetings to share experiences and discuss progress in the implementation of change projects. Moreover, over the course of many programmes, participants create cooperation networks with the objective of maintaining contact after completing the training. Connecting thematic training with implementation of a change project is a good example of how the donor can make a long-term contribution to strengthening institutions in the cooperating countries (for more information, go to the Benchmarking Report).

The method of implementing training initiatives under the Swiss DESPRO project is another interesting initiative. Switzerland uses the capabilities of e-learning to a substantial degree. Thus, in the case of the School of Local Government (which lasts three years), in addition to the stationary educational sessions, there are also two online sessions. A number of online courses for local government employees were also launched. The most popular online course, entitled "Project Management for Local Government," has so far been completed by 2000 participants. Strong focus is also given to networking opportunities for people who completed online courses under the DESPRO project. To this end, a virtual space for knowledge and experience sharing was established under the name of Community of Local Development Practitioners. By using this platform, the practitioners share knowledge in the area of decentralisation and local government which allows them to increase the efficiency and sustainability of the implemented training initiatives.

The main distinctive feature of the traineeships for representatives of the Secretariat of the Cabinet of Ministers of Ukraine is the fact that they are unique as compared with the initiatives of other

donors in respect of both the project's scale and its duration. Other donors implement traineeship programmes as well, but none of them include such long-term cooperation between two institutions in this area.

Another distinctive feature of the Polish initiative that sets it apart from those of other donors is the special relationship between trainees and instructors, which is very direct and sincere. These contacts are highly valued by the respondents of the evaluation. Importantly, Poland's relatively recent experience of transformation allows the instructors to relate the changes occurring in Poland from the positions of witnesses. This gives trainees an understanding of the specific changes that are necessary for the proper functioning of the Ukrainian administration.

The developed model of cooperation between the CPM and NSPA is a strong asset of the traineeships organised in the EPAPA and makes for efficient organisation of subsequent editions of the Academy. Another asset is the level of engagement of the people organising the training on the side of the National School of Public Administration. This question was often mentioned in the evaluation surveys taken by the participants. This activity would not have been possible were it not for the engagement of Polish diplomatic missions in the EaP countries that reached out to the relevant institutions.

On the other hand, respondents note that similar programmes implemented by other donors are more focused on the work of one department that is relevant to a trainee, and not, as is the case with the CPM, on the work of the entire institution. This is regarded as a positive aspect of such projects.

The respondents of the questionnaire survey said that, compared to other scholarship programmes in which they had participated, the College of Europe in Natolin scholarships put much more emphasis on gaining knowledge and skills required in future professional life. Other scholarship programmes quoted by the respondents put more emphasis on learning about the culture of the host country. Another great asset of these scholarships is that upon graduation, alumni receive the College's post-graduate diploma. The objective of the studies at the College is to prepare students for their professional careers. Initiatives undertaken by the College with respect to both the curriculum and the support provided by the Careers Service certainly confirm this to be true.

#### CONCLUSIONS

1. In the countries covered by the evaluation study, no initiatives were identified that would be similar in nature to the training at the CPM organised for employees of the Secretariat of the Cabinet of Ministers of Ukraine or to the funding of scholarships for Ukrainian students at institutions of a similar rank to that of the College of Europe in Natolin which distinguishes Poland from other donors and enhances its image in Ukraine.
2. Among the three initiatives evaluated under Component III, experiences linked to organising training for civil servants from the Eastern Partnership countries in the NSPA can best be compared to other donors' experiences.
3. Like Poland, other foreign donors also experience difficulty with adjusting their programmes of educational initiatives for Ukrainian citizens to the needs of the beneficiaries and with recruiting the right candidates for the trainings.

4. Donors from Germany reported a problem of trained employees transferring from the public to the private sector. Specific solutions are being considered by Germany to counter such practices and maintain the sustainability of the training impact.
5. The developed model of cooperation between the CPM and NSPA is a strong asset of the traineeships organised in the EPAPA that makes for efficient organisation of the Academy's subsequent editions. Another asset is the level of engagement of people who organise the training in the National School of Public Administration. This question was often mentioned by the participants of the evaluation surveys. Without the engagement of the Polish diplomatic missions in the EaP countries, it would be difficult to reach out to the relevant institutions.
6. The survey respondents indicate that, in comparison with other scholarship programmes in which they had participated, the College of Europe puts far more emphasis on gaining knowledge and skills required in future professional career. Other scholarship programmes quoted by the respondents put more emphasis on learning about the culture of the host country. Upon graduation, the College awards post-graduate diplomas to students which is another definite asset.

#### RECOMMENDATIONS

1. Regarding the EPAPA, consider applying elements of the International Training Programmes (ITP) organised by Sweden.

## II.6. EXPERIENCE AND POTENTIAL OF POLISH ORGANISATIONS AND INSTITUTIONS

What types of experience and potential of Polish organisations and institutions are necessary/particularly conducive to implementation of projects in Ukraine: a) with public administration at different levels, b) with local/non-governmental partners c) with other donors (countries, international organisations)?

What is characteristic of Polish institutions is the fact that they have at their disposal expert practitioners who have participated in the changes taking place in Poland including within the Polish administration at various levels in the recent years. This is also an advantage of the CPM employees who for many years now have hosted trainees from the Secretariat of the Cabinet of Ministers of Ukraine. The experiences of the CPM as a Polish institution could be shared in an even more efficient manner if the traineeships were implemented to a greater extent through practice, with the trainees participating in the work of the Chancellery.

The evaluation shows that the CPM has the potential to implement the traineeship in this exact form, since in the case of the Eastern Partnership Academy of Public Administration, it is the Chancellery (specifically the Department of Civil Service) that implements the module entitled “Traineeships in Civil Service,” which is oriented at learning about the practical aspects of human resources management in administration. Trainees participate in real-life human resources processes at the hosting institutions. The traineeships within the EPAPA are also a good example of using the knowledge gained from evaluation in order to increase the efficiency of organising subsequent editions.

The table below shows a comparison of the two types of traineeships implemented at the CPM within the two evaluated initiatives.

**Table 1: Comparison of two types of traineeships implemented by the Chancellery of the Prime Minister**

	<b>Initiative entitled “Traineeships at the CPM for employees of the Secretariat of the Cabinet of Ministers of Ukraine”</b>	<b>Module entitled “Traineeships in the Civil Service” in the Eastern Partnership Academy of Public Administration</b>
<b>Number of institutions involved on the side of the beneficiary</b>	Only 1	Sending institutions
<b>Number of trainees accepted per year</b>	2 editions of 4 people each	1 edition of 18 people (2016)
<b>Duration of one traineeship</b>	2 weeks	10 days (2 days of training + 7 days of traineeship at the institution + 1 day to learn about important state institutions)
<b>Form of traineeship</b>	Presentations and lectures, discussion. No involvement of trainees in the work and processes implemented at a given institution.	Presentations, workshop lectures, study visits, active participation in human resources processes

<b>Traineeship supervisor</b>	Always one person – for all traineeships – project supervisor on the side of the Department of Foreign Affairs	1 person with a given hosting institution + supervisors in the Department of Civil Service (2 nominated contact persons)
<b>Recruitment</b>	Ukrainian side in charge of recruitment, Polish side has little impact (the only selection criterion – passive knowledge of the Polish language)	Recruitment via missions. Additionally, the CPM has contacts with their civil service counterparts and sends traineeship information about traineeships to them as well
<b>Adjusting traineeship to trainee’s needs</b>	None	Analysis of training needs + a form for prioritising programme elements + a resume in the Europass format which enables an overview of the participants’ professional experience

*Source: Authors’ own analysis*

Comparing the two forms of traineeships implemented at the Chancellery of the Prime Minister: one addressed to representatives of the Secretariat of the Cabinet of Ministers of Ukraine, and the other to representatives of the EaP countries, it is evident that the traineeship addressed to the EaP countries is much more adjusted to the trainees’ needs. This traineeship also has a much more practical aspect. It seems that in the case of traineeships for representatives of the Secretariat of the Cabinet of Ministers of Ukraine, it would be worth taking advantage of the experience of the Department of Civil Service of the CPM in order to better adjust traineeships to the needs of visitors and become inspired by the practical activities to increase the efficiency of traineeships (Recommendation 15).

The potential of the National School of Public Administration to implement educational initiatives under Polish development cooperation can be assessed as being very high. Evidence of that are the positive statements of participants formulated in evaluation surveys following each training. They are further confirmed both by statements of individual interview respondents and by participants of the bulletin board discussion. The Academy’s alumni are satisfied both with the level of training organisation and the opportunity to train with the experts engaged by the NSPA, including academics and active practitioners. In their statements, respondents of individual interviews did not indicate any obstacles in the cooperation with the NSPA. Statements from people involved in the organisation of the EPAPA confirm that the MFA-NSPA-CPM cooperation (for traineeships at the Chancellery) is working well. In conversations with IDI respondents, only positive statements were made about the level of engagement of the NSPA personnel in the reevaluated initiative. In the course of a few years, certain mechanisms of cooperation were developed to help avoid organisational problems.

Regarding the initiative of scholarships for Ukrainian citizens to study at the College of Europe in Natolin, it is difficult to speak about the need for very frequent contacts with Ukrainian partners during the project’s duration. This initiative is largely independent of activities of the Ukrainian side. Such cooperation is most important at the stage of candidate recruitment and promotion of the



College with schools of tertiary education in Ukraine. Respondents emphasise that in order to cooperate well with every Ukrainian partner, it is very important to have a direct relationship and direct contact with the Polish institutions implementing projects for Ukraine. It is important that these contacts are mutual in both territories. For this reason, the College opted for organising study visits in Ukraine.

The College administration notes that the Ukrainian side is very willing to accept offers of help and will sometimes even request to increase its scope; however, their interest is not increased (see Recommendation 3 regarding two to three month traineeships in the chapter on impacts). References to the College's potential to implement educational initiatives in the form of postgraduate studies appear in other parts of this report. To summarise them, it should be noted that the College, as a school of tertiary education renowned throughout Europe with experienced academics and broad organisational experience (including effective recruitment), has very high potential to conduct postgraduate studies and prepare Ukrainian students for further professional career.

To conclude, it should be added that one factor conducive to the cooperation of Polish institutions implementing the researched educational initiatives with entities of various levels in Eastern Partnerships countries is the fact that Poland's experience of transformation is more interesting to these countries than experiences of implementing selected reforms in western European countries. This topic was raised many times in conversations with former participants of initiatives who perceive the Polish experiences as very useful and more easily translated into their own reality. It seems that another factor making it easier for beneficiaries to use the Polish experiences rather than ones from western European countries is the fact that they find it easier to communicate, for instance, in the Russian language.

#### CONCLUSIONS

1. Institutions that organise the educational initiatives for representatives of Eastern Partnership countries have a high potential to implement them. This is due to the engagement of expert practitioners (NSPA/CPM) and, in the case of the College of Europe, qualified teaching staff of international renown. The organisational experience of many years of implementing the evaluated initiatives represents yet another aspect.
2. One factor conducive to cooperation between the Polish institutions implementing the researched educational initiatives and various level entities in the Eastern Partnerships countries is the fact that Poland's experience of transformation is more interesting for these countries than experiences connected with implementing selected reforms in western European countries.
3. The effectiveness of the EPAPA is impacted also by the good cooperation between the institutions involved in running the Academy.

#### RECOMMENDATIONS

1. Regarding traineeships for representatives of the Secretariat of the Cabinet of Ministers of Ukraine, in order to increase their efficiency it is recommended to take advantage of the experiences of the Department of Civil Service of the CPM to better adjust traineeships to the needs of visitors and to become inspired by practical activities.

### III. RESULTS OF SWOT ANALYSIS AND SUMMARY

#### Traineeships at the Chancellery of the Prime Minister for employees of the Secretariat of the Cabinet of Ministers of Ukraine

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>○ Many years of cooperation between the same institutions</li> <li>○ Trainees gain broad theoretical knowledge of how the CPM functions</li> <li>○ Good relationship (also at the working level) between the initiative's coordinators on both sides</li> <li>○ Open approach of the people conducting meetings with trainees</li> </ul>	<ul style="list-style-type: none"> <li>○ The traineeships lack a practical part</li> <li>○ No analysis of needs of the future trainees, no adjustment of traineeship to the professional profile of a specific person</li> <li>○ No feedback on the traineeship's impact on the professional life of individual participants/no alumni tracking system</li> <li>○ Poor professional use of contacts established during traineeships</li> <li>○ No synergy with other educational initiatives</li> </ul>
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>○ Engagement of both sides</li> <li>○ Willingness to continue the initiative</li> <li>○ Ukrainian civil service following the Polish development experiences</li> </ul>	<ul style="list-style-type: none"> <li>○ High employee turnover at the Secretariat of the Cabinet of Ministers of Ukraine</li> </ul>

#### Eastern Partnership Academy of Public Administration

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>○ Potential of the institutions involved in organisation of training – a developed model of cooperation</li> <li>○ Good organisation of classes</li> <li>○ Interesting programme adjusted to recipients' needs and oriented at implementing practical elements</li> <li>○ Good promotion of the initiative</li> <li>○ Recognisability in the EaP countries</li> </ul>	<ul style="list-style-type: none"> <li>○ Recruitment system of participants is still imperfect, resulting in: <ul style="list-style-type: none"> <li>● problems with timely reception of analysis of participants' needs</li> <li>● difficulty with an even better adjustment of the programme to educational needs</li> <li>● allowing participation of people whose experience is not fully consisted with the developed participant profile</li> </ul> </li> </ul>

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>○ Earlier identification of training needs to enable a flexible adjustment of the programme to the participants' expectations</li> <li>○ Development of mechanisms for maintaining contacts between alumni to increase the impact of networking and experience sharing</li> </ul>	<ul style="list-style-type: none"> <li>○ Slower pace of change in those areas of reform which are the topic of training in the Academy making it more difficult to apply gained knowledge in practice</li> <li>○ No interest in Polish solutions from co-workers at the sending institution who did not participate in traineeships</li> </ul>

### Scholarships for citizens of Ukraine at the College of Europe in Natolin

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>○ Potential of the institution to conduct postgraduate studies</li> <li>○ High quality of education</li> <li>○ Wide range of developed soft skills</li> <li>○ Good organisation</li> <li>○ Support for students looking for jobs via the Careers Service</li> </ul>	<ul style="list-style-type: none"> <li>○ No coordination with other Polish initiatives of this type in order to promote alumni and increase their opportunities for finding employment in Ukraine</li> <li>○ Low recognisability of the scholarships' source of funding</li> </ul>
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>○ Reform of the Ukrainian civil service and foreign service increasing opportunities of alumni's employment</li> </ul>	<ul style="list-style-type: none"> <li>○ No significant engagement on the Ukrainian side</li> <li>○ Low salaries in the Ukrainian civil service which discourage alumni from taking up this type of employment</li> </ul>

## Summary

The implemented educational initiatives should be assessed very highly both in terms of their outcomes and relevance. No objection is raised regarding the sustainability of obtained impacts. However, certain modifications can be recommended for each of the above-mentioned aspects of the implementation of the educational initiatives so as to achieve even better impact.

Generally speaking, the Polish initiatives fulfil the educational needs of their participants, but the fact that these initiatives are not properly identified still poses a problem for the organising institutions.

The most important outcomes of the Polish development cooperation initiatives include increasing the competencies of their participants, learning about the specificity of individual Eastern Partnership countries, alumni networking, and closer cooperation between the institutions that organise the training. To a certain degree, the Polish initiatives also have an impact on developing the soft skills of participants of the evaluated initiatives.

The initiatives implemented as part of Polish development cooperation seem to solidify the positive image of Poland as a country that has effectively implemented reforms supporting the process of democratisation, introducing the rule of law, as well as modernising reforms to facilitate systemic transformation and social and economic development. Moreover, Poland is also seen as a country that is willing to share its experience regardless of whether it is positive or negative.

The attractiveness of Polish experiences results from Poland's geographical location and historical experience, among other factors. Beneficiaries also gain knowledge and experience which after returning to their home country they can apply in practice, even though the question of putting more emphasis on practical aspects continues to be raised as a point that needs to be developed further.

What is also important is the fact that some initiatives implemented by Poland are unique, which sets Poland apart from other donors and translates into its better image.

The Polish institutions involved in the implementation of the evaluated projects as part of Polish development cooperation have a high potential to implement them. They are able to provide experts who have the right qualifications and to organise the entire process in a transparent and professional manner.

#### IV. TABLE OF CONCLUSIONS AND RECOMMENDATIONS

No.	Conclusion	Strategic recommendation	Recipient
1.	In the project implemented by the CPM there are too few practical elements. They are based on practical examples but trainees do not participate in the work of individual departments and do not receive any tasks to complete during their stay in Poland, which in itself is inconsistent with the definition of a traineeship. A specialisation of the traineeship programme as well as greater emphasis put on the practical aspects of traineeship would contribute to better efficiency of the CPM traineeships and more contacts between the Polish and the Ukrainian sides.	Enabling the trainees to spend more time at a department that corresponds to their place of work at the Secretariat and their professional interests is recommended (Chapter III.2.1., p. 15).	MFA/CPM
2.	All three evaluated initiatives are implemented with the objective of creating competent staff in the Ukrainian administration. However, the detailed objectives of these initiatives vary slightly and are addressed to different target groups.	Greater coordination between the initiatives, e.g. providing participants/alumni of CPM traineeships and the EPAPA with information about the alumni of the College of Europe in Natolin (upon their consent) or providing information on upcoming EPAPA training to participants/alumni of the CPM traineeships, the EPAPA, and the College of Europe in Natolin. Such initiatives could be implemented e.g. in the form of a newsletter sent to alumni of the evaluated initiatives is recommended (Chapter III.2.1., page 26).	MFA in cooperation with the CPM, NSPA, and the College of Europe in Natolin
3.	The Ukrainian side does not undertake any steps to encourage the College of Europe alumni to return to their home country. Thus the potential of scholarship recipients is not fully used.	Initiating a dialogue with the Ukrainian side for the purpose of organising two to three-month traineeships at one of the central ministries for interested MFA scholarship holders from the College of Europe is recommended (Chapter III.2.1., p. 23).	MFA in cooperation with the College of Europe in Natolin/missions

4.	Trainees take part in all meetings organised during their stay, regardless of their needs or professional interests. Traineeships could be more oriented at the professional specialisation of the participants.	Before the start of each traineeship edition, it is recommended to conduct an analysis of the needs of its future participants and to adjust the traineeship to their educational needs (Chapter II.2., p. 30).	CPM
	<b>Conclusion</b>	<b>Operational recommendation</b>	<b>Recipient</b>
1.	In the case of the EPAPA, there have been instances of knowledge diffusion within the organisations sending their employees to Poland. After returning to their home country, the training participants organised meetings in the institution to share their experiences of participation in the Academy. After completing training, participants published materials from the entire module on the office's intranet, enabling other employees to use them.	Disseminating good practice of knowledge sharing by the EPAPA training participants with their co-workers at a sending institution upon their return home is recommended. Promoting such solutions could take place at organisational meetings in the EPAPA, such as those opening the Academy or summarising a given edition. During their stay, the EPAPA participants could also prepare a presentation based on the Polish experience, which after returning to their country they could present to colleagues from other organisational units (Chapter III.2.1., p. 20).	NSPA
2.	The evaluated initiatives do not include agreements that obligate the training, traineeships, and scholarship participants to undergo evaluation, something that other funding sources are known to do. Thus the MFA cannot require beneficiaries to participate in evaluation studies. Changing this state of affairs would make it easier to learn about the impacts obtained from participating in such initiatives.	Introducing statements of consent from beneficiaries to participate in evaluation studies in the future which would include contact information (e.g. e-mail, telephone number) provided on a voluntary basis is recommended (Chapter III.2.1., p. 25).	MFA, CPM, NSPA, College of Europe in Natolin
3.	Information about the initiatives evaluated under Component III (excluding the EPAPA) is less visible in the media than the projects implemented in Components I and II. In part, this is due to their specificity like the fact that they are addressed to a small group of people. In order to strengthen the image impact of Polish development cooperation, it would be worthwhile to develop a consistent approach to informing about the educational initiatives.	Introducing a minimum scope of information about the educational initiatives to be provided on the websites of their implementing institutions is recommended (Chapter III.2.2., p. 28).	MFA

4.	<p>In the case of the EPAPA, there is an evaluation mechanism involving surveys for participants and instructors after each training module. Based on the knowledge gained from this evaluation, the organisation of the EPAPA is modified each year. Additionally, for the module entitled "Traineeships in Civil Service," an evaluation workshop was organised for the past two years which consists of collecting opinions from project participants, both trainees and tutors, about the strong and the weak points of the project. Challenges thus identified are then jointly discussed. So the workshop provides an opportunity to draw conclusions, which could not have been reached solely on the basis of the surveys.</p>	<p>Extending the practice of organising workshops to include other Academy modules based on the experience of the Department of Civil Service of the CPM is recommended (Chapter II.3, p. 31).</p>	<p>NSPA in cooperation with DCS</p>
5.	<p>The NSPA makes every effort to adjust the detailed training programme to the actual needs of participants. A problem arises due to late submission of training needs to organisers. In order to facilitate an earlier agreement of training needs with beneficiary countries, one should consider using additional methods of getting this information. Not only could it contribute to improved organisation of training and adjustment of the programme to specific requirements of particular trainees, but it could also make it possible to establish earlier contacts between participants from the same country.</p>	<p>Organising visits of NSPA representatives with beneficiaries before the start of recruitment with the objective of discussing the programme with people who are interested so as to make it more oriented towards certain groups of recipients and their specific needs is recommended.</p> <p>An alternative solution would be to establish working contacts between employees of the NSPA (the CPM in the case of traineeships) and participants via telephone/online messengers/social media is recommended (Chapter II.3, p. 32).</p>	<p>MFA/NSPA</p>

6.	Some alumni of the College of Europe think that the process of awarding MFA scholarships is somewhat less transparent than the process of recruitment to the College of Europe itself. They do not know the difference between the MFA scholarships and those awarded by the European Union to the countries of the European Neighbourhood Policy. They are not familiar with the criteria applied to awarding scholarships and the impact that their education and experience had on the fact that they received the scholarship.	In order to achieve greater transparency of this process, it is recommended to tell the candidates how the process of awarding MFA scholarships works, specifically with respect to the criteria applied to selecting scholarship holders(Chapter II.3, p. 33).	MFA
7.	The CPM does not track the paths of the alumni of traineeships for employees of the Secretariat of the Cabinet of Ministers of Ukraine.	In order to increase the current knowledge of the sustainable impacts of traineeships and how they impacted the trainees' later career path, alumni tracking is worth considering. It could take on the form of a short survey send to trainees six months after they complete the traineeship, in which they are asked to describe the impact that their traineeship has had on their professional life (Chapter II.4, p. 37)	CPM
8.	The EPAPA participants (also those originating from different countries) maintain professional contacts with each other. However, there is no platform that would contribute to increased networking.	Establishing an online platform through which the Academy's alumni could contact each other is recommended. It could be a useful tool that would facilitate contact and perhaps increase its scale, not only in the case of the EPAPA (Chapter II.4, p. 38).	NSPA



9.	<p>International Training Programmes are an interesting example of connecting training with the achievement of specific outcomes – changes in the participants’ home countries. Development of a change project with the support of Swedish experts and then its implementation by training participants in their working environment is an important element of the training programme. During the programme’s duration, meetings are organised to share experiences and to discuss progress in the implementation of the change projects. Moreover, over the course of many programmes, the participants create cooperation networks with the objective of maintaining contact after completing the training.</p>	<p>It would be worthwhile to analyse how the International Training Programmes (ITP) organised by Sweden work in order to apply some of their elements to the Eastern Partnership Academy of Public Administration organised by the NSPA (Chapter II.5, p. 43 and Benchmarking Report).</p>	MFA/NSPA
10.	<p>Comparing the two forms of traineeships implemented at the Chancellery of the Prime Minister – one addressed to representatives of the Secretariat of the Cabinet of Ministers of Ukraine, and the other to representatives of the EaP countries, it is evident that the traineeship addressed to the EaP countries is much more adjusted to the trainees’ needs. This traineeship also has a far greater practical aspect.</p>	<p>In the case of traineeships for representatives of the Secretariat of the Cabinet of Ministers of Ukraine, it is recommended to use the experiences of the Department of Civil Service of the CPM in order to better adjust traineeships to the needs of visitors and to become inspired by practical activities so as to increase the efficiency of traineeships (Chapter II.6, p. 47).</p>	MFA/CPM

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## VI. APPENDICES

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