



Ministry
of Foreign Affairs
Republic of Poland



I D E A

**EVALUATION OF POLISH DEVELOPMENT AID
PROVIDED VIA THE MINISTRY OF FOREIGN AFFAIRS
OF THE REPUBLIC OF POLAND IN 2012-2015
IN SELECTED COUNTRIES OF AFRICA AND THE MIDDLE EAST**

**Final Report
on Evaluation Research
COMPONENT I - East Africa**



Warsaw, December 2016

Cover page photos:

- Beneficiaries of the project *Support for Women in Addis Ababa* together with the coordinator and *woreda* employees, Addis Ababa, Ethiopia (2016, photo by Agata Frankowska)
- A nun in Kithatu Mission, Meru County, Kenya (2016, photo by Łukasz Widła-Domaradzki)
- Football match participants in Kibera, Nairobi, Kenya (2016, photo by Łukasz Widła-Domaradzki)
- Children attending school in the parish of Kiabakari, Tanzania (2016, photo by Katarzyna Hermann- Pawłowska)

Evaluation of Polish Development Aid provided through the Ministry of Foreign Affairs of the Republic of Poland in 2012-2015 in selected countries of Africa and the Middle East (Ethiopia, Kenya, Tanzania and Palestine)

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ABSTRACT

The objective of Component I of the evaluation study, whose results are presented in this report, was to evaluate the effectiveness, sustainability, utility, and relevance of Polish Development Aid (PDA) provided to selected countries of East Africa in 2012-2015 and to make recommendations based on the results. The main elements of the evaluation study made by the Idea of Development Foundation were field studies (interviews, questionnaires, ethnographic research) conducted in Kenya, Ethiopia and Tanzania. Desk research, case studies, benchmarking, panels of experts and SWOT analysis were the additional methods used.

The research has led to a positive assessment of the effectiveness of Polish development aid implemented in East Africa. The social and economic impacts of the aid projects were identified in all the aid areas and the assumed targets meaning the expected impacts have been achieved in most cases. The most efficient type of assistance involves simple projects that lead to a rapid and visible improvement of the beneficiaries' condition (e.g. environmental protection projects). Low spending and an annual project cycle represent the main hurdles to generating broader (beyond local) and long-term effects of aid. Despite the complementarity of time and geography of the initiatives, no significant synergy impact has been observed. Polish development aid has gained a relatively high visibility, mainly at the local level. Cooperation with Polish entrepreneurs is a weakness of Polish aid.

The study has identified three models of sustainability of Polish aid projects: a limited sustainability model, a self-sustaining model and a preventive (co-financing) model. The self-sustaining and the preventive models are worth recommending because they contain mechanisms that increase the sustainability of realized project activities. The key factors determining the sustainability of initiatives are: relevant identification and training of local leaders who play the role of "knowledge multipliers" and advance planning of sustainability mechanisms. Polish development aid's strengths are the partnership principle (ownership/empowerment) and the participatory model which are commonly used in implementing aid projects that are relevant to local needs and adjusted to local conditions.

Compared to other donors, the scale of Polish bilateral aid is small. Despite the professionalism of institutions engaged in development aid, their cooperation with other donors is difficult due to financial limitations and the absence of multiannual financing of development initiatives. The research results also show that the system of monitoring and impact (long-term results) evaluation of development aid should continue to be developed. An analysis of the capacity of Polish institutions engaged in development aid in East Africa indicates that despite their extensive experience, knowledge and skills, they are facing a growth barrier and therefore need support.

Key study recommendations address systemic and operational issues. The systemic recommendations are about increasing PDA spending, gradually transitioning to a system of multiannual and large-budget projects (aid concentration), strengthening the PDA strategic level by delegating tasks related to PDA implementation to an institution independent of the MFA, changing the nature and role of diplomatic missions in relation to PDA implementation and strengthening the PDA evaluation process, particularly with regard to project impact assessment. The operational recommendations focus on those elements of the PDA system where changes could be introduced to facilitate the work of project promoters and to increase the effectiveness of project activities. It is important to make projects more complementary with initiatives undertaken by other donors and to introduce mechanisms that can verify the synergy effect in order to enhance it. As regards monitoring, changes in the organization of MFA's follow-up visits were recommended. Suggestions for project implementation include reviewing procedures to see what improvements can be made that would lead to faster launch of projects during a budget year, introducing the option of flat-rate settlement of administrative costs and at the same time excluding headcount costs from administrative costs and paying more attention to sustainability boosting factors in the preparation and evaluation of projects. The report suggests that information and promotion activities should place more emphasis on the presentation of project impacts by project promoters and others and that the MFA should rely more on different forms of media (including social media).

I. OUTLINE OF THE RESEARCH CONCEPT

The study *Evaluation of Polish Development Aid Provided through the Ministry of Foreign Affairs of the Republic of Poland in 2012-2015 in Selected Countries of Africa and the Middle East (Ethiopia, Kenya, Tanzania and Palestine)* ref. no. BDG.741.010.2016 was commissioned by the Ministry of Foreign Affairs (the “MFA”) to evaluate Polish Development Aid (further referred to as PDA). **IDEA of Development Foundation** was selected as the research contractor in an open tender. The study was carried out between 22 June and 21 December 2016.

The immediate research objective was to analyse the efficiency, utility, sustainability and relevance of aid provided out of special-purpose reserve funds allocated to development cooperation.

Other research objectives were:

- to identify the main factors affecting the efficiency of projects developed as part of Polish development aid and to define future development directions of Polish aid initiatives with a view to increasing their efficiency,
- to make conclusions and recommendations about annual plans based on multiannual plan assumptions for Polish aid and Poland’s contribution to joint UE programming.

In addition, the study could also have a positive impact on the quality of public policies in Poland, including its foreign policy.

The research consisted of two components. This part of the report evaluates the development and impact of component I, specifically the Polish development aid initiatives financed out of special-purpose reserve funds of the state budget and funds administered by the MFA allocated to development cooperation as well Polish development aid initiatives implemented through the MFA of the Republic of Poland in Ethiopia, Kenya and Tanzania in 2012-2015.

2.3. STRUCTURING WORKSHOPS

Structuring workshops were held on 15 July 2016 at the MFA headquarters as a follow-up to a methodological report. Six representatives of the MFA and four evaluators representing the Contractor took part in the workshops. Their purpose was to reconstruct the logic of the 2012-2015 Polish development aid programme in the selected countries separately for research components I and II. The workshop results are presented in Chapter 2.1 of the report. During the workshops their participants selected the most significant issues brought up at the first meeting with the Contracting Authority. It led to a reconstruction and a more precise identification of the Contracting Authority’s information needs.

2.4. DESK RESEARCH

Desk research was conducted at stage II of the research and it included an analysis of documents, an analysis of data and media materials as well as an analysis of products made as a result of implemented projects.

As for the analysis of documents, project applications, reports on project implementation and reports on monitoring carried out by MFA employees were analysed in detail. As a result, record cards of all the projects were made and then analysed by qualitative and quantitative methods using research questions. The record cards were also useful for identifying the projects that underwent a detailed analysis at the stage of field studies.

The analysis of documents also included the following national and international strategic and operational planning documents:

- 2012-2015 Multiannual Development Cooperation Programme
- 2016-2020 Multiannual Development Cooperation Programme
- Annual Polish Development Cooperation Plans (2012, 2013, 2014, 2015, 2016)
- Call for proposals regulations and guidelines for 2012-2015
- Millennium Development Goals and Sustainable Development Goals

At the same time the data required for benchmarking were analysed (see part 1.4.2. of this chapter).

The analysis of data and media materials covered all of the implemented projects. The analysis included an assessment of Internet domains in Poland and abroad concerning all the realised projects, mostly the domains of project promoters and their partners. The analysis of media data included an assessment of the available media material such as press articles, radio broadcasts, TV news and information found on social networking sites to see how they impacted Polish aid in terms of its image.

The analysis of the products made as a result of the development of each project was conducted in the form of desk research (of applications and reports) in the course of the analysis of Internet domains in Poland and abroad and during field studies (interviews done in Poland and abroad).

2.5. FIELD STUDIES

Field studies were conducted both in Poland and during evaluation visits to Ethiopia, Kenya and Tanzania. When field studies (research stage III) were being prepared, lists of projects along with lists of replacement projects and proposals of case studies were drafted on the basis of project record cards, upon prior agreement with the Contracting Authority. Twenty-nine projects were selected for an in-depth analysis during the field studies (and 15 projects as a reserve). The list of projects eventually selected for an in-depth analysis is found in Appendix 1.¹ The project sample is representative of project types (according to the implemented entity) and of development priorities. The analysed sample includes both projects developed by diplomatic missions, non- governmental organizations (including those within the 'Polish Aid Volunteering' programme) as well as scientific institutions. All of the selected projects represented all three development priorities realised as part of PDA in Ethiopia, Kenya and Tanzania, which are:

¹ The lists contain bold-faced abbreviations of project names later used in the report

- education,
- health care,
- environmental protection.

The field studies conducted during IV research stage included:

- individual in-depth interviews,
- survey questions for project participants,
- ethnographic research,
- telephone in-depth interviews for benchmarking.

Evaluation visits were conducted by two-person research teams in the following periods:

- Kenya, 20 Aug.- 5 Sep. 2016
- Tanzania, 18 Sep. – 1 Oct. 2016
- Ethiopia, 2 Oct.- 13 Oct. 2016

1.3.1. INDIVIDUAL IN-DEPTH INTERVIEW - IDI

As part of the study, IDIs were carried out with people representing various categories of respondents. Among them were diplomatic mission coordinators, NGO coordinators, and representatives of partner organizations, implementers of project initiatives, beneficiaries, volunteers, MFA project supervisors, and MFA senior officials. The selection of respondents was intentional and resulted from a qualitative approach to individual interviews.

1.3.2. QUESTIONNAIRE SURVEY

The questionnaire surveys of project participants were conducted using the PAPI (pencil and paper interview) technique which involves carrying out the survey directly with the respondent (face-to-face). Due to the fact that some beneficiaries/participants of project initiatives did not speak English, the questionnaires were translated into local languages (Swahili and Amharic). The survey generated 318 questionnaires. Because of the conditions in which the questionnaire surveys were conducted, the evaluators did not always have full control of the process. In view of this, caution is advised in interpreting the survey results.

1.3.3. ETHNOGRAPHIC RESEARCH

The ethnographic research was conducted in the locations where the projects were developed. It involved making descriptions of the local community, its behaviours, institutions, beliefs and material products. Information was obtained from structured observations, photo documentation, and – in some cases - ethnographic interviews, which enabled a better insight into the cultural and social contexts of the studied projects. The notes made during the ethnographic research were used primarily to prepare case studies.

2.6. CASE STUDIES AND BENCHMARKING

1.4.1. CASE STUDIES

The following research techniques were used to prepare the case studies:

- detailed desk research (e.g. project documentation/reports on project implementations),

- ethnographic research (non-participatory structured observation along with photo - documentation, free focused ethnographic interview),
- individual interviews done at home and abroad.

Ten case studies were conducted for Ethiopia, Kenya and Tanzania, including:

- 3 case studies concerning Ethiopia²,
- 3 case studies concerning Kenya,
- 4 case studies concerning Tanzania.

Out of all the case studies developed for research component I:

- 1 case study concerns a project implemented by a scientific unit (Ethiopia),
- 3 case studies concern the Polish Aid Volunteering programme (Tanzania and Kenya),
- 3 case studies concern projects implemented by diplomatic missions,
- 4 case studies concern projects implemented by non- governmental organizations.

Additionally, 3 of the 10 case studies developed for component I were in-depth (one for each country - Ethiopia, Kenya and Tanzania). At the stage of the methodological report it was assumed that in-depth case studies would present the best practices found in the researched projects which could set a good example for other project implementers. It was assumed in the description of the case studies that quotations would not be marked by the types of respondents as it would lead to their identification and a violation of their anonymity. Projects selected for the case studies were marked in Appendix 1 (* and ** if the study was in-depth).

1.4.2 BENCHMARKING

In connection with searching for new solutions that could be applied to the Polish development aid model, benchmarking in this study was focused on identifying good, innovative practices in four selected developed countries that provided development assistance to Ethiopia, Kenya, Tanzania, and Palestine in 2012-2015 and which could be applied to Polish development aid.

Following an initial analysis and discussion with the Contracting Authority, a decision was taken to exclude international organizations from benchmarking since comparing them to state-provided development aid has proven to be difficult.

For the purposes of benchmarking (identifying good practices), the selection of countries was made on the basis of the following non-exclusive criteria:

- a DAC member, including at least one country from Central Europe in order to closely examine countries with more experience and as well as countries such as Poland that have less potential and less experience in development aid,
- a key donor for a given beneficiary. This criterion is defined by the volume of aid provided to a country and is considered in two aspects:
 - the donor is among the 10 biggest donors for a given beneficiary,

² Due to the political situation in Ethiopia, it was difficult to carry out field study in the south of the country. As a result, it was impossible to conduct all planned activities, which affected the number of developed case studies

- or the beneficiary is one of the 10 biggest aid recipients from a given donor (the country criterion),
- the existence or absence of a separate agency dealing with development aid. Differentiating the analysed countries using this criterion leads to identifying good practices for both organizational solutions,
- developing monitoring solutions. First of all, this criterion follows from the agreed benchmarking scope which involves solutions adopted in this regard. Secondly, monitoring is a key element of quality assurance and leads to improvement and so countries/organizations with a lot of experience in this regard should be selected,
- Other substantive links to the subject matter of the study.

The following donors for particular beneficiaries were selected for benchmarking on the basis of (1) an initial analysis of development aid for Ethiopia, Kenya and Tanzania and Palestine (Gaza and the West Bank), (2) an initial analysis of donors that provide development aid for these countries, (3) consultations with the Contracting Authority, and (4) and the above criteria:

Table 1. Details on donor selection for benchmarking in analysed countries

| | Beneficiary | Donor and justification of selecting the donor for benchmarking |
|-----------|--|--|
| 1. | Ethiopia | Czech Republic <ul style="list-style-type: none"> - 29th biggest donor for Ethiopia (USD 3.3 mln), - Ethiopia is the 5th biggest beneficiary of bilateral aid within ODA provided by the Czech Republic, - CzDA agency, - limited information on monitoring, - Central European country, like Poland, - DAC member since 2013, like Poland. |
| 2. | Kenya | Germany <ul style="list-style-type: none"> - 9th biggest donor of bilateral aid for Kenya (USD 117.8 mln), - Kenya is the 6th biggest beneficiary of bilateral aid within ODA provided by Germany, - GIZ agency, - monitoring system is being developed on the impact basis; it includes statistical data collected by/concerning beneficiaries, - PPP.de programme – closer cooperation between public and private sectors. |
| 3. | Tanzania | Denmark <ul style="list-style-type: none"> - 3rd biggest donor of bilateral aid in Tanzania, - Tanzania is the biggest beneficiary of bilateral aid within ODA provided by Denmark, - No agency – Denmark Development Cooperation (DANIDA) works within the Ministry of Foreign Affairs, - monitoring system based on impact and objectives; it considers expected results defined by the beneficiary. |
| 4. | Palestine(Gaza and the West Bank) | Great Britain <ul style="list-style-type: none"> - 4th biggest donor of bilateral aid for Palestine (USD 123.3 mln), - Palestine is 22nd biggest beneficiary of bilateral aid within ODA provided by Great Britain, - no agency – Department for International Development works within the government, - monitoring- strategy and monitoring system are based on the impact, - bureaucratic obstacles are being reduced. |

Source: Authors' own analysis

The scope of benchmarking was determined on the basis of the subject matter of research and the Contracting Authority's information needs and took into account mainly the following aspects:

- cooperation with other donors/organizations,
- cooperation with NGOs,
- cooperation with entrepreneurs from the donor's country,

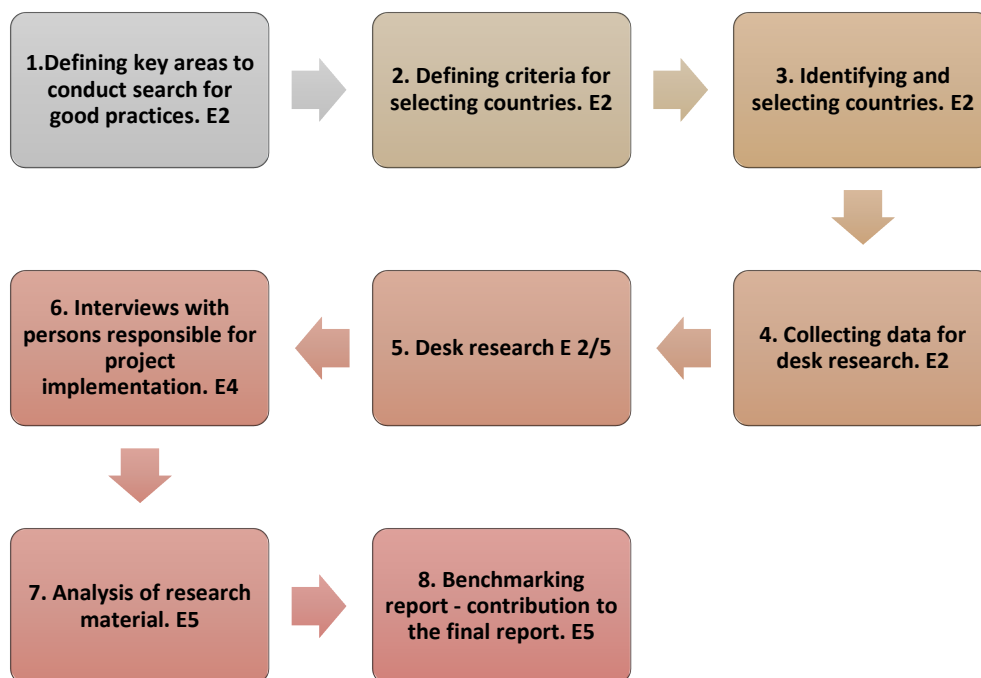
- concentration vs. dispersion of development aid,
- volunteering in development aid,
- development aid monitoring.

The following two research techniques were mostly used for benchmarking:

- desk research which essentially includes:
 - reports on development aid provided by selected developed countries, including documentation with regard to the mission, the strategy of the initiatives taken, aid areas, institutional conditions, aid impact reports,
 - development aid websites,
 - statistical data on the provided aid (including financial data),
 - OECD/DAC (Development Assistance Committee) data and reports,
- individual telephone or online interviews with people in charge of implementing projects in the selected countries.

In this research, benchmarking was divided into eight key stages which are presented below. The diagram also highlights the research phase at which subsequent benchmarking stages were developed. A summary benchmarking report is found in Appendix 2.

Diagram 1. Benchmarking stages



Source: Authors' own analysis

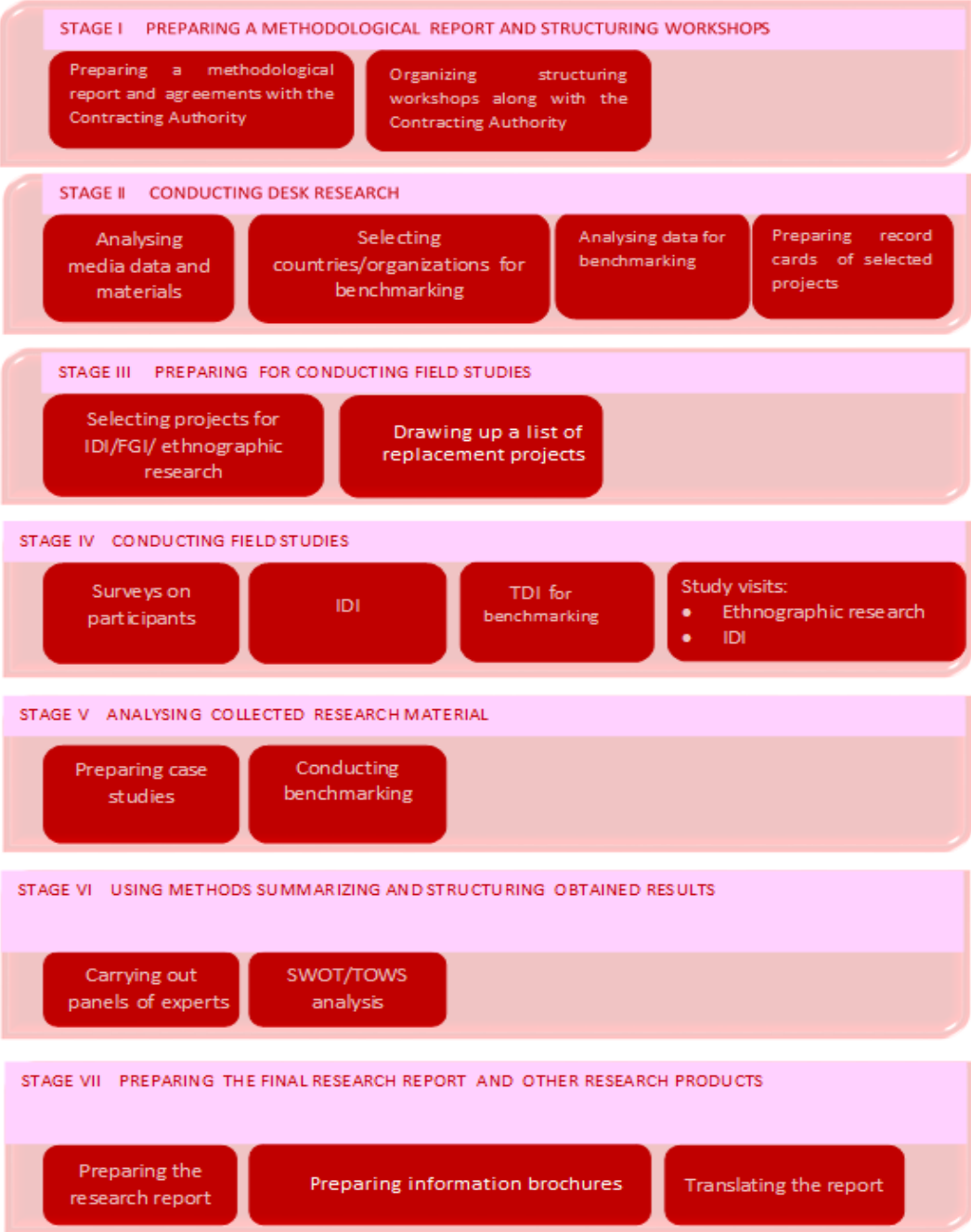
2.7. PANELS OF EXPERTS AND SWOT ANALYSIS

A SWOT/TOWS analysis was conducted and two panels of experts were organized to summarise the results of analyses of initiatives undertaken in components I and II (one for each component) at stage six of the research. The panels were made up of experts in development policy and development

cooperation designated by the MFA’s Department for Development Cooperation (hereafter referred to as DDC).

The diagram below summarizes the research process.

Diagram 2. Research process



Source: Authors’ own analysis

II. DESCRIPTION OF THE RESEARCH RESULTS - ANSWERS TO EVALUATION QUESTIONS

2.8. RECONSTRUCTION OF INTERVENTION LOGIC

Polish development aid provided to Palestine and East Africa in 2012-2015 was intended to achieve the objectives set out in Polish and international strategic documents. The Millennium Development Goals adopted by the UN in 2000, the Paris Declaration on Aid Effectiveness (2005) as well as the European Consensus on Development (2005) provide the global framework for development policy implementation in Poland. In its national development aid policy, Poland has committed itself to supporting the least developed countries in line with the Millennium Development Goals.

Polish Foreign Policy Priorities 2012-2015 announced in March 2012 is the key strategic document at the national level. The document refers to development cooperation, the promotion of democracy and human rights as one of the directions of foreign policy. It also stresses that support for democratization and for transformation in selected countries (the Council of Ministers (CM) 2012) are the main areas where development aid is implemented.

The 2012-2015 Multiannual Programme of Development Aid responds to domestic and international commitments by defining the objectives and priorities of Polish aid for the four-year period. The two cross-section policy areas selected in the programme are: democracy and human rights as well as systemic transformation. As for the support area priorities, they were identified as those countries in East Africa, Asia and the Middle East which represent a high level of poverty or face great transformation challenges (MFA 2012c). Priority aid recipient countries were selected on the basis of Poland's international commitments to provide support to the least developed countries³. Other factors such as continuity of support, transport accessibility, the capacity of non-governmental organizations for taking development initiatives, economic interests, culture and language, the presence of Polish diplomatic missions were taken into account in the decision.

Development aid priorities were defined for calls for proposals for Polish development aid projects. The priorities for East Africa⁴ in 2012-2015 were as follows:

- education as well as vocational and social activation⁵,
- environmental protection,
- health care.

The system of programming of development aid is supplemented by annual development cooperation plans (MFA 2012, 2013, 2014, 2015) which set out the forms and areas where assistance is provided to countries covered by development aid and the amount of funding committed to particular countries. The annual plans set out in greater detail the Multiannual Programme of Development Cooperation for 2012-2015 and form the basis for the Polish Development Aid call for proposals, the Polish Aid Volunteering Programme and for financing projects selected by diplomatic missions and implemented

³ i.e. Least Developed Countries and Other Low Income Countries according to the list made by DAC OECD

⁴ Development priorities for Palestine were presented in the report on the evaluation research concerning research component II

⁵ Since 2013. In 2012 there were 4 priorities: education, environmental protection, health care service, social and professional activation.

through the Small Grants System (hereinafter the “SGS”). In the call for proposals procedure, projects are selected on the basis of the following criteria: relevance (weigh 45%), efficiency and effectiveness (weigh 45%) and cooperation with the MFA (10%). In assessing the projects submitted in the calls for proposals, especially under the Polish Development Aid call for proposals, great emphasis is placed on project cohesion and logic, on the one hand, and on partnership issues (i.e. preparing a project in cooperation with a partner on the basis of an analysis of needs) as well as project sustainability, on the other.

Due to the fact that no measurable results of aid initiatives were set in the Multiannual Programme of Development Aid (2012-2015), the logic of intervention is partially based on project logic. By following the overall rules provided for in the policy and call for proposals documents, the projects create impact by undertaking development initiatives. During this period, in this approach aid impact depends on the initiative of implementers. Therefore it is difficult to speak about the possible strategic orientation of this process towards meeting pre-defined measurable results. There is also the risk of the aid system becoming somewhat self-steering or inert. In view of this, it is not possible to foresee the kind of impact aid can make. This also makes monitoring as well as the evaluation of the 2012-2015 programme impact more difficult.

The reconstructed intervention logic in 2012-2015 for the countries covered by the study is presented in Diagram 3.

The Multiannual Programme of Development Cooperation (2016-2020) was drawn up to respond to new challenges visible in development aid which are primarily associated with migrations. Development priorities are therefore targeted at fighting the causes of migrations: poverty, unemployment, climate change, demographic changes and the ensuing difficult position of young people. The Programme is also a continuation of an earlier approach to implementing development initiatives. It also reflects the international conditions related to the commitment to achieve the Sustainable Development Goals agreed on at the UN in 2015. The new period of programming development aid (2016-2020) has seen an increased geographical concentration. In the case of Africa, the number of countries covered by aid was limited to four countries: Ethiopia, Kenya, Tanzania and Senegal. Also, the support scope for particular countries has been changed. As for the countries of East Africa the priorities include:

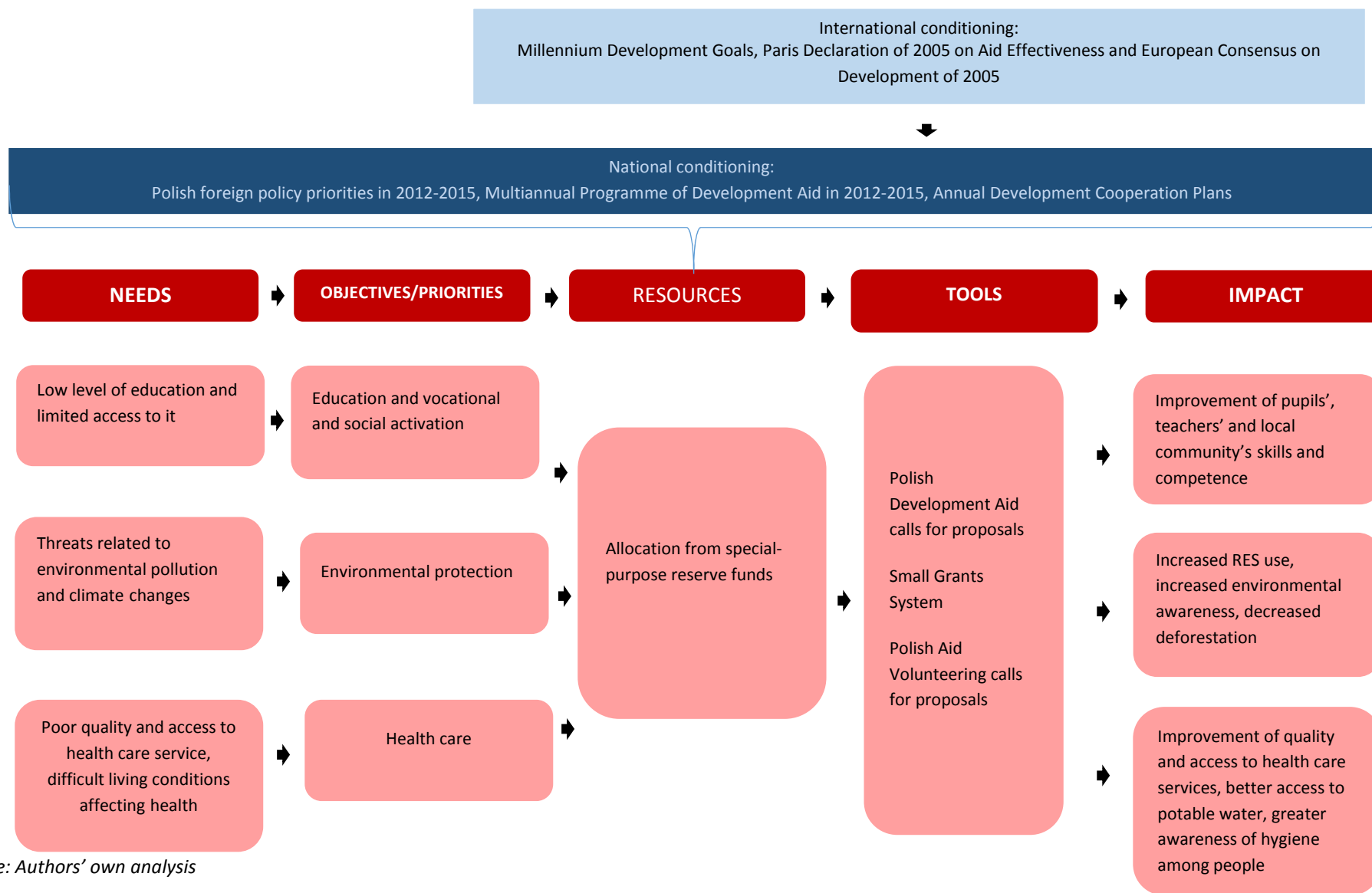
- human resources,
- environmental protection,
- entrepreneurship and the private sector.

In the new programming period, emphasis was put on such policy areas as entrepreneurship and vocational education. Environmental protection still remains a significant support policy area because of the existing threats associated with climate change. Changes of policy priorities have not led to higher policy concentration. This is due to the need to take account of the capacity of non-governmental organizations to implement projects in new areas and to leave them room so that they could gradually reorient their specialization towards new directions of aid. A novelty in the programme is defining the impact within policy priorities so as to better target the aid. The impact is described in more detail in the annual development cooperation plans. In the case of call for proposals procedures, limits were introduced with respect to the minimum grant amount that project implementers can

apply for. This measure is connected with the MFA's aim to develop projects of greater scope and development impact.

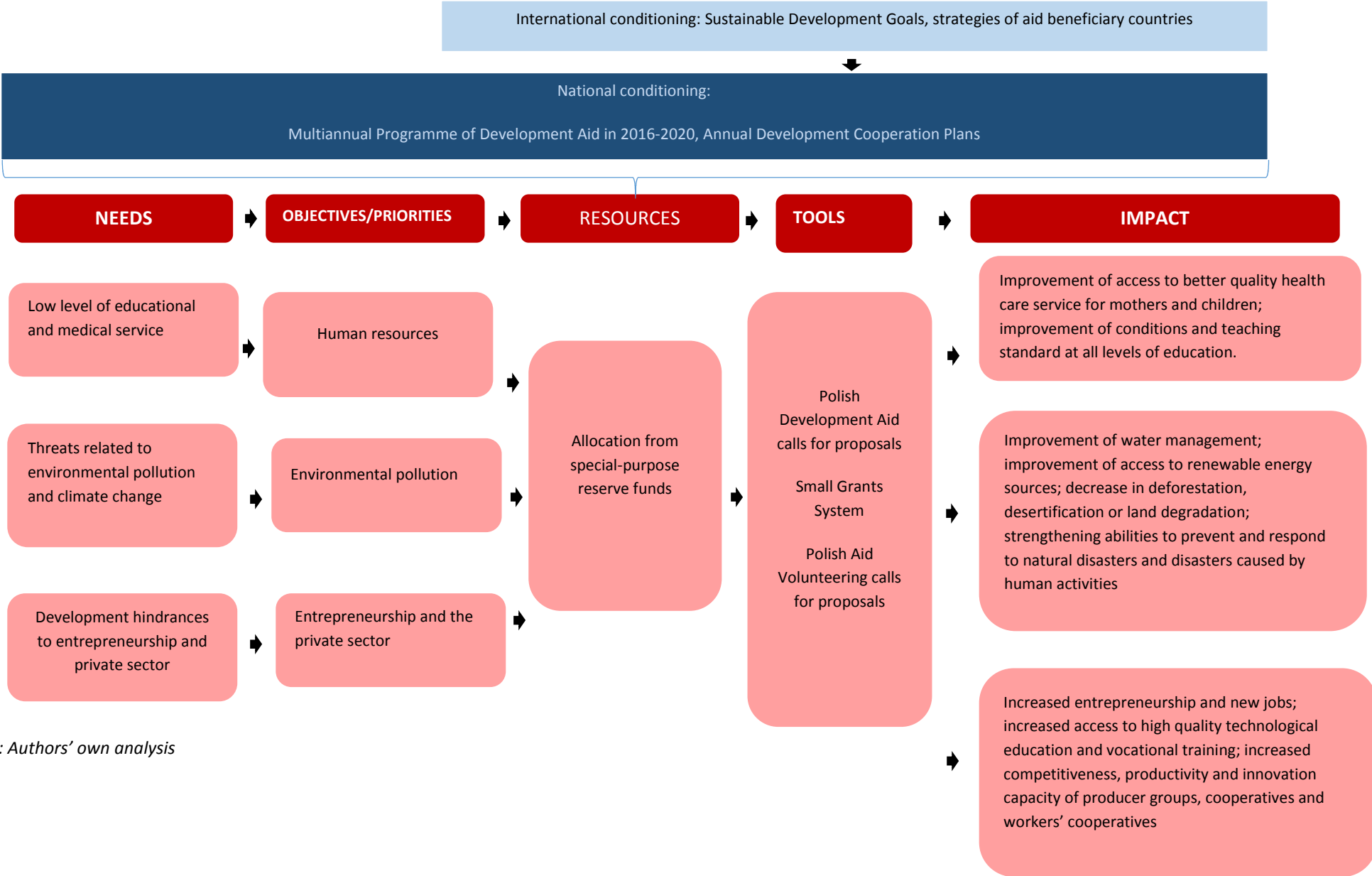
The reconstructed intervention logic in 2016-2020 for the countries covered by the study is presented in Diagram 4.

Diagram 3. Intervention logic in 2012-2015 – East Africa



Source: Authors' own analysis

Diagram 4. Intervention logic in 2016-2020 --East Africa



Source: Authors' own analysis

2.9. IMPACT

Research questions:

To what extent/which initiatives or projects have had a particularly positive impact on implementing plans, programmes, development strategies or other documents of similar significance (adopted in particular aid recipient countries and in Poland) as well as on developing the Millennium Development Goals (which ones to the greatest degree)?

Has synergy occurred between Polish projects/initiatives in a given area or for a given group of stakeholders? (In what aspects?)

To what extent/which aid initiatives have generated benefits associated with the “soft power” of diplomacy? How to strengthen the correlation between Polish development cooperation and the objectives of Polish foreign and economic policy?

2.2.1. PROJECT STRUCTURE AND IMPACT ASSESSMENT

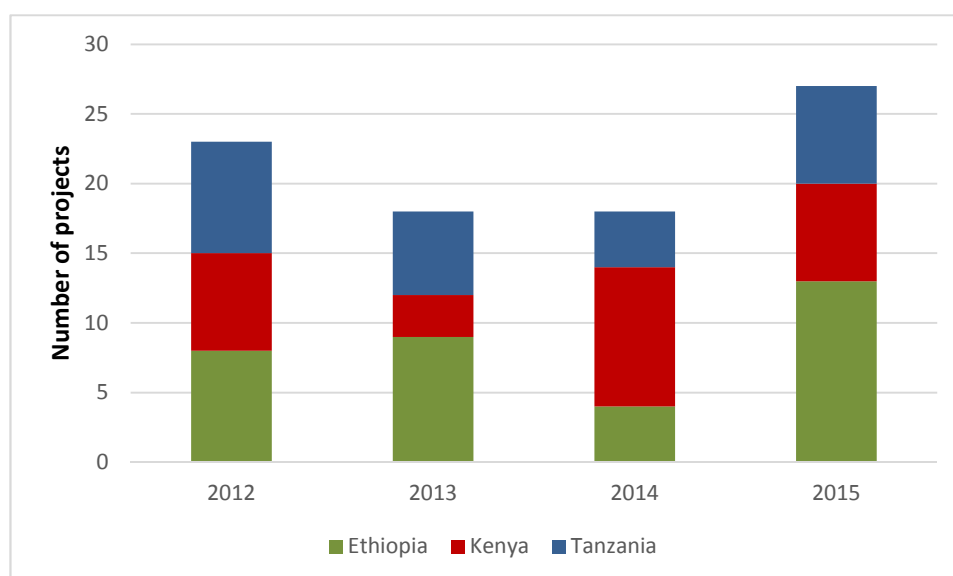
2.2.1.1. Project structure

In 2012-2015, 86 projects were implemented in East Africa using Polish Development Aid funds, including:

- 23 projects in 2012,
- 18 projects in 2013,
- 18 projects in 2014,
- 27 projects in 2015.

The distribution of projects implemented in the respective years is presented in the chart below.

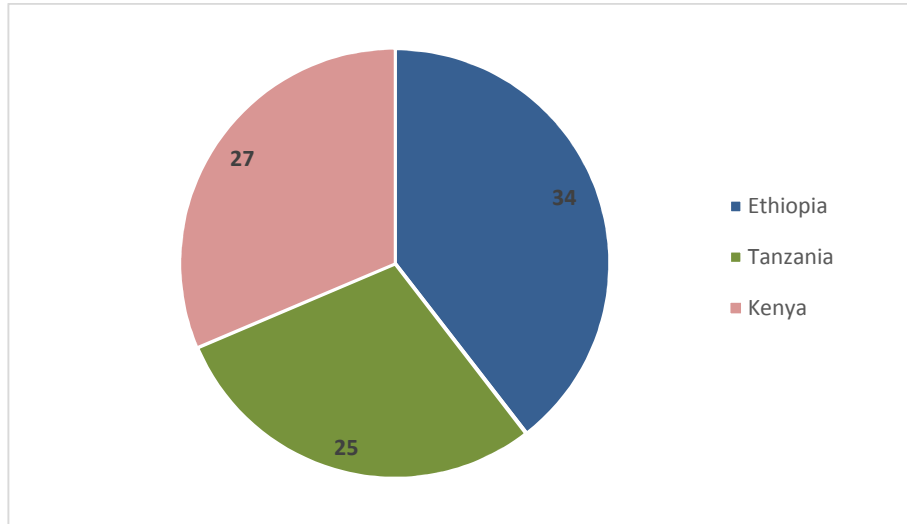
Chart 1. Projects implemented in East Africa over 2012-2015



Source: Authors' own analysis

The distribution of projects implemented in particular countries in 2012-20120 is presented in the chart below. The distribution is quite even with projects implemented in Ethiopia slightly predominating.

Chart 2. Distribution of projects implemented in particular countries of East Africa



Source: Authors' own analysis

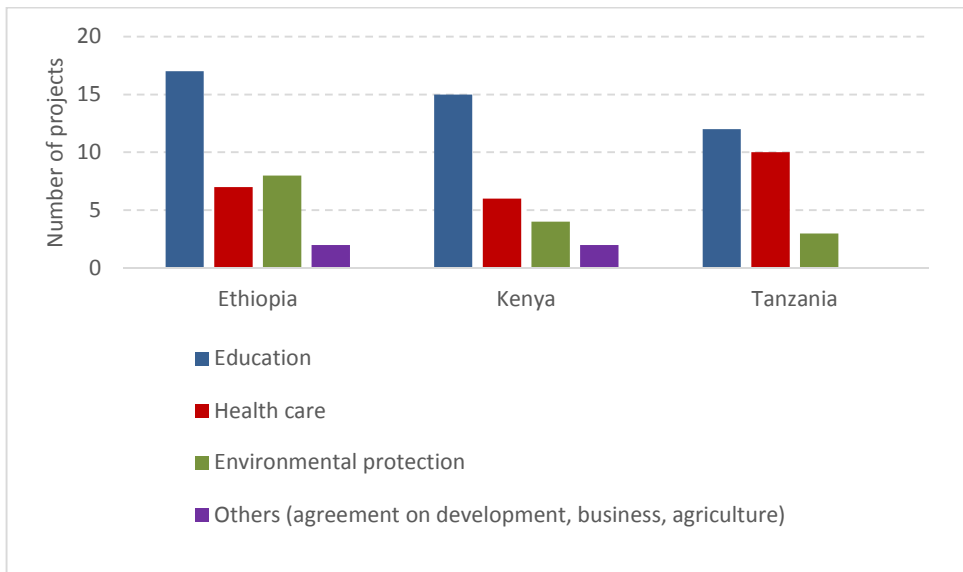
During the analysed period, the top priorities of development aid for East Africa countries were:

- education,
- health care,
- environmental protection.

Education projects addressed to children as well as to young people and to teachers and members of the local community represented the largest number of projects implemented in 21012-2015. A good number of the implemented projects were aimed at protecting health, especially in Tanzania. In Ethiopia, in turn, environmental protection was the second biggest area in terms of the number of projects. Moreover, 3 projects related to monitoring the Polish aid marking in the locations of project implementation were developed in Ethiopia (project No. 723/2015, 666/2013, 631/2012).

The distribution of projects in terms of priority areas is presented in the chart below.

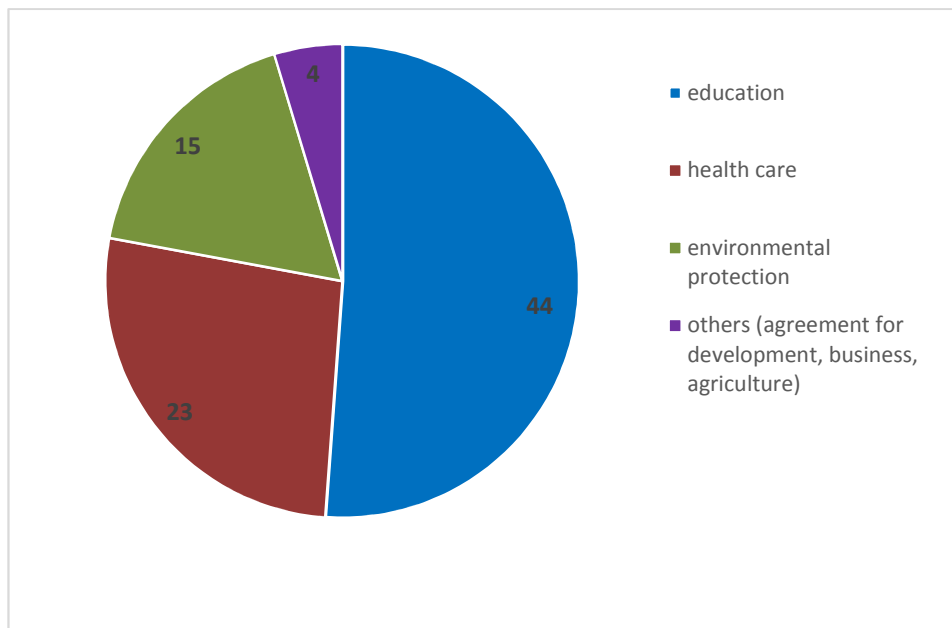
Chart 3. Project distribution in terms of priority areas



Source: Authors' own analysis

The distribution of the projects altogether for the researched countries of East Africa is shown in the chart below.

Chart 4. Project distribution in terms of priority area. East Africa



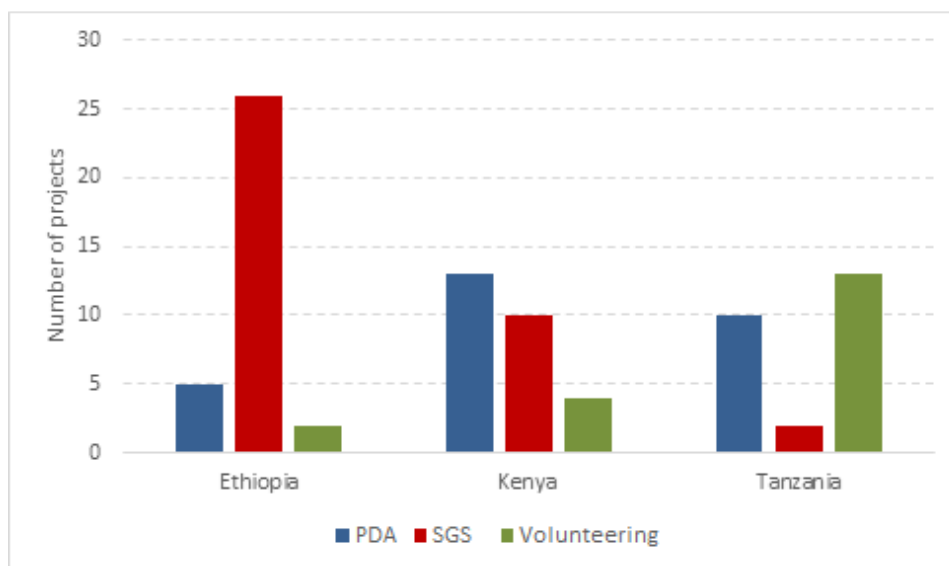
Source: Authors's own analysis

The development aid projects had various implementers, among them the Embassy of the Republic of Poland, a non-governmental organization under the Polish Development Aid or Polish Aid Volunteering call for proposals and a research institution. The distribution of the project promoters is different for each country. In Ethiopia the biggest number of projects (26) was implemented by the Polish Embassy, whereas in Kenya the Polish Embassy was involved in only 10 projects and in Tanzania in just two. This can be explained by the permanent presence of a Polish diplomatic mission in Nairobi. In Kenya the

biggest number of projects was implemented by non-governmental organizations as part of the Polish Development Aid call for proposals, and in Tanzania as part of the Polish Aid Volunteering calls for proposals. Additionally, in Ethiopia one scientific project was implemented (project No. 62/2012).

The distribution of the projects in terms of competition type is presented in the chart below.

Chart 5. Project distribution in terms of the type of call for proposals



Source: Authors' own analysis

2.2.1.2. Project impact

The vast majority of the analysed projects were implemented in the area of education. They dealt with pre-school and school education and increased the skills of the teaching staff, while being also addressed to the local community. The largest number of projects (9) was aimed at pupils and students and was designed to raise their knowledge and skills in computer literacy or environmental protection, among others. The same number of projects (9) was aimed at teachers and designed to raise their skills in passing knowledge, using innovative teaching techniques and applying activating teaching methods. The projects were also oriented at pre-school education (4 projects) and their objective was to provide equipment for classrooms and to purchase toys and teaching aids for kindergartens. The other projects were infrastructural and involved, among others, equipping classrooms or kindergarten buildings with the necessary furniture, computer hardware, textbooks and other books. School laboratories for teaching natural science, biology and chemistry were also built. Moreover, the aim of the educational projects was to build and modernize reading rooms and libraries by supplying them with books as well as electricity so as to increase readership among children and young people. Furthermore, the projects involved setting up youth community centers or day-care rooms.

Health care was another important area in which development projects were implemented. The majority of projects were designed to improve access to clean water (9) by building intake points for drinking water, constructing a retention reservoir for rainwater and water purification installations as well as bathrooms in schools and hospitals. For residents of the East African countries covered by the study, projects that supplied equipment to clinics, health centers and hospitals to enable them to have

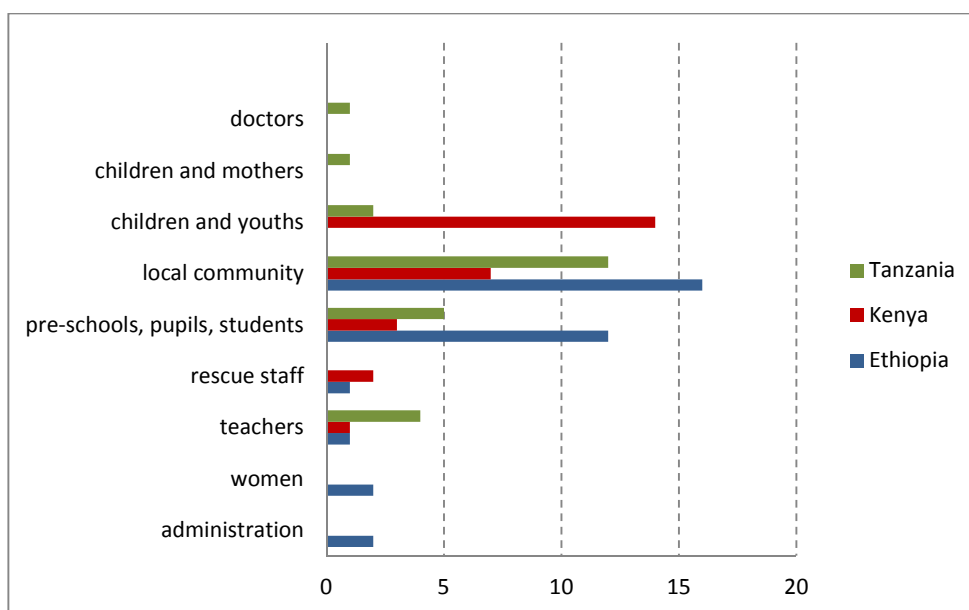
better access to health care were also important. Volunteers also worked to improve medical services by providing emergency medical assistance to health centre patients in the area of mother and child care during the delivery period, ophthalmologic examinations or medical rescue. In addition, trainings for people were organized with the aim of raising their awareness of hygiene or first aid.

When it comes to environmental protection, the greatest number of projects (6) involved building or installing renewable sources of energy. They were mostly solar panel installations and the construction and assembly of energy-efficient furnaces and biogas installations. Several projects were aimed at increasing people's ecological awareness and enhancing the skills and competencies of firefighters as well as providing them with equipment. Environmental protection was an important aspect of the implemented projects dealing with, for instance, reducing deforestation or planting trees. The projects led to the creation of new jobs (opening a restaurant, running an apiary, sorting out and selling rubbish, building energy-efficient furnaces) which had a significant impact on the financial situation of the people living where the projects were implemented.

In most cases, the implemented projects were hard infrastructural projects relating to soft initiatives such as: purchases of equipment and furniture, renovating and equipping school buildings, libraries or health care centers. The projects also included trainings on how to use the purchased equipment. The impact of some of the projects was increased employment and a higher income for the beneficiary. This was true of projects mainly involving running an apiary, setting up cooperative manufacturing energy-saving furnaces, running a carpenter's workshop, a car service workshop or collecting rubbish. Moreover, under project no. 278/2014, which was implemented in Kenya, the Uwezo centre for entrepreneurship promotion was established mainly to serve women.

A good part of the projects implemented in East Africa (40% of the projects) was addressed to local communities, such as clean water projects and health care projects. The beneficiaries of educational projects were kindergartens, children and young people (23% of the projects) and teachers. Additionally, the beneficiaries of social projects were children and young people (18%) as in the case of projects addressed to orphans and abandoned children (project no. 457/2014) or to children living in slum areas (project no. 97/2012).

Chart 6. Types of beneficiaries in different countries



Source: Authors' own analysis

The impact planned in the proposal has been obtained in most cases and its deviations resulted mainly from the fact that some projects were successfully implemented in a wider material scope thanks to e.g. savings in custom duties or in the purchase of equipment and fittings. The failure to fully achieve the expected impact was often due to delays in project implementation caused by its implementer or bad weather. The biggest deviations from the expected indicators were found in the training area. Children and youths were usually very interested in trainings, so they were organized for a larger number of pupils.

The following projects are examples where significant deviations from the expected indicators were found:

- project no. 618/2012 implemented in Ethiopia: *Activation of Children for Natural Environmental Protection* that planned to run environmental protection training for 30 children and ultimately trained 45 people which means that the indicator was achieved in 150%.
- project no. 356/2015 implemented in Kenya: *WASH – Improvement of Sanitation Security and Childers's Health in Primary Schools of Rural Areas in Bungoma County in Kenya* that planned to cover 7400 children with the project, but ultimately involved 8008 children. Also 120 teachers were planned to be trained, but in the end the training was carried out for 170 people.
- project no 21/2015 implemented in Kenya: *Trainings and Retrofitting of Fire Stations in Kenya and Ethiopia* that planned to train 200 people, but ultimately 243 people benefitted from it.

The indicator values were exceeded mainly because of a huge interest shown by the local inhabitants in project activities, such as trainings, organized as part of the selected projects.

Some of the projects that did reach the expected indicators are:

- project no. 664/2013 implemented in Ethiopia: *Development of Infrastructure and Environmental Consciousness of Schoolchildren in Alemtena* that planned to provide equipment for indoor and outdoor school natural science laboratory, but because of the ongoing school building renovation, it was not possible to equip the outdoor science laboratory and for this reason the indicator was achieved in 90%.
- project no. 662/2013 implemented in Ethiopia: *Protection of Green Zones and Education of Local Community in Addis Ababa* that planned to build a fence the middle lane of a road has not been carried out because the municipal authorities had planned to build it using different funds. As a result, the greenery in the middle lane was revitalized, 43 new trees were planted on the pavement and protected.
- project no. 912/2015 implemented in Kenya: *Multi-Aspect Education of Residents and Personnel of St. Anthony Orphanage in Limuru* that planned to train 60 people in computer science, but ultimately trained only 46 residents because of the project's timing coinciding with the holiday period which was responsible for failing to achieve the expected indicator.

The analysis of the project impact based on the reports is complemented by field study results. They indicate the following impact of project initiatives taken in particular area priorities:

In education:

- increased use of teaching aids,
- increased knowledge and practical skills of pupils and teachers,
- developed readership among children and youths,
- developed digital competence,
- developed social bonds,
- higher teaching standard and children care quality.

In health care:

- improved access to medical services,
- improved medical service quality,
- improved sanitation in health care institutions (health care centers, hospitals),
- improved health of ultimate beneficiaries,
- decreased mortality of women in pregnancy and in postnatal period and decreased infant mortality.

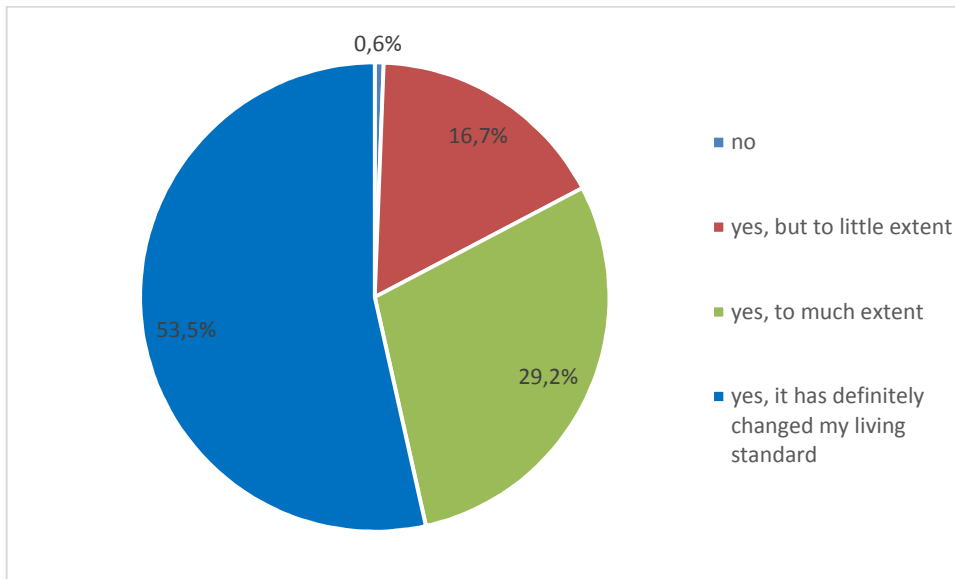
The impact of the researched environmental projects goes far beyond the sheer effects related to the environmental protection as they influence not only the improvement of educational conditions and the results achieved in education but also the beneficiaries' well-being and security. The impact of the researched environmental projects is as follows:

- increased use of renewable sources of energy,
- securing permanent access to independent (of governmental supplies) energy sources,
- improved conditions for learning by installing electricity in schools and libraries after nightfall,
- improved teaching quality,
- improved pupils' school performance (measured by examination results),
- increased savings in school budgets,

- improved state of health,
- developed social bonds,
- improved sense of security.

The project beneficiaries themselves assess very positively the effects of the implemented projects on their living standard. The vast majority of the respondents stated that the project has definitely changed their lives to a great extent.

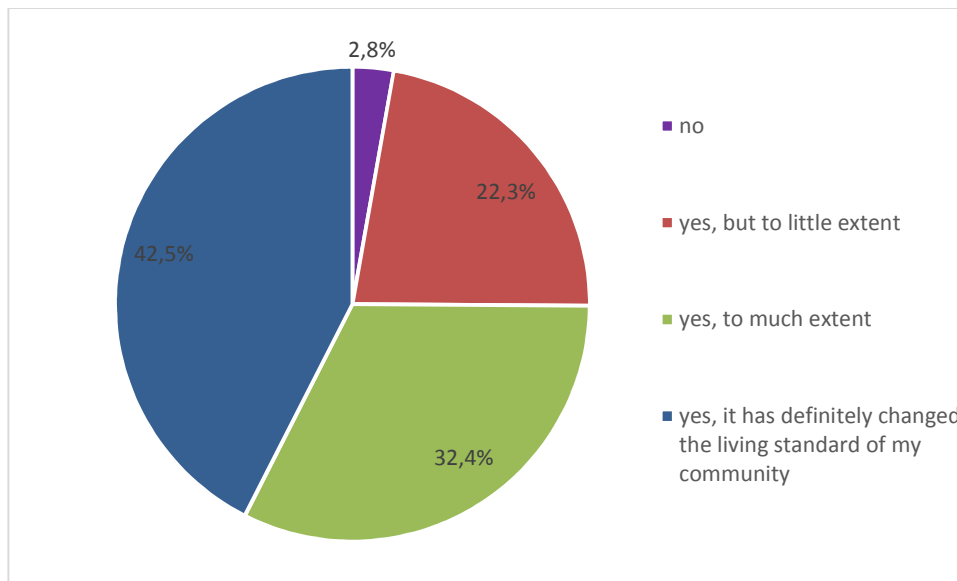
Chart 7. Has the project contributed to the improvement of your living standard?



Source: Authors' own analysis

The respondents have also rated highly the impact of the project on the lives of their family and people in their immediate neighbourhood. 42.5% of the persons surveyed said that the project impact has definitely changed the quality of community living, whereas 32.4% admitted it has changed their living standard to a great extent. A quarter of the respondents stated that the project had little or no impact on the life of their community.

Chart 8. P3. Do you think the project has contributed to the improvement of the living standard of other people in your community/neighbourhoods?



Source: Authors' own analysis

As for the projects implemented under the Polish Aid Volunteering programme, apart from the project impact, additional effects associated with the volunteers' personal development were also observed. The surveyed volunteers' opinions show that the participation in the volunteering project has helped them to:

- broaden their horizons,
- gain vocational experience,
- increase their chances to find a job,
- deepen their sensitivity to social issues,
- develop personally (e.g. learn a language, develop communication skills and intercultural abilities).

The personal benefits of the volunteering projects are well illustrated by the statements below:

'For sure it helped me to better cope with different situations, so later when I was looking for a job not related to development work...that is something that always draws attention and is commented on, there are lots of questions, but how come? So it was sort of my capital that I was there, I did something, I achieved something and now I'm reaping the profits. And for sure it's worth it, for many reasons, mostly personal. Besides taking part in the joint development of that community for which we work, it is also a time of intense personal development for us.' [13_ volunteer]

'For sure it has influenced my life. After doing my specialization, I'm planning to join the Medicines Sans Frontiers or a similar organization... this experience has changed me.... It has changed me as a human being and as a doctor. I'm very satisfied with that volunteering... it has broadened my horizons, I'm more into my patients now, because there people are more open and I transferred it to my work here.' [20_ volunteer]

'For sure such experience influences the way you see the world, (...) going to another country, being with people of different culture, working with them, doing something for those local communities, it

contributes to their well-being but it also benefits us because it broadens our horizons, somewhere at the back of our mind there is the thought that we aren't the centre of the universe, that people also live in other places, that they have their own ideas...once you start volunteering, you want to do it again (...)
[21_ volunteer]

Interestingly, the research has shown that the efficiency of volunteering projects depends to a great extent on the right kind of preparation of volunteers for work in the aid recipient countries as well as on planning mechanisms of knowledge and skills transfer to the support beneficiaries in the project. This allows multiplying the impact also after the project is completed.

The assessment of the volunteering projects provided by the respondents is positive. The research highlighted the fact that the volunteers are, as a rule, well-trained and have the expert knowledge and skills needed to efficiently implement the project initiatives.

As for the one country included in the research – Tanzania, an important element that increases the efficiency of the volunteering projects is a command of Swahili, which allows volunteers to easily communicate with the aid beneficiaries. The importance of trainings for volunteers has also been pointed out. The trainings were run by both the MFA (and, as such, they contribute to the volunteers' personal development and global education) and the organizations that send and receive volunteers. In the case of trainings organized by the MFA, it was suggested that they should be more specialized and adjusted to the professional profile of the volunteers and the target countries. As the respondents noted, the information needs of doctors or volunteers working in the education area are different hence profiling the trainings in terms of policy areas (health, education, environmental protection) would enable the volunteers to prepare for departure. These needs also vary depending on the country/region to which the volunteers are going.

The efficiency of the volunteering projects is determined by the learning process initiated by the MFA. Every year meetings with former volunteers are held in order to transfer knowledge and share experiences. Solutions are implemented that improve the Polish Aid Volunteering Programme in the following years as a result of discussions held at such meetings.

As the project coordinators have pointed out, the most efficient projects are those that combine infrastructural elements with soft elements. At the same time these are the most common types of projects. Combining hard and soft initiatives (either in one project or in consecutive projects) is frequent and, as a rule, increases project efficiency provided that the project is well-adjusted to the local needs:

'In the project, if you ask about priority initiatives, it is difficult to identify [authors' note: whether it is a hard or a soft initiative]. I can say that each one of these projects is very good because training makes people competent in what they do and they save many lives.(...) But also doctors can't do that well if they don't have good medical equipment. These doctors are saving lives because they have good equipment. That's why all the aspects of activities are very important. Even as regards infrastructure, medical service.... People won't feel comfortable if the infrastructure is bad.' [9_ partner organization]

Similarly, in the case of volunteering projects, combining the volunteer's work with hard elements e.g. the purchase of equipment, increases the project's efficiency as well as its sustainability. It allows multiplying the impact through training of other people who use the equipment after the volunteer

has left. So the sustainable contribution takes on the form of transferred knowledge and opportunities to continue the initiatives undertaken during volunteering.

Infrastructural projects yield immediate effects in the form of the project's products, e.g. a renovated library or a built health care centre, but demand ongoing investments to make the project's products and their impact sustainable because infrastructure wears out over time (i.e. keeping it clean, repairing the purchased equipment, purchasing new books if they are worn out, etc. For more, see: Chapter 3.3. Sustainability).

An example of hard project initiatives in the Don Bosco Youth Center Upanga in Dar es Salaam

Photo 1. The library before renovation done as part of the project (2012-2013)



Photo 2. The library after renovation



It is more difficult to measure the impact of soft projects because they are related to an increase of knowledge and competence as well as a change of attitudes but they bring greater sustainability and opportunities to multiply their impact:

'Q: So it is worth investing in such projects, the so-called soft ones, isn't it?

W: I'm becoming more and more convinced about it. At first, I had such a simple philosophy that a bee without a hive cannot make honey. So there must be infrastructure. There must be a school for education; there must be a health centre in order to provide medical care. But now, as the bread is being baked, it becomes apparent that know-how is absolutely indispensable.' [12_ partner organization]

'I think that a combination of these two. Surely, it's easier to measure the impact of these infrastructural initiatives and it must be more difficult to plan valuable soft things for which often we, Europeans, are to blame. We act as a sort of expert that comes with knowledge, with that light and thinks that we are doing something valuable, which isn't necessarily so. As for infrastructure, it's easier to see the impact.' [13_ volunteer]

The quotes above show the significance of complex projects. However, simpler projects are worth paying attention to because simple investments could bring about a significant change in the situation of their recipients. An example of such a project can be installing photovoltaic panels in schools in Ethiopia. The solar panel installations light one or two classrooms in local schools and thanks to them children can read and do their homework after nightfall and adults can attend courses organised for them. Basically, these activities were not accompanied by soft trainings (apart from a simple training for the persons in charge of maintaining the installations after the project was completed). Yet, they responded to a specific need that was not satisfied by any other organization operating in the region. Such initiatives have been consistently carried out since 2012 and resulted in equipping 153 schools in the area with solar panel installations. The investments have made a specific educational impact by improving reading abilities, although, naturally, it is difficult to distinguish between the impact of the project itself and the impact of other factors (it would be necessary to compare the supported schools with similar schools without support) while measuring this impact (For more information, see: case study – *Electricity projects*).

'[partner organization] studied the reading skills of children by checking the number of words read per minute. The study shows that this ability has improved. But it is the result of various things at a given moment. We are never in a position to say that it is the result of one action. But the residents' habit of coming to libraries is a good visible experience and it makes a big difference.' [6,7_ coordinator]

A similar impact was observed in a project implemented in Tanzania where the solar photovoltaic panels in schools contributed to better teaching and learning conditions, the consequences of which were excellent exam scores achieved by pupils and the highest rank achieved by one of the supported schools among Tanzania's public schools (for more information on the project, see: case study – *Sunshine for Development*).

These projects have demonstrated that relatively simple and cost-efficient initiatives can bring about a concrete and perceptible change in the situation of aid recipients. Given the limited PDA funding, the implementation of such types of projects is recommended as a way to increase the PDA efficiency (recommendation No. 15).

In this respect attention should also be paid to projects that generate strong development impulses by triggering change mechanisms which multiply the obtained impact. Apart from the above mentioned environmental projects, they include projects that develop competence or vocational skills with the objective to enable its beneficiaries to enter the labour market or to create new jobs (the Don Bosco project in Kenya, the Uwezo project in Kenya, the Together project in Ethiopia).

While assessing the areas of aid, it should be said that projects implemented in the area of health care carry the greatest risk of not achieving the expected impact and of not sustaining it in the future. The main factors causing this risk are the legal, procedural and institutional limitations found in the aid recipient countries that make it very difficult to develop health care institutions with the aid of external donors. At the same time the value of volunteering projects implemented in this area which largely addressed the specific needs of the local communities merit attention. Such projects, however, carry the risk of making a health care institution dependent on a steady flow of additional support i.e. volunteers and that the institution itself will not look for opportunities to strike out on their own. In view of this, while implementing PDA projects in the future, whether through the SGS, volunteering or the Polish Development Aid call for proposals, attention should be paid to whether such projects can provide the kind of impulse for development that is needed to increase the self-sufficiency of a given institution.

As a rule, the studied projects were local in their scope with the exception of some projects that were selected which had a broader range. These were the three projects selected as good practices – in-depth case studies: *Electricity Project*, *Sunshine for Development* and *Uwezo*.

For example, the scale of the electricity project in Ethiopia has by far exceeded its local range, thanks to the consistent implementation of projects similar in range in the subsequent years (since 2012) in a specific area (two zones in the Oromia region) where lightning was installed in 100% of the primary schools.

The absence of systematically conducted and reliable evaluation of the projects is a serious hindrance to evaluation of the impact of the projects. In this case it would be advisable to use a research structure based on counterfactual analysis recommended in evaluation of the public intervention impact. The structure would involve matching aid beneficiaries with non-beneficiaries i.e. persons/institutions that have not received aid. The beneficiaries and non-beneficiaries should be matched based on similarity of all important features. For example, if a school received aid (e.g. a school computer lab), its counterpart should be a school having similar features in terms of the number of pupils, equipment, number of employees, etc., that did not receive external support. Qualitative comparative case studies comparing the situation of the beneficiary and non-beneficiary before and after the intervention (pre-test and post-test) and finding success and failure factors should be carried out on such matched couples. This would permit to use the logic recommended for the ex-post project impact assessment and to identify the impact of a specific intervention. Without such hard evidence, no reliable conclusion about reaching the expected impact can be drawn (for more information, see: chapter 2.6. Monitoring).

Moreover, obtained impact ought to be compared to the outlays. In view of the very modest funds allocated to Polish development aid, it would be reasonable to invest them in projects that can bring a relatively rapid improvement in a specific area, i.e. investing in so-called ‘low-hanging fruit’ which can be easily ‘picked.’ Such ventures should be identified on the basis of an analysis of the project impact,

followed by a comparison of their costs and the real impact on the situation of the local community. This naturally entails the need to develop knowledge about what works (on the basis of the conducted research and evaluation). A good example of this can be the publication by the PATH organization which describes 11 innovations whose application on a larger scale (scaling) could significantly reduce the risk of death in the prenatal period and the death of infants and children. The likely result is 6.6 million lives saved by 2030. The suggested innovations involve relatively inexpensive and straightforward measures (whose effectiveness was proven by reliable evaluation research) such as:

- new formulas of oxytocin reducing the risk of maternal death caused by postpartum bleeding,
- new tools for detecting preeclampsia and reducing the maternal mortality rate,
- using chlorhexidine for umbilical cord care so as to prevent infant infections,
- Kangaroo Mother Care (KMC)- skin-to-skin contact and breast-feeding so as to increase the infant survival rate,
- strengthening rice in order to prevent nutritional deficiencies in children and their mortality,
- small-scale water treatment by chlorination in order to prevent diarrhoea in children,
- new products increasing the use of contraceptives in order to reduce the mortality rate of mothers, infants and children (PATH, 2016).

Obtaining a measurable impact in the case of more complex projects often requires greater outlays and a longer project timeline, something that is not easy to achieve under the PDA conditions. Examples of such 'difficult' projects include initiatives implemented in Ethiopia's region of Bishangari which were meant to lead to more sustainable management of local forest resources.

'(...) we've given up on it (...) the reason being we had too little time to implement it. It means those initiatives as such were OK, but the truth is that to achieve the goal of forest protection, it's necessary to change people's mentality. This is not something that can be done with annual projects. It would require a whole set of complementary initiatives that are rolled out over several years.' [6,7_ coordinator]

The above statement highlights the problem of the annual life cycle of PDA projects which makes the implementation of more complex projects more difficult. The annual project perspective could be a serious obstacle for project promoters when they shift to big budget projects. This issue recurs throughout the report and is regarded as a barrier to PDA impact as well as to cooperation or efficient monitoring and evaluation initiatives. In view of this, one of the research recommendations is for the MFA to review its procedures to look for possible improvements that would lead to starting project initiatives at the earliest possible date in a new calendar year. A model of financing multiannual projects should eventually be adopted to correspond to similar schemes that have already been approved for other publicly funded programmes (e.g. programmes of the Ministry of Family, Labour and Social Policy (MFLiSP), the Ministry of Culture and National Heritage (MCiNH) – see: the table below). (recommendation 10).

The Civil Initiatives Fund Programme (CIFP)

The CIFP for 2014-2020 was adopted by the Council of Ministers as a development programme pursuant to the Act on Principles of Development Policy of 6 December 2006 (APDP).

The CIFP is financed from the state budget. The programme's annual funding is PLN 60 million and the appropriations for the Programme were made in the part of the budget that is administered by the minister in charge of social security. The programme is implemented under a procedure laid down in the Act on Public Benefit and Volunteering (APBV).

Biannual projects can be implemented under the CIFP. Under the regulations governing the call for proposals in 2016, the implementation of such projects starts in 2016 and ends by 31 November 2017. A project promoter that draws up a budget is required to split the budget into two parts, each corresponding to the respective calendar years. The funds appropriated for a given year must be used by the end of that year and cannot be carried forward to the next year. The budget of biannual projects for the second year decreases the value of the appropriated funds distributed through the Programme in the subsequent year. It is worth noting that in the past, it was possible to implement three-year projects.

Multiannual projects can be implemented in many other programmes run by central government bodies and local government entities using national public funds. Some of the examples are: the Government Programme for Social Activity of Elderly People for 2014-2020 (GPSAEP) implemented by the MFLSP as well as the Programme of the Minister of Culture and National Heritage 2016 Digital Culture.

The implementation of multiannual projects improves the efficiency of using public funds, increases the stability of initiatives undertaken by project implementers and reduces the implementing costs for the public administration (it limits the scale of annual calls for proposals and reduces the contracting costs). For this reason the implementation of multiannual projects is the prevailing practice in public administration.

This solution is consistent with the provisions of the APBV. As provided for in Article 16(3) of the Act, 'a contract for supporting the implementation of a public task or for delegating the running of a public task may be signed for the duration of such task or for an indefinite period not exceeding 5 years. This law says that projects running longer than five years may not be implemented. However, it does not limit the chances of implementing projects that run over a year.

* In 2017, the CIFP provides for the implementation of annual projects only. This is an interim measure prompted by a change of the programme implementation formula planned for 2018.

In summarising the results of this part of the study, it can be argued that the most efficient projects were undertaken in the area of environmental protection, ones that united soft and hard elements and were pro-development. However, it is hard to speak about the projects having any significant impact on the implementation of Polish and international strategic objectives. The reason for this is that the total money spent by Poland on development aid is low. Another difficulty in assessing the level of achievement of the goals of the Multiannual Programme of Development Cooperation in 2012-2015 lies in the lack of a definition of the impact and its indicators in the Programme. In order to increase the impact of Polish development aid on achieving national and international strategic objectives, budget funds for Polish development aid would have to be increased. (recommendation No 1).

Key conclusions:

- the study has identified the project impact in all the three priority areas. The expected impact, as a rule, has been achieved (in some cases even overachieved);
- volunteering projects not only create project impact but also generate additional impact in the form of volunteers' personal development;
- the example of simple projects shows the benefits of concentrating funds and investing in projects that can bring about a significant improvement in an area over a relatively short time– which is called investing in 'low-hanging fruit' that can be easily 'picked' (like the projects implemented in Tanzania and Ethiopia);
- the project impact is generally noticeable at the local level, although in some rare cases the impact of local initiatives has a wider scope;
- project impact assessment is constrained by the lack of a systematically conducted and reliable evaluation of projects;
- low funding and the annual project perspective represent barriers to achieving greater PDA impact;
- the biggest barriers to implementing projects are in the area of health care (in the case of infrastructural projects).

Research recommendations:

- higher outlays on PDA are a necessary pre-condition of systemic change in the implementation of Polish development aid. This is additionally justified by the migration crisis. Putting this recommendation into effect would fulfil Poland's commitment to increase outlays on PDA to 0.33%. It is advisable to gradually increase the budget so as to enable Polish non-governmental organizations to gradually increase their potential for implementing development aid.
- In addressing issues relating to the annual project implementation cycle, which will become more acute once bigger projects are put into effect, a review of procedures is recommended to improve the timing of launching projects as early as possible in a new calendar year. Eventually a funding model for multiannual projects should be adopted as was the case with other publicly funded programmes (e.g. the MFLSP and MCNH programmes)
- When funding is limited, more frequent implementation of simple and cost-efficient projects is worth considering.

2.2.2. Synergy and concentration

A typical feature of the majority of projects implemented in Ethiopia, Kenya and Tanzania in 2012-2015 covered by this study is their temporal complementarity, i.e. the sustainability of cooperation with local partners and the implementation of complementary projects in subsequent years. This is mainly the feature of projects implemented by non-governmental organizations (see: case studies *Kiabakari* and *Moshi* in Tanzania, *Uwezo* in Kenya and the electricity project in Ethiopia), but also, to some extent, of project implemented by the diplomatic missions (see: case study *Uhuru* in Kenya). It is also possible to find cases, although less numerous, of linking projects implemented by non-governmental organizations – under the Polish Development Aid call for proposals or the Development Aid Volunteering call for proposals – with projects implemented under the SGS in subsequent years. As some respondents have observed, the implementation of related projects in the coming years could lead to cohesive concepts of aiding a given location and exerts a positive impact:

'(...) each project is a continuation of the previous one; the projects have overlapped for years to eventually form a cohesive whole.'

'For sure these are little drops, but all these drops together make impact.' [10_ coordinator]

The complementarity of initiatives does not necessarily have to go hand in hand with synergy understood as a value that is greater than the sum of its parts. The fact that projects complement each other does not necessarily mean that they create a synergy impact, little of which was identified during the study. One example of synergy is the UWEZO project implemented in Nairobi (see: case study *Uwezo* in Kenya).

Synergy example – Uwezo Centre

A good example of project complementarity is the Uwezo initiative. A sewing room and a kindergarten for children of mothers that want to work, but need childcare was added to the existing computer lab and library (partially equipped by Polish Aid and partially by Slovak Aid) as part of the evaluated project. The Uwezo project also includes sport and education activities for children from Kibera. Six-player league matches are organized along with extramural classes with elements of role playing to help young people get a better understanding of the problems facing their community members.

The synergy of this project means that the kindergarten, the library or the sewing room alone would not have brought such an impact. In the case of Uwezo, all the elements complement each other: the sewing room could be a workplace not only for women without children or those who can leave their children with the family. The school reading room can be used by older children whose mothers work in the sewing room and their younger siblings attend the kindergarten⁶. For more information see: case study *Uwezo*

However, complementarity understood as the implementation of complementary projects leads almost solely to a territorial concentration of local nature, i.e. the implementation of subsequent projects in one project location. As regards projects implemented under SGS and the Polish Development Aid call for proposals, the key factor determining the selection of a project location is not the geographical concentration of projects, but the confidence that a local partner, a person/institution, has the capacity to implement a project properly and on time.

'Well, I am not the one that thinks up projects and I always ask around who needs what. Anyway for years I've had partners with whom I thought it worthwhile to continue the project, and as you can check it there, from 2012 to 2015, every year is the same partner, who, for example, continues his project (...) Well, I won't go into details, but that was useful and with each year the project became a little bigger (...).' [9_ coordinator]

Projects implemented by the PCPM in Ethiopia under a call for proposals are in some way specific. After 2012, projects were implemented in the same area of southern Ethiopia, in two zones of the Oromia region: Borena and Guji. One of the reasons why the projects were concentrated in that area was the operating capacity of the local partner. Nonetheless, the consistent implementation of similar initiatives on a limited area over subsequent years has resulted in equipping almost all of the local schools with solar panel installations.

'My guess is we are operating on 5% or 8 % of Ethiopia's area, where we have installed electricity in all of its 8-year schools. And (...) in this year's perspective in about or more 400 schools..., which makes it the biggest project of this kind in Ethiopia. (...) That's why we are continuously developing it. And I know that it's the biggest project of its kind, (...) and this project cannot be compared to any other project implemented in Ethiopia.' [4_ coordinator]

⁶ Although sanitary conditions leave much to be desired, much like in other parts of the Kibera slums, the room where the children are staying is used as a kindergarten and represents the first step towards changing the role of women from being only mothers to becoming working women.

The area of Bishangari, which faces an environmental disaster risk because of rampant deforestation, the main source of income for the local community, represents another example of attempted concentration. The Embassy of the Republic of Poland in Addis Ababa attempted to integrate the initiatives of different actors in this area aimed at finding alternative ways of earning a living for the local community. As it turned out, a large group of stakeholders believed the venture was difficult to implement and so the expected impact could not be achieved.

The efficiency of mutually complementary soft and hard (infrastructural) projects is noteworthy in terms of synergy. This is particularly true of volunteering projects which complement infrastructural initiatives under the Polish Development Aid and the Small Grants System calls for proposals. Some evidence was found in the researched case studies that the complementarity of such projects determines the direct impact of the implemented projects:

'And so these projects just alternate – volunteering in springtime, development aid in autumn, November; that's good because one project can dovetail with another. And if there had been a combined volunteering and development project in place, most likely it would not have been entirely successful, 'cause they would be no volunteering and no development, 'cause it's necessary to pay attention to something. When a school is being built, volunteers are not let in because they are not needed yet. [10_ coordinator]

Moreover, combining projects of this kind helps to create the impact of synergy. In this case, thanks to the volunteering programmes it was possible to meet the objectives set out in the project proposal. They also helped to generate impact from projects implemented under the SGS or the main PDA calls for proposals. For example, the presence of volunteers in the health centre, extended thanks to PDA funds, has attracted patients. This means not only that the volunteering project indicators were attained, but that the centre's services became more popular and its credibility among local inhabitants grew.

In the case of the Polish development projects implemented in Ethiopia, Kenya and Tanzania included in this study, no synergy or complementarity understood as an interaction between different entities (e.g. various non-governmental organizations or non-governmental organizations and other entities such as entrepreneurs) has been found, in general. Usually a project developed by one organization does not overlap with or complement the projects of other organizations (with the exception of SGS projects implemented by diplomatic missions that are sometimes complementary with projects implemented by the Polish NGOs). Polish organizations that are present in a country do not have significant knowledge of other Polish aid projects which makes cooperation difficult. The short duration of projects and the need to concentrate fully on the project tasks leaving little time for establishing cooperation is one reason for this.

The projects are implemented concurrently without any connection. This may be due to the different nature of the projects (soft/hard, implemented in different priority areas), their geographical dispersion or the different nature of the organizations implementing the projects (organizations associated with the Church have different priorities than other non-governmental organizations). Therefore, it is difficult to talk about a concentration on specific entities – the interaction of different entities in one location to increase the aid impact. Even if such attempts are made, like e.g. by the Embassy in Addis Ababa, this example shows that the implementation of projects of this kind could be difficult and is not always successful.

A similar situation is observed in the case of complementarity of PDA projects and projects financed by other donors. As stated in Chapter 2.5.2., if this synergy occurs, it is the result of a strategy implemented by a partner organization that is trying to secure funding for its activity from various sources and not of cooperation among donors. It is recommended to increase the impact of synergy through more detailed guidelines for the project proposals and mechanisms that can verify synergy (recommendation No 9).

The study has identified barriers to building more sustainable cooperation with other organizations:

- the scale of Polish aid is definitely too small for Polish organizations to be seen as attractive partners by other organizations,
- the short duration of projects does not permit building more sustainable structures (e.g. registering the organization in a given country, organizing the headquarters and employing local people) in the aid recipient country. This makes developing sustainable cooperation with other organizations difficult.

2.2.2.1. Cooperation with entrepreneurs

The cooperation of project promoters with Polish entrepreneurs is not one of PDA's strengths. As a rule, the respondents had not had any contacts with Polish entrepreneurs during the implementation of development projects, nor were they able to say how they could possibly develop such cooperation in the future. During the study only one attempt at establishing such cooperation was identified. It concerned projects implemented in Ethiopia by the PCPM involving purchases of solar installations. The project promoter tried to contact suppliers of solar installations in Poland, but it turned out that most Polish companies import such equipment from other countries. It was also difficult to identify a company which would be interested in expanding their operations in Africa, one that would be prepared to invest in new markets. It turns out that Polish companies show relatively little interest in the African market, despite its great development potential. Moreover, the costs of entering this new market could exceed the potential benefits of implementing a development project because of its small scale.

'(...) I collected a list of the largest producers of photovoltaic systems, there were about 15 or so, I contacted all of them. The reply came from three of them and one decided to cooperate with us and we once used its module. The following year we wanted to continue our cooperation, I mean to invite them so that they would run a basic training on photovoltaics (...) on the spot, so that we could have closer cooperation, because it was also nice knowing each other, and knowing that we can rely on each other and knowing that we have are dealing with experts who understand the specificity of the country where they are sending(...) Anyway, then we had a situation that we talked about those trainings, it was outside the Polish aid project, they wanted to give money for that, I mean to finance their trip and we were only supposed to assist them there. But it took them so long to do that that eventually they didn't go. And around that time our cooperation ended.'[6, 7_ project implementer]

One exception is the company producing the Ursus tractors which has implemented large contracts with the support of the Polish government (the so-called tied aid). However, in the opinion of representatives of the non-governmental organizations implementing projects in Ethiopia, this company was also not interested in establishing cooperation.

Development projects implemented in cooperation with Polish companies carry the risk of generating negative impact in the form of creating local market imbalances:

'I'm saying that we support local business that should respond to the needs of the local community. And I'm afraid that with Polish investors there, the situation would be thrown off balance, I mean that we don't act locally, but we produce something that can be brought to Poland and make money on it.' [11_ project implementer]

The benchmarking results show that getting enterprises involved in the implementation of development projects is not a popular or the most common form of supporting cooperation when it comes to development aid. Combining the country's economic goals with its foreign policy objectives is mostly done through measures that facilitate access to foreign markets for Polish enterprises. Examples of such initiatives are presented below:

Selected forms of supporting enterprises – good practices drawn from benchmarking

1. Tender procedures under public procurement law regulating implementation of development initiatives by the private sector.
2. Supporting private funds and investments by enterprises from donor countries in developing countries with:
 - loans and investment consultancy,
 - feasibility studies,
 - dedicated funds (e.g. for agriculture or climate protection),
 - subsidising loans for large infrastructural projects in developing countries.
3. Promoting exports and imports while taking into account the needs of developing countries.
4. Promoting public-private partnerships by:
 - government grants that reduce the financial risk to a minimum,
 - supporting projects in a partner country during its planning and implementing stages,
 - networking covering state governments, local governments, chambers of commerce, local NGOs and private enterprises.
5. Soft instruments:
 - support in project preparation, investment plans and training of local suppliers,
 - trainings for managers who are going to a partner country,
 - trainings for the staff of business partners from partner countries,
 - innovative partnerships between companies and non-profit organizations,
 - consultancy on development aid and local context,
 - information platforms on development aid targeted at enterprises,
 - sharing experience by non-governmental organizations,
 - guide books on public procurement,
 - conferences for suppliers.

For more information, see: report on benchmarking

Under Polish conditions, close cooperation on a strategic level between the Ministry of Foreign Affairs and the Ministry of Economic Development needs to be in place in order for enterprises wanting to enter foreign markets to be able to benefit from selected forms of support (recommendation no 5).

Key conclusions:

- although the projects are complementary in terms of timing and geographical location, their complementarity has not generated a visible synergy impact.
- combining soft and hard projects (mainly volunteering projects with projects implemented under the main PDA call for proposals and SGS) reinforces their synergy impact.
- the complementarity of projects results in aid being concentrated locally in the one place where the projects are implemented, with concentrations whose scope is wider than local being the exception.
- as a rule, synergy or complementarity of projects understood as the interaction of different entities (e.g. different non-governmental organizations or non-governmental organizations and other entities, such as, entrepreneurs) has not been observed, as a rule, in Polish development aid.
- cooperation of project promoters with Polish entrepreneurs is not a PDA strength given the risks associated with entering foreign markets under PDA projects and the funding's small scale.

Research recommendations:

- introducing mechanisms verifying the synergy impact by developing more detailed guidelines concerning this section of the project proposal and to take this section into account in project implementation reports.
- in order to better link foreign policy and economic policy objectives, it is necessary to consider other countries' experiences (analysed in benchmarking) which show that the relevant support provided to enterprises consists mainly of facilitating cooperation between foreign partners and Polish entrepreneurs. Possible measures should be implemented by or in close cooperation with the Ministry of Economic Development.

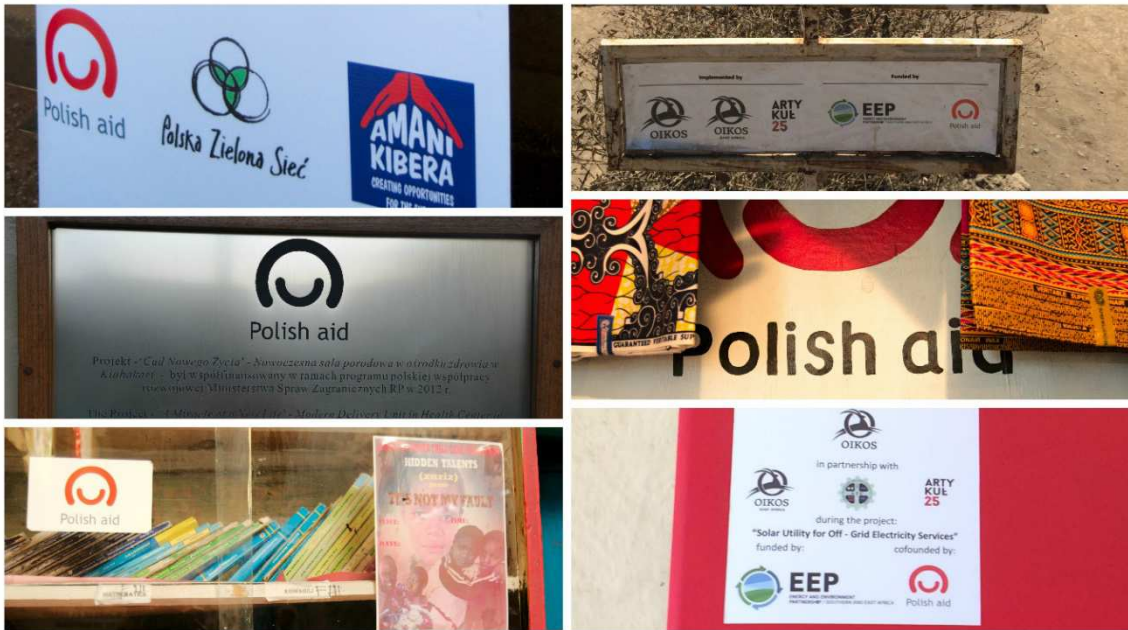
2.2.3. Image impact

The recognisability of Polish development aid in the project locations in Kenya, Ethiopia and Tanzania⁷ should be evaluated positively. In most of the studied cases, the Polish Aid logos were prominently displayed in places where the projects were implemented. As for the PDA or SGS projects, their locations were identified by means of project information boards. The Polish Aid logo was often permanently fixed as a memorial plaque (Mathare, Kiabakari – in the labour ward, Moshi⁸) or as a framed plate (Uhuru). The Polish Aid logo was also depicted in a mural, which – it must be admitted – was not very well displayed (Uwezo). Additionally, Polish Aid logo stickers were put on equipment, such as sewing machines, purchased with Polish Aid funds in the Uwezo Centre, and on computers delivered to three schools in Mathare, medical equipment delivered to Kiabakari or the equipment purchased for Don Bosco in Tanzania and Kenya. Computers in Uhuru were also identified with small stickers. The same beneficiary also had portable stands with the Polish Aid logo. All those elements looked used; the evaluators did not get the impression that they were shown just for the sake of display. An interviewee (beneficiary) once turned up for the interview wearing a T-shirt with the Polish Aid logo, which was taken to mean that he liked the donor. However, it was difficult to find information about the donor of the volunteering projects in the locations where they were implemented.

⁷ In Ethiopia, field studies were limited to Addis Ababa due to the risks related to the unstable political situation.

⁸ The DPA project implemented in 2012

Photo 3. Polish Aid logos in projects implemented in Africa



Associations with Polish Aid among direct and indirect project beneficiaries are also elements of the image. The respondents pointed out that such associations exist and are very strong.

‘Q: Does the community know that this aid comes from Polish Aid?’

A: Yes (...) we even made a roadside banner informing about it.’

[16_ partner organization]

Q: Do you think that Polish Aid has a positive reception?’

A: Yes, I think so; everybody sees that everything that we are doing is with Polish Aid (...) so I think that people recognize Polish Aid as one of our more important partners. If someone visits us sometimes, the first thing they see is Polish Aid (...)

[17_ partner organization]

Nevertheless, it cannot be said that the recognisability of Polish Aid by placing its logo at project locations has led to a wider than local dissemination of information about Poland as a donor. Polish aid projects are known locally and this knowledge is closely linked to the project location and aid beneficiaries. It should also be pointed out that not all the beneficiaries know what country stands behind the aid. The same can be said of initiatives undertaken by diplomatic missions. In their opinion, the SGS initiatives do not translate into mission and PDA recognisability in the beneficiary countries. And again, this is chiefly due to the small amount of funds spent on development aid and the small projects can be implemented with it compared to other donors.

The image impact is reinforced by follow-up visits. The presence of MFA representatives or a Polish diplomatic mission in the project location or at events organized by the partner organization (e.g. a festival or a match) has a positive effect on the identification of aid in a donor project. This influence is

additionally reinforced in the case of projects implemented by Polish partners who permanently reside in the beneficiary countries.

The recognition of Polish Aid in Poland can be evaluated indirectly on the basis of data analysis results and media materials concerning each of the implemented projects, including Internet domains in Poland and abroad. It shows that the Polish Aid projects implemented in 2012-2015 in the analysed African countries are now present in the consciousness of external recipients through the beneficiaries' and partners' websites and other sources such as blogs run by the project participants or the social media. Nevertheless, Polish non-governmental organizations and the MFA have not made full use of the opportunities to disseminate information about the implemented projects and their impact as noted in the interviews:

'And for sure I don't get the impression that it's been promoted enough in our country. People don't know that something like this exists, despite the fact that research is organised, every year a report comes out and they present the opinions of Poles, that development aid is necessary and so on and so forth, but I get the impression that very few people know about it (...). Everyone wants to go abroad at a certain moment, everyone looks for a travel option, but nobody says that they can go as Polish Aid. This is one of the few nice options for going abroad and for being useful, doing something worthwhile, (...) Yes. This promotion here is also necessary. [13_volunteer]

Thirty-four **projects implemented in Ethiopia** were analysed. Project promoter's and their partners' websites contained information about 22 of them. The information was found on the microsites of the official project promoters' websites. No separate website dedicated to one particular project initiative was found. The other 12 projects were not mentioned on the promoters' websites, with one exception of a project mentioned in a news bulletin on www.polskapomoc.gov.pl in the context of Undersecretary of State Joanna Wronecka's visit to Ethiopia⁹.

Project donors' and partners' websites contained project descriptions (unfortunately most of them are quite laconic) and information about the donor. However, information about the group of beneficiaries covered by the initiatives was provided for only eight projects. The same is true of the descriptions of the project impact, which has been identified in only 8 cases.

Photographic documentation of six projects was found on the Internet. Three initiatives were documented with just one photo. Extensive documentation of one project was found on a dedicated channel on Flickr¹⁰ run by the MFA. These websites lack contents that can be downloaded such as evaluation reports, training materials, bulletins or brochures. Projects reports were found on only one project promoter's website and they concerned the project: *Application of Ecohydrology-Transdisciplinary Science – for Integrated Management of Water Resources and Sustainable Development in Ethiopia* [project No 62/2012].

Significantly, the websites do not highlight the initiative impact since the formation focuses on the initiatives themselves. For example, the PCPM web pages dedicated to projects involving solar panel installations in schools carry a description of the project and the target group, but lack information on the number of supported schools (and what percentage of schools they represent), the number of children using these panels and changes in scholastic performance.

⁹ <https://www.polskapomoc.gov.pl/Wiceminister,Joanna,Wronecka,w,Etiopii,2445.html> [access 05-10-2016]

¹⁰ <https://www.flickr.com/photos/polandmfa/sets/72157632754335005/> [access 05-10-2016]

The website identification with Polish Aid logos is far from satisfactory. Besides the five projects implemented by the diplomatic mission which have separate bookmarks on Polish Aid (marked with the proper logo, etc.) the Polish Aid logo is visible on six projects only.

As for the two projects: *Equalizing Educational Opportunities for Children and Youths as well as Increasing Vision Quality for Local Community of Fullasa* [project No 832/2015] and *Medical Aid for Dilla Centre in Ethiopia* [project No 1106/2013], their participants have run blogs on the project initiatives¹¹. An interview with a volunteer taking part in the latter project is posted on the Internet¹².

Most of the websites lack information about future cooperation prospects, the sustainability of projects or their links to other Polish projects. There are generally no references to the partner's website – neither to foreign partners in the case of Polish promoters' websites nor to Polish promoters in the case of foreign partners. An exception to this rule is a mention about the Polish Center for International Aid (PCPM) found on the websites of the local partner - the *International Institute of Rural Reconstruction* in connection with the project: *Education Support in Southern Ethiopia by Installing Electricity in Primary Schools and Providing Equipment for School Libraries* [project No 99/2015] (although this information was not mentioned by the other side on its website).

Only one project *Trainings and Retrofitting of Fire Stations in Kenya and Ethiopia* [project No 21/2015] had a nationwide press release whose tone was positive¹³. The project was also the subject of a favourable article published on TVP's website¹⁴ and featured in Polish radio programmes¹⁵.

Twenty-eight **Kenyan projects** were analysed, 14 of which were mentioned on the project promoters' and their partners' websites. Except for the project: *Multi – Aspect Education of Residents and Personnel of St. Anthony Orphanage in Limuru* [project No912/2012], which has a dedicated blog on the Wordpress platform¹⁶, information on the majority of projects can be found on the microsites of the project promoters' websites. As for the other 14 analysed projects, no information about them was found online, except for a mention about three projects in the annual reports of the implementing organizations and a description of one project on katolik.pl¹⁷ and polakpotrafi.pl¹⁸ portals in connection with a fundraising campaign. Information about the Polish ambassador's visit to the school in Dagoretti was posted online at the end of the first phase of the subsequent project implemented by the diplomatic mission *Providing Educational Materials for Primary and Secondary School Owned by Dagoretti Corner Rehabilitation Centre in Nairobi in Order to Increase Teaching Quality and Efficiency* [project No 755/2013]¹⁹.

¹¹ <http://www.medicus.ump.edu.pl/onas/listy-wolontariuszy/177-marta-stankiewicz-i-ewelina-walkowiak>, <http://wroclaw-swm.pl/?p=2811> [access 05-10-2016]

¹² <http://poloznawswiecie.blog.pl/tag/etiopia/> [access 05-10-2016]

¹³ <http://www.stosunki.pl/?q=content/polacy-stworz%C4%85-stra%C5%BC-po%C5%BCarn%C4%85-w-afryce> [access 05-10-2016]

¹⁴ <http://www.tvp.info/19534559/polscy-strazacy-przeszkola-i-wyposaza-jednostki-w-afryce> [access 05-10-2016]

¹⁵ <http://www.polskieradio.pl/10/483/Artykul/1035387,Skapy-jak-Polak>, <http://www.polskieradio.pl/7/1996/Artykul/771608,Polska-pomoc-w-Afryce> [access 05-10-2016]

¹⁶ <https://afrykaclicka.wordpress.com/> [access 05-10-2016]

¹⁷ <http://www.katolik.pl/wolontariusze-redemptoris-missio-jada-na-misje,24928,794,news.html> [access 05-10-2016]

¹⁸ <https://polakpotrafi.pl/projekt/misja-kenia> [access 05-10-2016]

¹⁹ http://www.nairobi.mfa.gov.pl/en/news/we_discover_hidden_talents?channel=www [access 05-10-2016]

The analysed websites included descriptions of the projects and information about the donor. In the case of five projects, there was no description about the group of the beneficiaries covered by the initiatives. Four of the analysed projects had no impact descriptions.

Only three projects have no online photo documentation. The others are usually documented with several photos, and one project in Kenya is documented with a video. With the exception of two projects, the project websites have no downloadable contents such as training materials, bulletins or brochures. The Polish Aid logo is placed on the websites of 7 projects.

On the websites of half of these projects described online, there is information about future cooperation prospects, the project's continuation or its connections to other Polish projects. The situation is even better when it comes to references to the partners' websites. Only four Kenyan projects lack such references.

Four projects received press coverage; three had nationwide coverage, and one a regional coverage. A favourable article about one project appeared on the TVP website²⁰. The project *Multi – Aspect Education of Residents and Personnel of St. Anthony Orphanage in Limuru* was presented on two radio and two TV programmes.

Dedicated pages on Facebook were created for **projects implemented in Kenya** like in the case of the project: *Improvement of Socio-Economic Situation of Pastoralist peoples in the Province of Marsabit in Kenya by Increasing the Range of Veterinary Care for Farm Animals* [project No 432/2014] with a fanpage on a mobile veterinary clinic²¹ or *Centre for Developing Carpentry Skills as the Opportunity of Increasing Qualifications and Decreasing Unemployment among Youths from the Region of Subukia* [project No 362/2014] with a fanpage on the setting up of a carpenter's workshop²².

The project *Books for Peace and Development - Library Modernization and Activation of Volunteers and Teachers for Creating Social Library as a Place of Civil Initiatives in Nairobi Slums* [project No 409/2013] had a fanpage: *Free a Book for Kibera*²³ which encouraged people to donate books to the project. Information on the *Uwezo Centre - Support for Girls and Young Mothers of Kibera in Gaining Knowledge and Professional Skills Increasing Their Economic Capacity and Security* project [No 278/2014]²⁴ appeared on a Facebook post.

Twenty-five **projects implemented in Tanzania** were analysed. Information about 17 of them was posted on microsites and official websites of the projects' promoters. One project had a website dedicated to its initiatives. No information about projects was posted on the project promoters' websites. News about one of the projects was posted on the Polish Embassy in Nairobi website²⁵. Some information about another project was found on the website of the hospital that received aid²⁶. A blog was created for another project without its own website by a project participant who described her stay in Africa²⁷. Another blog, less detailed, describing planned project initiatives was set up for the

²⁰ <http://www.tvp.info/19534559/polscy-strazacy-przeszkola-i-wyposaza-jednostki-w-afryce> [access 05-10-2016]

²¹ <https://www.facebook.com/MVCMarsabit/> [access 05-10-2016]

²² <https://www.facebook.com/SubukiaCarpentryTrainingCenter/> [access 05-10-2016]

²³ <https://www.facebook.com/ksiazkadlakibery?fref=ts%20>; [access 05-10-2016]

²⁴ <https://www.facebook.com/globalnepoludnie/posts/10152574989115086> [access 05-10-2016]

²⁵ http://www.nairobi.msz.gov.pl/pl/aktualnosci/0_kraina_miodem_plynaca [access 05-10-2016]

²⁶ : http://www.nyangaohospital.com/events_2015.htm [access 05-10-2016]

²⁷ <https://singaiki.wordpress.com/> [access 05-10-2016]

project *Multimedia Library in Moshi – Chance for Region Development* [project No 429/2012]. A blog was also run by a volunteer participating in project No 961/2013 – Library in Moshi²⁸. Also, project No 1075/2012 had its blog set up by a volunteer²⁹. Material from volunteer Monika Nowicka's blog and her notes were used to publish a book *Położna w świecie kobiet Sukuma* (Midwife in the World of Sukuma Women)³⁰. The project she participated in was the subject of an exhibition that travelled widely and was shown during the Global Education Week³¹. The exhibition received wide online coverage³². Additionally, volunteers who participated in project 914/2014 also ran their blog³³. A book under the title *Pedagodzy na krańcu świata, czyli o tanzańskich nauczycielach, ich uczniach i szkołach* (Educators at the End of the World. On Tanzanian Teachers, Their Pupils and Schools) was published as part of the project's global education initiative. Volunteers who participated in project No 783/2015³⁴ also ran their blog. An exhibition on project 1076/2012³⁵ was organized and some information on it can be found on the site of the Society of African Missions. Volunteers who participated in the project *Good Start. Equalizing Educational Opportunities for Children and Youths from Butiama* (794/WPP 2015)³⁶ also ran a blog.

Project descriptions and information about the donor can be found on the project promoters' websites, which also contain descriptions of the projects' impact. However, six of the discussed projects lack information about the group of project beneficiaries.

Photo documentation about all the projects can be found on the Internet. One project (project No. 281/2012 – *Increasing Access to Energy from Renewable Sources in Rural Areas in Tanzania*)³⁷ was documented in a video from Tanzania which was uploaded to Vimeo hosting and sharing service

On most websites there is no downloadable content. Only in the case of three projects some information materials on global education could be found concerning the project *Increasing Access to Energy from Renewable Source on Rural Areas in Tanzania*, a folder about the project *On the Way to University – Ecological Conditioning for Development of LITI Infrastructure of Tanger* and publications, broadcasts for listening and films (the project: *Good Start. Equalizing Educational Opportunities for Children and Youths from Butiama*).

The Polish Aid logotypes were well displayed on the project websites, except for one project, which did not have the logo.

The websites of 7 projects contain no information about future cooperation prospects, the sustainability of projects or links to other Polish projects. Half of the analysed projects contain no references to the partner's website or to foreign partners' (on the Polish project promoter' websites)

²⁸ <https://www.polskapomoc.gov.pl/Wolontariat,polska,pomoc,2013,1273.html> [access 05-10-2016]

²⁹ <http://poloznawswieciekobietsukuma.blogspot.com/> [access 05-10-2016]

³⁰ <http://www.solidarni.sma.pl/> [access 05-10-2016]

³¹ <http://www.pwz.pl/174,1,1,zapraszamy-na-wystawe-polozna-w-swiecie-kobiet-sukuma,czytaj-wiecej.html#.WByqQ02a1D8> [access 05-10-2016]

³² <http://warszawa.ngo.pl/wiadomosc/1029730.html> [access 05-10-2016]

³³ <https://centrumaktywnychmetod.wordpress.com/> [access 05-10-2016]

³⁴ <http://blogi.kiabakari.org/about/>. [access 05-10-2016]

³⁵ http://www.solidarni.sma.pl/images/stories/article_imgs/Matematyka_dla_ycia_PLAKAT_.jpg [access 05-10-2016]

³⁶ <http://joannagrubinska.blogspot.com/>, <https://budelewskablog.wordpress.com/>. [access 05-10-2016]

³⁷ <https://vimeo.com/58489337> [access 05-10-2016]

or to Polish project promoters in the case of the foreign partners. Sites that have such references mention the partner or carry a link to their websites.

A press release about the project *Mathematics for Life – Education of Pupils and Teachers in BUGISI MISSION in Tanzania, Edition III* [project No 1076/2012] was found in just this one case. It had a regional scope and was positive in tone.³⁸

An analysis of the websites and media information indicates that image impact can be improved by simple initiatives taken to improve the content presented on the websites. Information about the projects presented online should be supplemented with:

- information on a project financed with PDA which should be placed on the project promoters' websites and on the Polish Aid website,
- project products such as training materials, newsletters, brochures that should be put on the websites for downloading,
- placing logos on websites dedicated to projects financed with PDA (where they are missing),
- adding references to partners' websites along with the information about the partner (if such websites exist),
- communicating information about the sustainability of project initiatives,
- presenting project beneficiaries and showing the impact on websites (in the form of figures, but also from the recipient's perspective).

In this case, the recommendation concerns guidelines for project promoters containing requirements about the scope and manner in which content ought to be presented on websites and good examples drawn from the experience of other donors, such as, USAID, DFID, etc. Organizing trainings for project promoters in this area could also be considered. Increasing the scope of information about the projects and their impact on Polish Aid webpages is also recommended (recommendation No 12) is also recommended.

³⁸ <http://gazeta.us.edu.pl/node/239021> [access 05-10-2016]

Key conclusions:

- Recognisability of Polish development aid in project locations in Kenya, Ethiopia and Tanzania should be assessed positively. The Polish Aid logos were clearly visible in most of the cases under evaluation in the locations where the projects were implemented.
- Recognisability of Polish Aid associated with placing the logo in project locations does not translate into a wider than local dissemination of information about Poland as a donor country. Knowledge about aid provided with Polish funds is local and it is closely linked with the project location and the aid beneficiaries.
- Follow-up visits strengthen the image impact.
- Opportunities to promote information about the implemented projects and their impact have not been fully tapped into both by Polish non-governmental organizations and the MFA.
- An analysis of the websites and media information indicates that simple initiatives taken to improve the content presented on the websites can increase the image impact.

Research recommendations:

- PDA information and promotion initiatives should focus primarily on the project impact: a change in the situation of a concrete individual and the local community. The impact of activities should be presented in a manner friendly to the recipients. In order to promote Polish development aid among tax payers, guidelines are recommended to be developed for project promoters with requirements about the scope and manner in which content ought to be presented on the websites and good examples drawn from the experience of other donors, such as, USAID, DFID, etc. Organizing trainings for project donors in this area could be also considered. Increasing the scope of information about the projects and their impact on Polish Aid webpages is also recommended. Additionally, it is suggested that the MFA should make greater use of the media (including social media) for promotion and information purposes.

2.10. SUSTAINABILITY

Research questions:

Whether and how beneficiaries continue or multiply initiatives started by the Polish development aid programme? (Which beneficiaries do it most often?)

What Polish aid products/initiatives/projects /types of projects have had the biggest/smallest impact on sustainable improvement of the beneficiaries' situation?

Sustainability is the most difficult aspect of development aid provided to the African countries in 2012-2015. It should be considered in two aspects - as sustainability of the impact obtained only as a result of project initiatives and as sustainability of implemented project initiatives and the maintenance or continuation of these initiatives in order to multiply the impact. The studied cases indicate that there are three models of project sustainability:

- the model of limited sustainability,
- the self-sustaining model,
- the preventive model.

The model of limited sustainability means that some partner organizations are not in a position to maintain the previous support impact on their own without the support of Polish Aid or other donors. Lack of sustainability is typical of the projects of low development capacity (which do not provide a development impulse but respond to the current needs of the beneficiaries). In this case, sustainability is limited to a one-time impact with no chances to sustain or multiply it without securing funding for the following years. The lack of sustainability is mainly determined by the low capacity of partner organization to sustain the project impact. In view of the limited PDA resources, a question arises about the scale of the implemented projects, which fill up a gap in an ill-functioning state, but are unlikely to permanently change the situation of the ultimate beneficiaries.

Example of lack of sustainability of project initiatives in Dagoretti

Another separate category is the immanent lack of sustainability understood in the case of Dagoretti as the sustainability of project initiatives. At present, Pastor Enos, who manages an orphanage, has no additional source of income apart from donations, offerings and projects. Although some things in the orphanage (library, laboratory, dormitories or even connection to the electricity grid) were co-financed with Polish Aid, often there is no money even for food for the children or regular toilet emptying, not to mention further development of the centre even on their own or for proper maintenance of equipment, books and installations. In the case of Dagoretti the subsequent projects do not improve the centre's chances to become self-sufficient in providing aid. It comes down to the fact that the subsequent funds coming from Polish Aid allow the unit to solve the most urgent problems (bed places for children, electricity or school books). However, given the present condition of Dagoretti, these funds are unlikely to bring a long-lasting impact (there will be a permanent need for new bed places, money for electricity or new books after the old ones are used up). As one of the respondents has commented:

'Well, this Dagoretti, it's a bottomless pit, yes, there are so many needs there that every year one can do something, but then there is the question whether it is addictive (...). And then it really is the Embassy's sponger (...).' [18_ coordinator]

Another factor weakening impact sustainability is the maladjustment of the projects to the needs and local conditions or the premature implementation of ambitious development goals compared to development needs. This factor is mainly present in investments in advanced technologies that were implemented in projects in Tanzania, Kenya and Ethiopia.

Example of limited sustainability of some implemented project initiatives – Mathare project

In the case of Mathare the project included two components: training teachers in computer skills and providing equipment for IT classrooms in three schools. Although the three schools which were the project's beneficiaries had been selected in terms of hardware security (bars in windows, a single entrance, durable doors), in the case of two projects this proved insufficient and thefts of hardware happened. Moreover, since the project was implemented in 2013, by the time it was checked on the spot (August 2016) the hardware had already become worn out and – in some cases – was broken, so only about half of the computers could be started. This fact is confirmed by the people involved:

'Q: Are there 9 computers at the moment?

A: Yes, there were 10 but there are 9, (...) one has been stolen. That's why bars were installed in the windows to make this place secure.

Q: And how many of them are working?

A: Now 5 are working (...)

Photo 4. As for sustainability, investments in computer hardware are particularly problematic (Uhuru project)



Schools do not have funds to repair and/or maintain computers (in the dry season they are exposed to the ubiquitous dust and need to be cleaned on a regular basis). This fact is responsible for the low sustainability of the project. The sustainability of the second project component – trainings for teachers- should be rated low. In the case of the Mathare project, none of the teachers trained in 2013 still work in any of the schools because once they gained higher skills, they moved to other places. Thus it can be stated that the 'soft' component in this case consisted in providing non-repayable support to single individuals, which was definitely not the objective of the project.

One of the PCPM projects implemented in Ethiopia included a component providing for the purchase of laptops powered by solar energy for 10 schools. It turned out that the main factor impeding the project's sustainability, i.e. using the laptops in the future, was the policy of the authorities which frequently transferred teachers between schools.

'In another country where teachers remain in this school it would be OK, another training could be organised later, more advanced. And these teachers would teach children... Very often these teachers... for them it was their first contact with a computer. (...) It's one of the reasons why it's a very good idea that somewhere somebody can take more care of how lessons are run. I mean, for example, if something like this is implemented by church organizations which have their own employees on the ground.' [6, 7_coordinator]

In the **self-sustaining model** the support obtained for the project implementation generates revenue than could be used in return for sustaining and/or developing the positive programme impact. In this case partner organizations themselves take care of the continuity of funding for the project initiatives. Such a model is particularly desirable in projects involving job creation.

Example of self-sustaining model- the Uwezo project

In the Uwezo case the sustainability is an indirect project impact – providing sewing machines enables the centre to generate not only the women workers' wages, but also pay for the materials needed to continue their work and –in the long-term perspective- to maintain the equipment. The financial surpluses could be assigned to this part of the Uwezo operation that does not generate further profits such as sports activities for young people from Kibera slums or for after-school classes.

Photo 5. Sewing room in Kibera



For more information on the project see: *Uwezo* case study.

Uhuru can be a model example of how to take care of funding for future operations. Some projects (including also those supported with Polish Aid) focused on the long-term structural support for the community, which apart from supporting education for young girls is the primary and most important objective of the organization. Among the initiatives taken to achieve sustainability, one can mention running greenhouses for growing fruit and vegetables which are later sold and the sales revenue supports the school's finances. The same is true of the pig farm whose project managers also showed flexibility. At first a chicken farm was run, but when it became apparent that it would not generate sufficient profits, the hen houses were transformed into a pigsty where several dozen pigs for fattening are now kept. A pigsty for several hundred pigs is planned to be developed. As in the case of the greenhouse, the financial surplus is

used to support the school. Uhuru uses this money to create grants for the girls who cannot afford to pay for their education. Such approach to funding can be expected to pay for possible repairs or maintenance work connected with the latest aid project in the form of a physical-chemical laboratory and an IT classroom.

Photo 6. Demonstration of laboratory equipment (Uhuru project)



For more information on the project, see: *Uhuru* case study

A similar situation can be observed in the case of the Don Bosco project in Kenya. Within developing a car service workshop by purchasing specialist equipment, the organization gets the chance to generate additional revenue by paid car repairs. The same can be stated as for the other workshops and workrooms. The carpenter's workshop supported by Slovak Aid manufactures furniture and kitchen accessories which are sold and the profits are invested in the workshop.

However, some project promoters intentionally limit project initiatives which are likely to generate income in order not to trigger the crowding-out effect, i.e. placing people who do business in a given area at a disadvantage. Investments in solar panel installations in Ethiopia are a case in point. The project promoter intentionally limited the capacity of the installations so that they could not be used for charging mobile phones (even for a fee). The project promoter was concerned that using solar panels for this purpose could directly hit the local entrepreneurs who provide paid cell phone charging services. This is an example of a solution in which the project promoter intentionally limited the project scope to just supporting a public institution while avoiding the risk of a crowding-out effect.

The **preventive (co-financing) model** includes, by definition, mechanisms intended to safeguard the running of an organisation in charge of the project or to ensure mechanisms that sustain the project impact. Sustainability is imprinted in the nature of the project (see the case study: *Sunshine for Development*).

Example of preventive (co-financing) model – Sunshine for Development

In the case of the Sunshine for Development project involving solar installations in schools implemented in Tanzania, the preventive mechanism consisted in establishing an energy cooperative between Oikos East Africa, Arusha Technical College and TAHOSSA – the association of secondary school headmasters in Tanzania. The cooperative's task is to maintain the installed systems by establishing a renovation fund supported by contributions from the aid beneficiary schools.

Both the self-sustaining and the preventive model are worth recommending because they contain mechanisms enhancing the sustainability of realized project measures. However, such mechanisms should be taken into account when the project proposal is prepared and assessed (recommendation No 11).

Evaluation of sustainability of both hard and soft projects (and of initiatives of this nature undertaken in one project) shows that the projects/initiatives referring to infrastructure as well as to trainings/education are difficult to sustain for a number of different reasons.

It is problematic to ensure the sustainability of investments in infrastructure which needs to be maintained and repaired (especially with regard to projects financing computer hardware). Additionally, in this case maintaining the impact of project initiatives requires extra funds for continuing project initiatives, e.g. paying for Internet access or for updates of computer software. If within the project and/or within the funds at the disposal of the ultimate institutional beneficiaries there is no explicit information on what will be done with the purchased equipment in the future, then there is a great chance that the equipment will not be properly used, which means that the project's sustainability will be lowered.

Another risk involved in implementing infrastructural projects is the desire to maintain sustainability at all costs. The equipment might not be used so that it will not have to be repaired. Another reason why it lays idle is that potential users have not been properly trained or they have found a better-paid job after the training. It leads to a shortage of well-qualified staff. In this respect projects related to health care in Tanzania are at great risk as the country lacks well-educated and trained medical staff. In view of this, the rotation of medical sector employees might lead to a loss of staff capable of using the equipment.

As for soft projects, it is necessary to make a distinction between projects targeted at institutional beneficiaries, i.e. teachers or doctors and projects addressed to local communities. In respect of the former, investments in soft projects should be assessed as low. Such investments are likely to translate into sustainability, only if they are immanently connected with other project elements. However, they usually cause an outflow of trained staff to better paid jobs which stops working for the sake of the project's sustainability. Another problem might be using the knowledge gained not for the sake of achieving the project objectives, but for private purposes, e.g. personal development, changing a job etc. Nevertheless, soft projects the objective of which is to increase knowledge and acquire competence or skills are sustainable in the narrow meaning of the term i.e. project sustainability is obtained once and for all. Knowledge and skills once gained, serve the beneficiaries, even if they are not related to the project objectives any more.

As for initiatives targeted at the local community, soft projects have greater sustainability, especially when they are very well adjusted to the current needs of local community and when the project participants are selected from the local community on purpose (e.g. local leaders).

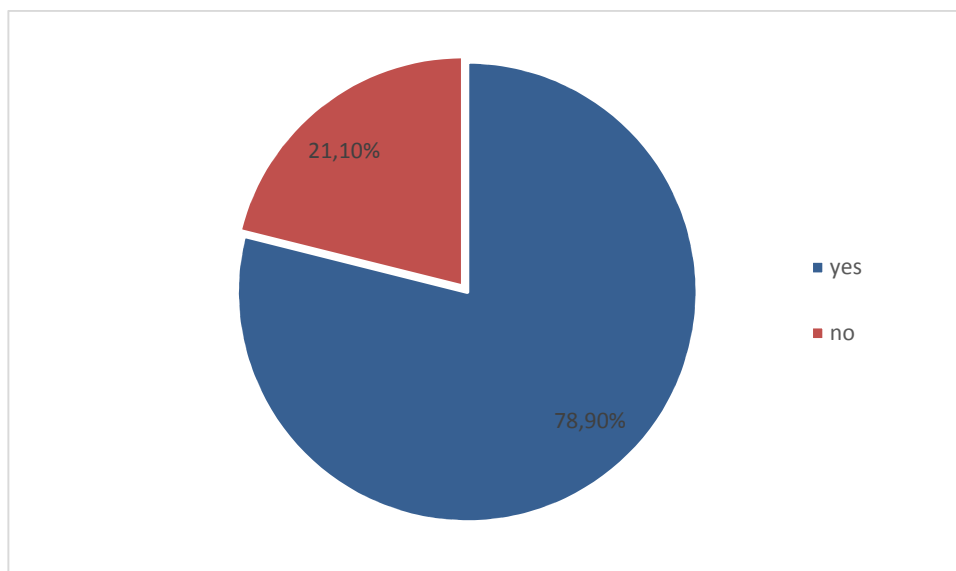
In this case representatives of the local community not only benefit from the gained knowledge for their own needs, but they also become multipliers - they pass the knowledge on. Hence including local community in the project implementation, regardless of whether it is a soft or hard project, is an important factor determining project sustainability:

'They are doing it for themselves, so it's also a big plus that it's not a team coming from Poland, and not like Polish specialists show up, philosophise, do what is necessary and leave, as I think if would make the local people look at it differently. Because if a white man came and did it, so let the white man stay there and carry on, right? They know that they are doing it for themselves and I think that this will generate benefits, 'cause they will respect it as something that they do to serve their purpose.'[10_ coordinator]

The situation with regard to volunteering projects is similar to that of soft projects. A key factor ensuring sustainability is providing knowledge to people who will be able to continue the initiative. In this case sustainability is connected with human resources – as long as the people who were trained continue the initiatives in a given location, the project impact seems to be sustainable.

As the survey results show, the ultimate beneficiaries have assessed sustainability as high. Due to the difficulty of reaching respondents and the diversification of the projects, it is not possible to present results broken down into projects. However, even a general overview shows that the initiatives taken as part of the projects are continued by the beneficiaries on their own in some way.

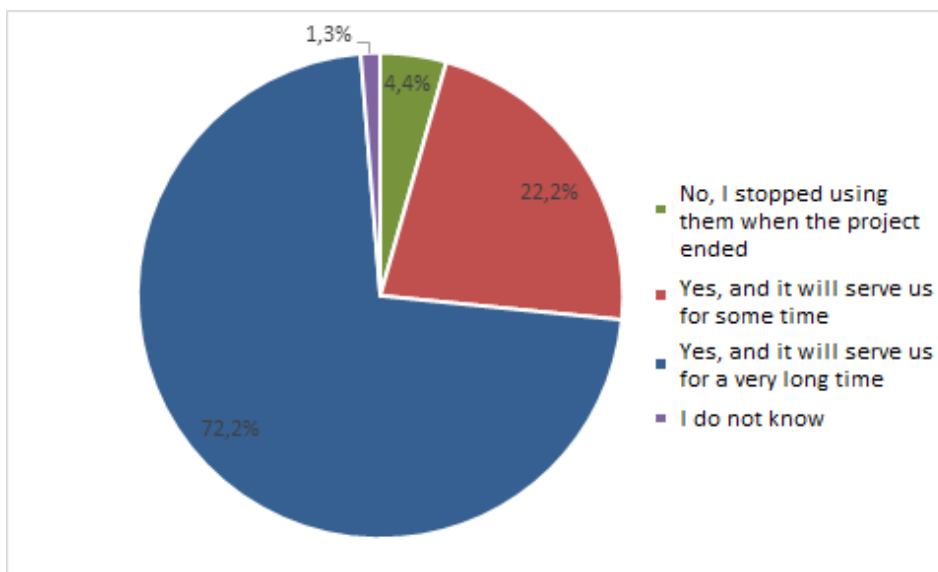
Chart 9. Q 5. Do you/and (and/or other project participants) continue project initiatives on your (their) own?



Source: Authors' own analysis

The same can be said about using knowledge, equipment and materials generated by the project. In most cases the respondents said that knowledge, equipment and materials are now being used and that they will be used for a long time.

Chart 10. Q6. Do you use the knowledge/equipment/ materials/devices gained in the project after its completion?



Source" Authors' own analysis

A good example of the initiative continuation is the volunteering project: Kiabakari first aid in which training a large number of people (also from the local community) has led to the formation of multipliers who use the knowledge gained during the project but also continue project initiatives on their own.

Example of initiative continuation – Kiabakari first aid

The field studies in Kiabakari have shown that the project participants (teachers, pupils, medical staff and local community) have continued project initiatives on their own, using knowledge gained during the trainings on a day to day basis. The continuation includes:

- introducing first aid training for seminarians as part of their regular courses (by a priest who participated in such trainings),
- introducing the subject of first aid into primary school classes (by school teachers),
- teaching others by showing them how to provide aid in everyday situations (faintings, fractures, car accidents),
- dispelling local superstitions (e.g. that placing a mobile phone on an unconscious persons' heart helps that person) by propagating knowledge of modern first aid techniques,
- self-study (using training handouts given by volunteers),
- helping other persons by applying first aid.

Moreover, the local community participants were eager to pass on the knowledge in a more formalized way (by running courses for the local community), but they lacked the tools to do it (e.g. bandages) and were not officially recognised as experts in this field, which posed an obstacle.

For more information on the project see: *Kiabakari – first aid case study*

Another example could be the SPF project implemented in Ethiopia by a local organization - *Together*.

Project targeted at women and visually impaired pupils – Together

The project initiatives as well as the organization itself respond to the wider issue of discrimination against the visually impaired by:

- organizing vocational trainings on computer literacy, entrepreneurship and braille writing,
- running a scholarship programme for the best training participants financed with private donations,
- increasing the consciousness in the Ethiopian society of challenges that the visually impaired encounter.

Together provides visually impaired women and their children with accommodation in a shelter for up to one year. During their stay the women attend trainings on life skills and vocational abilities so as to be able in the future to take care of themselves and their children. After leaving the shelter, the participants start their own work. According to the partner organization, some of them are referred by the foundation to schools in Addis Ababa with a view to running an IT training or classes on problems of the visually impaired, which yields them additional income.

Some equipment was purchased for running the trainings in one project component. The equipment was used for trainings in the discussed project, but the partner also made use of it in other trainings. The project has thereby contributed to strengthening the capacity of the partner organization as well.

For more information on the project see: *Strengthening Visually Impaired Women and Children case study Together*

The factor determining the sustainability is also a continuation of projects financed from different sources, because in the respondents' opinions, it strengthens the impact of the previous initiative:

'So well,... well, it's necessary to continue some things so that there will be a continuation of these projects, anyway it's required, difficult to say required, rather expected in the Ministry projects and it's no use thinking in the other way because it is done so that it will bring effects. Yes, well we've just talked about it with our missionary, (...) that the contract is for 3 or 5 years of maintaining the project, but we hope the projects will outlive us.' [10_coordinator]

However, it is necessary to consider whether sustainability is not an immanent feature of aid continuity. In view of this, it is worthwhile to work out some mechanisms that will allow local organizations and beneficiaries to sustain the impact on their own in the future (the self-sustaining or preventive models described above).

The key factor determining the impact is the partner organization's capacity to maintain the project impact and to continue the project. Frequently these organizations and the cooperation with the Polish partner are based on one key person and if they happen to be missing, the project initiatives not only come to an end but, but the impact of the project is also weakened. A statement by one of the surveyed respondents illustrates this well:

'(...) the thing is when such projects are done, they are often based on one outstanding individual who sort of pulls everything along and if there is such person, he is extraordinary.'

'(...) but in my opinion it's the biggest, it's the people factor, it's the biggest problem with the sustainability of it all. (...)' [13_coordinator]

To sum up, the key factors determining the project impact are as follows:

- planning mechanisms ensuring sustainability at the proposal preparation stage,
- a strong institutional partner (partner organization that is not based on one individual),
- seeing to it that knowledge multipliers are identified and trained,
- implementing projects in cooperation with the local community and in response to well diagnosed local needs.

The factors presented above should be taken into consideration while assessing project proposals (recommendation No. 11)

Key conclusions:

- Sustainability, especially in the broad sense, is the most difficult to obtain aspect of development aid implemented in African countries in 2012-2015.
- Three models of maintaining sustainability have been identified- the model of limited sustainability, the self-sustaining model and the preventive (co-financing) model.
- The greatest difficulty in maintaining sustainability has been observed in the case of projects related to advanced technologies.
- Infrastructural projects are under threat of excessive willingness to maintain the sustainability, and as a result the equipment purchased within the project is not used.
- Soft projects are under threat of the outflow of trained staff to better paid jobs and consequently the staff will stop working in favour of the project sustainability (although the knowledge will still serve for the community of the support country).
- The continuation of initiatives and consequently the occurrence of the multiplication effect are determined to much extent by identifying and training knowledge multipliers; in the case of soft projects such multipliers could be representatives of local community (local leaders).
- Factors that increase sustainability are: planning mechanisms ensuring sustainability, cooperation with a strong institutional partner, taking care of training knowledge multipliers, implementing projects in cooperation with local community on the basis of correct diagnoses.

Research recommendations:

- While assessing the projects it is worth thinking more carefully whether the factors influencing the sustainability of the impact and project initiatives were taken into consideration, including the capacity of partner organizations for sustaining the project impact and whether the mechanisms ensuring the project sustainability and its impact were foreseen. Without mechanisms of this kind, sustainability can refer only to the direct impact of the implemented project which, if not maintained, might fade over time. In view of this it is advisable to pay more attention to the capacity of partner organizations for maintaining the impact sustainability and to foresee mechanisms of maintaining sustainability and multiplication impact while preparing projects (especially infrastructural ones) and assessing them.

2.11. PARTNERSHIP

Research questions:

To what extent has the local context (cultural, political, and economic) of the countries and areas where the project support was implemented been taken into consideration?

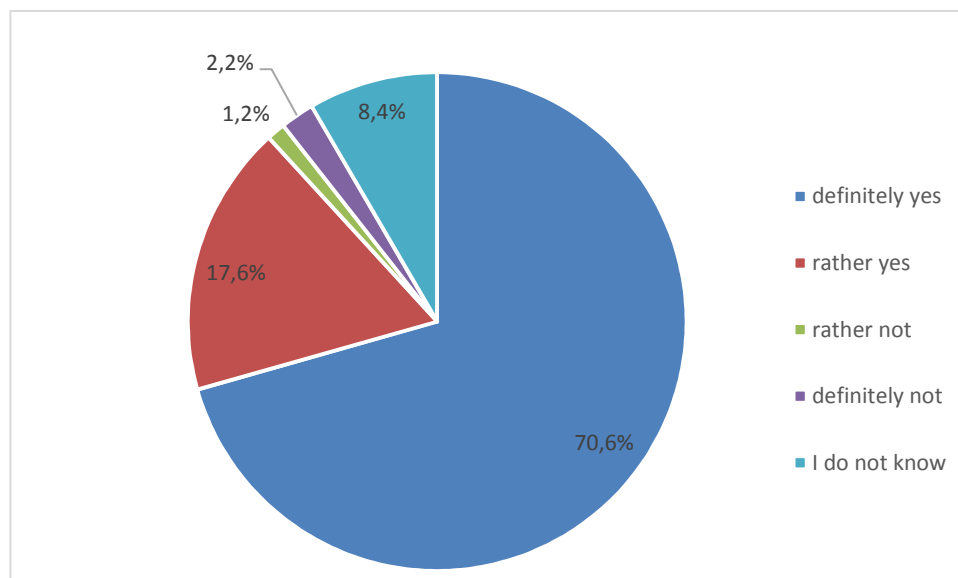
(How) has partnership been developed within Polish aid?

To what extent and in what forms have local partners in the support beneficiary countries been involved in the project preparation and implementation? How has the development of empowerment contributed to both the support impact and the capacity of partner organizations from support beneficiary countries?

2.4.1. Taking account of the local context and ownership

One of the advantages of the researched projects which were implemented in Kenya, Tanzania and Ethiopia is adjusting the intervention logic to the local context. In beneficiaries' opinions the vast majority of ventures not only have taken account of the local communities' needs, but also have responded to them in a relevant way.

Chart 11. Q6. Did the project implementer understand well the needs of Ethiopia/Kenya/ Tanzania and this region as well as the people living here?



Source: Authors' own analysis

On the other hand, some respondents stated during individual interviews that the aid needs are so great that apparently each kind of help does matter and the beneficiaries' representatives are usually very satisfied with the support. In most projects it has not been noticed that more detailed in-depth analyses were made by project promoters with reference to the needs and sector situation. Usually the analysis of a problem and the substantiation of the project implementation are limited to a few general paragraphs in the application for funding. The lack of in-depth analyses is definitely due to the limited project budgets and their short duration (usually several months).

In Ethiopia there has been some controversy about environmental projects as they do not always meet the most urgent needs of the residents, who become less interested in them as a result. On the other

hand, Ethiopia faces serious environmental problems created by very intensive exploitation of resources and climate change affecting current and future living conditions. This poses the following dilemma for aid development projects: whether to concentrate on the most urgent current needs or to address structural problems?

As for projects which are a continuation of aid and cooperation with a local partner, the needs were often identified on the basis of previous experiences drawn from earlier projects. Diagnosing the real needs by Polish organizations or Polish diplomatic missions and their local partners in such a case was definitely easier and more relevant. As one of the respondents put it:

'It becomes apparent during a year, because while doing one project we see shortages and local people's needs what else. At this moment apparently each project comes out in a similar way, so while doing one project we see what the additional needs are, where to go so as to increase the level of development and education for these people.'

'The need has just become apparent, what we are doing this year, generally it's a response to the previous projects.' [10_coordinator]

Another way of diagnosing the needs is using modular projects for a pilot version that will be run during the project's first year, the aim of which is to test the project concept and to adjust project initiatives that will be implemented during the second year to local needs. This approach to implementing modular projects leaves a certain margin for experimentation and should translate into project impact. The use of modular projects for better diagnosing the situation and launching pilot versions is a good recommendation for the future [recommendation No 8].

The needs of all the projects (not only modular ones) are diagnosed in cooperation with partner organizations which, as a rule, are responsible for carrying out a need analysis. According to Polish project coordinators, partner organizations have the broadest knowledge of the problems of local communities and their development needs. Hence close cooperation with local partners at the stage of preparing the project proposal is necessary so that needs could be diagnosed correctly. As one of the respondents noticed:

'I must say that in all these activities which we are now doing, me and generally people we are working with, we stick to the idea that we are not should be done in the country where we start cooperation, we'd rather focus on finding good smart partners that do sensible things that have been doing them for a long time and that have the needs diagnosed, whose initiatives aren't temporary and dependent sort of whether for example there will be a Polish Aid project or any other aid project. I must say that for the time being luckily we have the partners that are well anchored in their area of operation and they know what to do.' [14_coordinator]

It does not mean that Polish entities are not involved in such initiatives. However, the way the calls for proposals are constructed makes it difficult for them to carry out a diagnosis. Under the existing formula, funding is not foreseen for preparatory works on the project, including on-the-spot visits and diagnosing the needs in cooperation with the partner organization. It impedes mostly the start of new projects in new countries or policy areas that have not been recognized before. Ethiopia is a good example, where conditions for implementing projects are extremely difficult mainly due to its massive bureaucracy. That is one of the reasons why only one non-governmental organization (PCPM) implements projects in Ethiopia.

Nevertheless, diagnostic initiatives are also undertaken by Polish non-governmental organizations which they finance themselves in order to draw up a project proposal. Field studies show that diagnosing the situation on the spot in the support country makes it possible to identify the needs more correctly and then to better adjust the project to the local needs and context:

'(...) always before the start of any project, a visit to a school is organised, and talks with teachers, basic data is collected, and interviews about their needs within the project area.'[15_coordinator]

'(...) In Nairobi there is the United Nations Development Programmes and has a regional office and it is the UNDP that works with local organizations in xxx, and the truth is that from these reports on development or on poverty we can find out a lot what is going on in xxx. But if one goes there, one can also see how these social processes are developing or working;' [17_coordinator]

Sometimes diagnosing the actual demand for aid seems to be a great challenge due to the inadequacy of administrative data.

'Collecting reliable information [is very difficult]. For example, it would seem simple— a list of schools in a given place, district, woreda with some information about electricity, where it is and where it isn't. It can't be done over the phone; it can't be done by mail. Actually one must go there and talk 'because the information we got, very often on the spot turned out to be a little different. And it was a bit chaotic, different. It means, for example, that there are either more or fewer schools or that a school already has electricity, for instance 'because a high-voltage line was somewhere nearby. And it is also very important.' [6, 7_coordinator]

As some projects have shown, projects have not always taken account of the recipients' needs, which could have been caused by insufficient understanding of the position of poor people. The project providing support to women in Addis Ababa is a good example. The women participated in trainings on how to collect and sort rubbish. At the project planning stage one factor was not taken into consideration, namely that these women make their living by selling products on a local street market and that their participation in the training means a loss of daily income and makes them unable to satisfy their very basic needs. Therefore a daily allowance to compensate for the income loss should become an element of the project. The fact that it was not, made implementation much more difficult. Nevertheless, the acquisition of new skills enabled the women to gain higher incomes, so eventually its nature was developmental. It is a good example of aid that helps people to break out of the poverty trap, but it should take into account all the necessary elements.

One of the indicators of taking the beneficiaries' need into consideration is ownership, which is manifested by taking into account state, regional and local strategies, development plans, etc. in the process of making project assumptions. Polish coordinators admit that while preparing a project, they take into account the provisions of national strategies, as confirmed by the analysis of project proposals.

'It means it shapes our projects, I mean it wasn't like this at the beginning, 'cause I didn't even know where to look for at the beginning, I learned everything, but now sort of all the projects are based on local documents, what education should look like, as we are into education, so it should be consistent with all the guidelines, so well, now it is, in the past it wasn't.'[15_coordinator]

An analysis of the national strategies has shown that they are general enough to allow Polish projects to fit in with the development priorities defined by aid recipient countries. Moreover, the credibility of

the information and data presented in such documents are sometimes questioned by representatives of Polish organizations.

'But these official documents, speaking a bit off the record, are very far-fetched. The thing is that this country, like almost every county in Africa, wants to achieve the millennium developments goals. One of them is that children under 16 attend schools, illiteracy is eradicated. So the data in these reports, in many people's opinions, are far-fetched. I mean very often children drop out of school. The document says that so many persons are enrolled in a school and that so many persons are not attending. So many persons enrolled in September, but the truth is that illiteracy still exists. The dropout rate is a problem, (...).' [6, 7_ coordinator]

During field studies, representatives of partner organisations usually said that they had not used strategic documents when preparing projects. The reason being that the national documents are by definition general and do not always match the local needs and there are no specific regional or local strategies. In view of this, the ownership principle can be reflected in consulting the project concept with local authorities in order to obtain their acceptance for implementing project initiatives in a given region. In this respect cooperation with the partner organization seems to be important. According to partners that have been operating in East Africa for many years and have extensive experience, this is an indispensable condition for project success.

As for adjusting projects to the local context, the question of connections with defined religious beliefs is of particular significance. Most of the populations in Kenya and Tanzania are Christians of different denominations, with large diasporas of other religions, especially Islam, present there. In the case of some projects, the percentage of community members belonging to the diaspora was higher. It is difficult to estimate the percentage in absolute figures, but Kibera is definitely such a place. The Uwezo project was one of the few projects that were not related to any religious group or organised religion. It provided services to local community members regardless of their religion. This feature distinguished the project from other projects in which partner organizations were directly connected to a Christian mission/organization (Kithatu, Don Bosco, Dagoretti, and Kiabakari). At the same time, the project was better adjusted to the local context of Kibera slum where a relatively large number of Muslims live. As for other partner organizations closely associated with the Christian religion, the openness of such institutions and project initiatives to people of different religions was emphasized.

Sometimes adjusting to the local context is a primary need for the project and the organization. That was the case with Uhuru which started its activities in response to the humanitarian crisis that erupted after the 2007 presidential election. One result of it was the appearance in the area of Tigoni (Jikaze Village) of over one thousand people who used to live in other parts of Kenya. The people, mostly farmers, made up quite a big community of internally displaced persons with no home or work. Since its establishment in 2012, the Uhuru Child has supported (in part also with Polish Aid funding) refugees by satisfying their basic life needs (building houses, providing access to water). Then in order to improve, at least to some extent, the life situation of the most deprived members of the community a school for girls was founded. The whole activity of the Uhuru Child is focused on meeting the needs of the local community.

'We have understood that [the community's problem] was a lack of education and employment (...) besides us there was one more group, but each time they tried to do something it ended in a failure, so we pulled our resources together to buy a greenhouse.' [16_ partner organization]

Projects implemented in slum areas demand a much more open attitude when working with the local community and their success depends on close cooperation with the surroundings.

Adjusting to the local context is significant for the local community as it sometimes determines the sustainability and continuation of project initiatives. This was the case of first aid trainings run in Kiabakari where volunteers had to adjust the training content to the local problems (e.g. snake and insect bites, or motorbike accidents) and face up to the local superstitions (e.g. drinking urine against food poisoning). An element that would increase sustainability in this case could be providing information on how to manage without professional first aid equipment (e.g. what can replace bandages if they are not available). This would permit the local community to put the skills acquired during trainings to greater use.

2.4.2. Empowerment and cooperation with local partners

In the vast majority of cases the principle of partnership and cooperation between Polish entities and organizations operating in a given area has been maintained. Partnership and cooperation existed at the stage of diagnosing needs, designing and implementing the project. The division of tasks between coordinators from Poland and partners from the aid recipient countries assumes, as a rule, that partners are highly engaged in the project implementation, while Polish entities play the role of coordinators seeing to it that projects are implemented properly and on time.

In practice, partnership means using aid recipient countries' maximum capacities for implementing project initiatives. It is also determined by the annual project cycle which requires that projects be implemented effectively and over a short time. Finding a partner with the right capacity for implementing the project could be a problem:

'It means that without a local partner it generally can't be done and this is one of the better points of the regulation of the call for proposals that this partner is required. But in Kenya we had problems with finding a partner 'because either they [are] big corporate NGOs, like Plan International, which are not interested in such funding, or there [are] lots of small social organizations without any capabilities or capacity, (...) to do it and to take responsibility of it. So it's very difficult,' [15_coordinator]

Sometimes the need to lessen the administrative burden imposed on non-governmental organizations in Poland leads to institutional cooperation with local partners. If that happens, it is important to establish cooperation with a reliable partner who is able to meet the project requirements. In a way this represents Polish development aid's indirect institutional impact:

'We are so into red tape that it was difficult for me to explain (...) this need on the spot, (...) we decided that we simply had to have our own organization to be more efficient, so (...) we set it up together, but it's a Kenyan organization managed by Kenyans. Polish Aid only gave a kind of impulse to start it.' [15_coordinator]

Local partners are included in all the stages of preparing and implementing projects developed by both Polish non-governmental organizations and diplomatic missions. In the latter case, the Small Grants System allows to implement projects according to three models: by the diplomatic mission in cooperation with the local organization, by the mission and the local organization together and by the local partner under formal supervision of the mission with respect to control and monitoring. Under each model the mission is in charge of preparing the project proposal, its funding and settlement.

The third model prevails in Polish missions because they are understaffed. The division of tasks between Polish non-governmental organizations and their local partners is best illustrated by the following statement:

'In fact, the whole burden of implementing the project rests on shoulders of the local partner and it is no use pretending otherwise and that is how it ought to be. These are contacts with schools, sort of ongoing oversight of activities, collecting documentation in the field, all the activities are sort of done by them, our role, apart from support, strategy, inventing what could be done,(...) is to process it all, all this hard work they are doing and put it into MFA spreadsheets and charts and that's the point.' [15_coordinator]

Such a division of the tasks between Polish and foreign entities calls for covering the administrative or coordination costs incurred by the local partner. Here the call for proposals requirement which set the limit of administrative costs at 15% of the project value represents a barrier. According to Polish non-governmental organizations, this percentage is way too low to cover the administrative costs of both the coordinator in Poland and the foreign partner. Besides, as respondents have noted, the administrative costs, including coordination costs, are unjustly separated from the programming costs since the former also translate into the project impact. As non-governmental organizations see it, without offering a decent remuneration to partners who are on the ground in the aid recipient countries for their coordination and implementation initiatives, there can be no effective implementation of projects. Furthermore, the coordination of tasks undertaken by the local partner increase his institutional capacity and his active engagement in the project translates into better relations in the future and opportunities to implement other joint actions.

'What really gets on my nerves most is that we can't pay more to the coordinators in Kenya (...) And those coordinators in Kenya, many hands are needed there to work on these projects, because if they have the range of these initiatives which are undertaken by xxx, they confess to us that very often they just split this salary between themselves.' [17_project implementer]

'I just don't get this division that only costs which are programming costs translate into impact and the administrative costs don't translate.' [14_coordinator]

However, some Polish organizations are about to strike out on their own and become independent of the local partner. This is true of e.g. Ethiopia where PCPM has been cooperating with IIRR for many years and although this cooperation develops well, PCPM is thinking about registering its own organization in Ethiopia. It would give them more freedom of operation, the opportunity to hire employees and to have more influence on their work as a result. Yet, it turns out that registering an organization is an extremely complicated and long process; on top of that one needs to have a budget for implementing major projects in the future. The short cycle of projects implemented under Polish development aid represents an obstacle in this regard.

In addition to relations existing between the Polish party and the local partner, partnership is also manifested in the involvement of local experts, leaders and society representatives in project initiatives. This is a form of empowerment, which allows local entities to participate in decision-making during the project implementation phase and to take responsibility for the initiatives undertaken.

'We created this programme together, so why should I be more important just because I come from Poland, if the people on the ground are better capable of responding to the needs of the workshop participants? To make you see the context of our cooperation better, it's not always so that, if you will pardon the expression, a honky comes and says that's how the world looks like and that's how we should work. No. We are building this as partners. If we know that we have specialists in Kenya so why a Kenyan person shouldn't be doing it?' [17_project implementer]

The philosophy of some partner organizations is to gradually transfer decision-making to the local communities. Part of the project aid is allocated to establishing or institutionalizing relations between local community members. However, the partner organization assumes that it will support the local community in the process of taking over responsibility for the implementation or continuation of the project for as long as the community needs such support. The organization plays the role of a facilitator who gradually withdraws from project initiatives. The moment a local community is ready to take full responsibility for the fate of the project, all the decision-making powers are transferred to it. This is a model example of empowerment (for more information see: *Sunshine for Development case study*).

Polish development aid projects build up the capacity of partner organizations for managing the projects which leads to their professionalism. However, as one Polish coordinator put it, it is a two-way learning process:

'Yes, but we are learning from each other. That is I think I've learned a lot from them and they have learned from me, the sort of contact with a person from abroad, with a grant, about organization, reporting, professionalization, and I sort of got to know Kenya thanks to them, so it's mutual, I think that this was super and both parties benefitted from this cooperation.' [17_project implementer]

Cooperation with the local authorities presents a difficulty in terms of preparing and implementing the project. However, the Kenyan and Ethiopian experiences show that establishing cooperation is worthwhile as it may help the local authorities to build up a sense of project ownership. This should lead to project sustainability.

'Here we have more to discuss with the government, because, for example, we need permits in order to build something on the school premises, so at the beginning, when they didn't know us it was hard. Besides the government (...), individual officials wanted to get something out of it for themselves, (...) so we had to deal with different situations (...). Now it's easier, we focused on one area in western Kenya and there (...) because it's a rural community there is more contact with the local authorities, more possibility to show our activities (...) This year we've managed to get minimal support for our initiatives because we are ones that are building and doing the government's work...' [15_coordinator]

'(...) I have no control over bureaucracy. We are trying to get the administration involved, and will see what happens. We are preparing these brochures in Amharic and in English; I'm planning to drop on all the people I have visited this year; I'm not seeing them because I have a problem, I won't be seen as someone who is bringing documents that need to be signed, but to leave a good impression that... And it works, and that's good.' [6, 7_implementer]

In most projects, cooperation between local partners and the Polish diplomatic mission should be rated very well. As a rule, local partners did not have any reservations about the quality of the cooperation. The rare misunderstandings were caused a lack of knowledge about the way the Small Grants System works (e.g. that it is not possible to make a donation or an advance payment to

implement projects). The mission representatives also assessed this cooperation positively, although they pointed out there were some problems due to cultural differences (e.g. the partners' inability to keep deadlines). Although the response was generally positive, some people expressed certain bitterness that the mission did not become involved in this cooperation to the full extent. This is how one of the respondents described an embassy visit:

'(...) We tried to invite the Polish embassy a few years ago, the first time around the ambassador showed up, toured the library and then we tried to invite him to another [important] event, but he didn't come.(...)' [17_ partner organization]

Partner organizations usually declared a wide network of cooperating organizations active in a given area. Cooperation with local organizations could be a way of building coalition around initiatives undertaken by a partner organization. It also helps to disseminate the idea underlying a project and to multiply it by other entities. For example:

'It like this, xxx has a lot of allies, especially in this sport educational project in which other non-governmental organizations or other initiatives are engaged, which are not registered at all, and which attract football fans, or, for example, local businessmen, in order to support this big initiative. I know that right now cooperation is perhaps very strong (...). So the sports part of xxx is doing well year on year, gaining all sorts of allies and the local media have also shown interest in the fact that these young people can actually be motivated to act.'[15_ project implementer]

To sum up, Polish development aid provided to Ethiopia, Kenya and Tanzania is based on partnership and cooperation with local organizations. Empowerment is evident only in relations between the Polish party and the local partner, but also in the involvement of local experts, leaders and society representatives. Cooperation with local authorities represents the most difficult aspect of partnership and cooperation with local entities. Partnership, building a cooperation network with entities from the aid recipient countries as well as openness towards the local community are the key factors determining the success of PDA initiatives.

Key conclusions:

- The impact of Polish development aid in selected countries of East Africa is mostly determined by the participatory model of operation of Polish organizations/institutions in the aid recipient countries.
- Adjusting the intervention logic to the local conditions is an asset of the projects implemented in Kenya, Tanzania and Ethiopia.
- With respect to the majority of projects, project promoters have not made more in-depth analyses of the needs or the situation of the sector. Needs are diagnosed either on the basis of past project experience or on analyses ran by partner organizations.
- The call for proposals formula presents a problem for Polish entities because it does not foresee funding for preparatory project work, including on-the-spot visits and diagnosis of the needs in cooperation with a partner organization. For this reason, it is difficult to start projects in new countries or previously not identified policy areas.
- Ownership is realised by taking national strategies into account when drafting proposals as well as by consulting the project concept with local authorities in order to gain their approval for project initiatives in their region.
- In practice, partnership and empowerment assume that partners become greatly involved in the implementation of projects, with Polish entities retaining the coordinating role.
- Empowerment is realized through the involvement of local experts, leaders and society representatives in project initiatives.
- Partnership, building a cooperation network with entities from the aid recipient countries as well as openness towards the local community are the key factors determining the success of PDA initiatives.
- The implementation of Polish development aid projects builds up partner organizations' project management capacity and leads to their professionalization as a result.

Research recommendations:

- In order to better diagnose the situation and to adjust the project to the local needs, using modular projects for launching pilot versions (during the first year the project is implemented) is suggested. This entails allowing the values of the respective project modules to vary significantly.

2.12. COMPARISON AND COOPERATION WITH OTHER DONORS

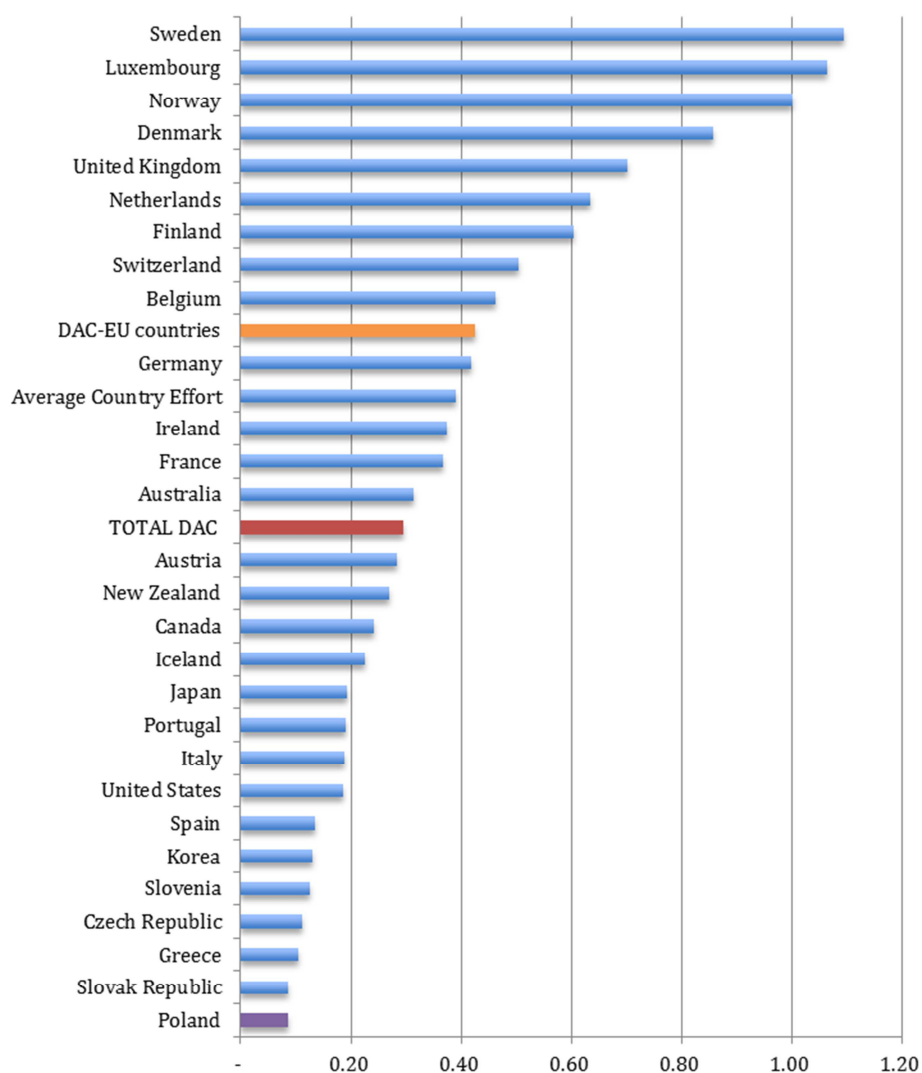
Research questions:

(In what aspects) were the aid initiatives developed by Poland different from or compatible with other donors' initiatives? (On what conditions?)/ (In what areas?) Can cooperation with other donors increase the value added of Polish aid?

2.5.1. Polish aid in contextual perspective

The main source of information on official Polish development aid (ODA) is the OECD, specifically the DAC agency. According to OECD data, of all the donor countries, Poland's development assistance, next to Slovakia's, represents the smallest percentage of its Gross National Income (GNI). In 2014, PDA amounted to 0.09% of GNI and 0.1% of GNI in 2015 (OECD, 2016). Poland has committed itself to increasing funding for development aid to 0.33% of its GNI as soon as the right financial and political conditions are in place and it intends to reach that level by 2030. (OECD, 2016a)

Chart 12. Official development aid relative to Gross National Income in 2014



Source: OECD statistics

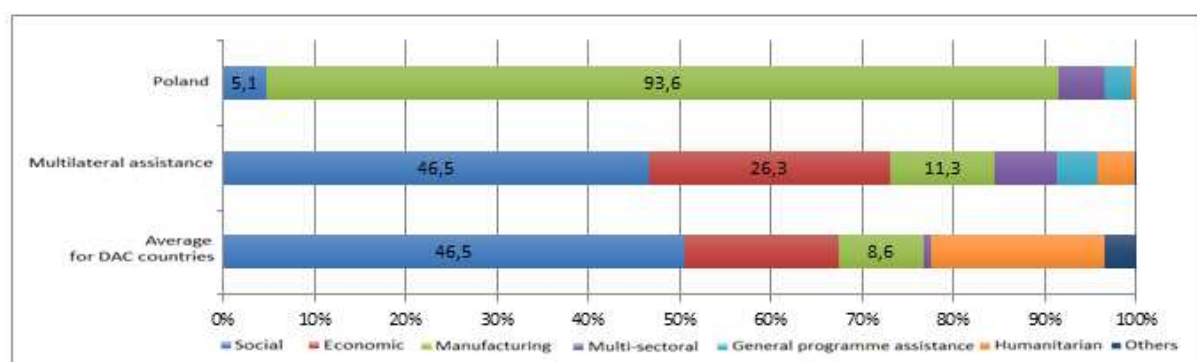
It is worth noting that the vast majority of Polish development aid is channelled through multilateral organizations. In 2014, 78% of ODA was provided to such organizations in the form of mandatory contributions, while the average for DAC countries is 28.3%. It shows that the scale of bilateral aid is actually very small and that Polish development aid mainly involves fulfilling international commitments (OECD, 2016a).

The little funding allocated by Poland to development aid means that the aid provided to African countries is also small. Priority given to aiding African countries has added importance. During 2010-2014, 14% of official Polish development assistance (OECD, 2016) was targeted at Africa. This is way below the DAC countries' average which stands at 46% and the average for multilateral institutions which allocate 42% of their aid to this region. There is a large group of countries that provided more than a half of their development aid to Africa. These are south European countries (e.g. Italy, Portugal), countries with a colonial past (Great Britain, Italy, and Portugal) or the Scandinavian countries (Sweden, Denmark). But for some countries, like Australia or New Zealand the aid for Africa is an even less important priority than for Poland. Among the countries in our region, the Czech Republic allocates the same percentage of its development aid to African countries as does Poland, while Slovakia devotes twice as much (28%) (OECD, 2016). Judging by the above figures, the scale of Polish development aid provided to Africa is rather symbolic.

According to Polish development aid strategic documents, the priority countries in Africa are Ethiopia, Kenya and Tanzania. These countries are also among the main recipients of global development aid provided to Africa. They occupy the second, third and fourth place, respectively, among the major recipients in 2010-2014. Polish assistance is therefore clearly concentrated on countries that are also strong recipients of aid provided by other countries. This fact could be interpreted positively as a relevant choice of countries that are aid recipients (assuming that other countries and international organizations direct most of their development aid to countries with the worst situation).

There is a clear difference between the structure of Polish development aid and the average structure of development aid of other countries or of the aid offered by international organizations. Poland's distinctive feature is the large concentration of its development aid on the manufacturing sector with only a small share of that aid going to the social sector and none at all to the economic sector³⁹.

Chart 13. Official development aid for African countries according to sectors (2014)



Source: OECD (2016)

³⁹ Distribution of development aid sectors results from the OECD methodology and the way statistical data are presented by this organization.

Such a structure of development aid results mainly from a very large share of tied aid that involves providing credits for aid recipients on condition that they use the funds to purchase commodities in Poland. The credit granted to Ethiopia under a bilateral agreement is of great significance⁴⁰. This aid refers mostly to the sector of agricultural production and involves delivering the Ursus tractors to the two recipients:

- Metals and Engineering Corporation (METEC) of Adama Agricultural Machinery Industry (AAMI),
- Ethiopian Sugar Corporation.⁴¹⁴²

It should be pointed out that this aid is coordinated by the Polish Ministry of Finance and is therefore not included in our evaluation. At the same time there are no data available to support the argument that this type of aid is more or less effective than the projects implemented by non-governmental organizations. Undoubtedly, such a form of development aid is beneficial for the Polish industry. In view of the very small scale of development aid, allocating such a large portion of the aid to supporting industry at home could raise doubts on ethical grounds at least. However, considering the scale of assistance provided in this form, it is difficult to do an analysis of the structure of the rest of Polish development aid.

The social sector is another important area of Polish development aid. In 2014, a substantial part (over 60%) of that aid was invested in education, a much higher percentage than the average for DAC countries. However, there was no aid provided for population and reproductive health, the most important area of intervention for DAC countries. Data available for 2014 show that Polish development aid is highly concentrated on one area, which can be justified given the very limited development aid funding.

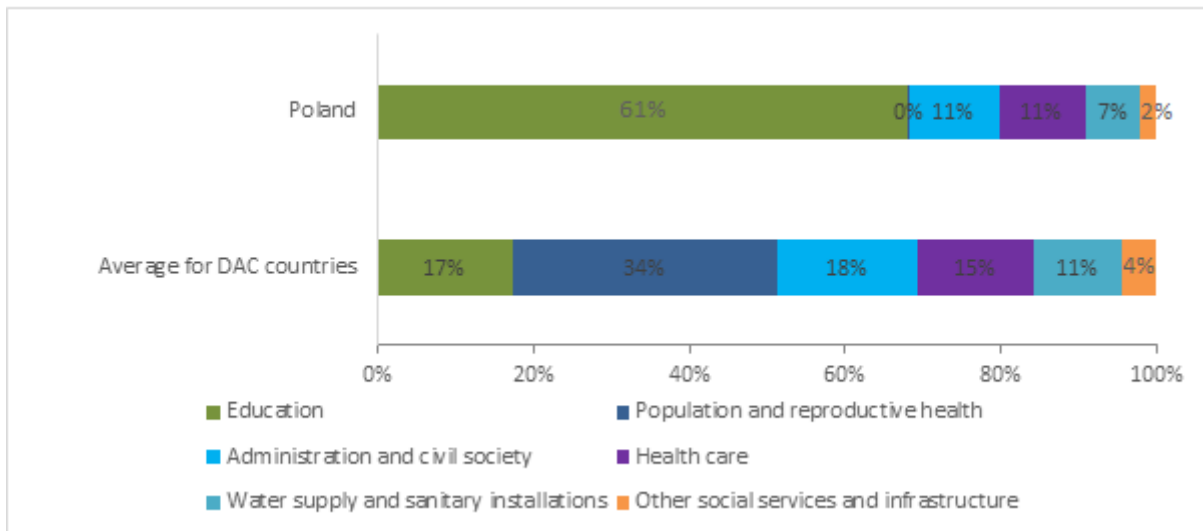
⁴⁰ The Agreement between the Government of the Republic of Poland and the Government of the Federal Democratic Republic of Ethiopia on Granting Credit within Tied Aid signed in Addis Ababa on 25 February 2014

⁴¹ It should be noted that non-governmental organizations often criticize these contracts for not taking into account sufficiently enough the negative social and environmental effects of projects implemented with this aid (<http://wyborcza.pl/1,75399,20356053,czy-polska-firma-przyklada-reke-do-przymusowych-przesiedlen.html>)

⁴² Information on contracts signed by the supplier of Ursus tractors to Africa is available on the producer's websites:

<http://en.ursus.com.pl/News/URSUS-CONQUERS-AFRICA-%E2%80%93-NEXT-IMPORTANT-CONTRACT-FOR-DELIVERING-AGRICULTURE-MACHINERY-TO-ETHIOPIA> (data: 26.10.2016)

Chart 14. Sectoral breakdown of official development aid targeted at Africa (2014)



Source: OECD (2016)

2.5.2. Cooperation with other donors. PDA distinctive features

Platforms for development aid cooperation with other donors exist in the African countries where Poland has its diplomatic missions. All the EU donor countries meeting as a development group in the EU delegation in a given country represent such a platform. Yet, Poland plays almost no role in the decision-making process that takes place at such meetings. There are no opportunities to participate in debates on joint country or sector development strategies. The reasons for this are twofold:

- very small PDA outlays for development in African countries under the SGS is the reason why it is difficult to put Polish funds administered by diplomatic missions into foreign donors' ambitious plans for supporting entire sectors ,
- no multiannual development financing (project are annual) exists and missions lack such competencies which prevents them from getting involved in creating and implementing joint development strategies for a given country.

These reasons are inter-related. The development budget and the human resources of Polish institutions (MFA, diplomatic missions) are not big enough to allow them to draw up multiannual strategies of support for a country or a sector in a given country. The annual PDA project structure adds to the problem by creating an additional obstacle for missions that want to get involved, even on a very small scale, in other donors' multiannual strategies or the strategies of aid recipient countries. The following quotation illustrates the problem:

'So I didn't have any merit-based arguments to contribute to the discussion about multiannual planning in XXX, which was the main topic, planning and coordination of European aid in xxx through one's own national projects. So there was no way I could fit in with my small grants into the multiannual planning aid for xxx.' [12_coordinator]

The Visegrad Group countries do not cooperate with each other. As one of the respondent described it:

'(...) The Slovaks are active, the Czechs have just opened their mission, first they closed it, and were gone, and then they reopened it, so it is the Slovaks that are really promoting themselves, even though they have just this one guy who does economic affairs, development and political affairs, but you can see that, step by step, they have organised many study visits for their minister, for the Kenyan minister of trade to Slovakia, so they are promoting themselves there. But cooperation does not exist. (...)'
[18_coordinator]

According to the respondents representing missions, even though they participate in meetings with other countries, they have a feeling that Poland has little to offer and to show for because of the negligible scale of its aid compared to funds available to Great Britain, Germany, Sweden or even Austria. For many years the argument that was sometimes used to describe this situation was that Poland was a relatively poor country, but now when it is regarded as one of the rich countries, there is a certain responsibility attached to it.

Nowadays it is difficult to find a common platform for cooperation with other donors because they operate on different levels. Diplomatic missions of experienced donors often operate at the strategic level. In the much decentralized Danish system, the diplomatic missions' main role is to provide strategic aid planning, i.e. to set out a national programme, manage it and make decisions about the main directions of cooperation with other donors. By contrast, the Polish missions' main role is to implement Polish development aid projects.

Benchmarking research shows that the thematic aid areas set out in Polish strategic documents represent potential (but not used in practice) cooperation opportunities and could provide ground for development programmes/projects that could be complementary to that of other countries. For example, representatives of the Danish diplomatic mission stressed that health care protection or entrepreneurship are those areas where aid could be coordinated. But Poland would need to have sufficient funds to be able to take part in a discussion about possible cooperation. According to the respondents, supporting democratic processes in African countries is such a non-existing area.

'(...) as for what is missing... Support for democratic processes, yes, democratization, human rights and this... For example, In Kenya it would have been very useful in recent years, many European donors have done it, engaging in activities leading up to elections or the peaceful settlement of issues, something like that, so-called soft projects, those that supported the rule of law in Kenya or helped prevent violence during the elections...' {20_coordinator]

The PDA projects implemented by Polish non-governmental organizations are hardly ever complementary to the aid provided by foreign entities. If Polish and foreign entities run parallel projects or if aid from different sources (Polish and foreign) is being continued, it is not the result of official cooperation between Polish and foreign donors or project promoters, but of partner organizations' strategies which look for different complementary sources of co-financing for their operations. Sometimes, partner organizations that implement Polish Aid projects also look for other funding sources.

For example, during field studies on two occasions Polish Aid was complementary to Slovak Aid, in addition to German, American or Italian funding. It followed from initiatives taken by the partner

organizations and not from official cooperation between the donors. However, it is not uncommon for Polish development aid to be the only source of support for some beneficiaries, even those that have been involved in specific branch/sector for a long time. The partner organizations or beneficiaries are likely to know about other donors in their region and branch but they have not taken the initiative to receive aid from other countries for their own objectives.

However, Polish non-governmental organizations also engage in such cooperation for the sake of complementarity of actions. It is not a rule, though:

Now we are cooperating and trying, we initiated regular meetings to inform each other about our projects, so now we are cooperating with Japan in one sanitation project (...). In ... we are kind of building toilets in the same schools so there will be more, so [the impact] is bigger. But is a kind of a side-line activity, outside our project and we almost never have the time to do it, because we racing to meet project deadlines, it's actually hard, but now that we have a local partner on the ground, it's a bit easier, so yes it kind of like this.'[15_coordinator]

A PDA project implemented as part of a broader venture realised by a partner organization is an interesting example of complementarity between PDA projects and projects financed by other donors. In this case the Polish project is part of an initiative undertaken by a partner organization that was trying to raise funds from different sources (PDA being one of them). Bigger projects make it possible to concentrate support on a specific area (instead of just supporting one or two things in the local community). The project impact on changing the local community is more noticeable, but Polish aid is less recognisable (see: *Sunshine for Development* case study).

As the research results show, development aid cooperation between the diplomatic missions and other donors should be strengthened. In view of the limited and relatively low PDA budget, it would be advisable to consider taking initiatives complementary to other donors' in two possible ways. One is implementing a narrow project that is a continuation of other donors' initiatives undertaken in a given area and targeted at a specific group of beneficiaries. Another possibility is to implement multiannual or modular projects. In this regard, diplomatic missions could cooperate with bigger donors on long-term projects (lasting over 2 years) and implement one of the area modules of a project overseen by a bigger donor. The research has proven that developing modular projects on a large scale would be very beneficial in view of Poland's limited capability (recommendation No 7).

Despite the PDA limitations mentioned above, the development initiatives taken by Polish entities in Ethiopia, Kenya and Tanzania have their own distinctive features.

As a rule, cooperation with Polish partners was rated highly by the beneficiaries and representatives of partner organizations who took part in the survey. What makes Polish organizations different from their partners and beneficiaries is their good understanding of the local problems, their engagement and partner-like relations with local project implementers.

However, one of our assets seems to be the fact that Poland has only recently become affluent enough to implement development initiatives and it went through a systemic transformation. As one of the Polish coordinators put it:

'Once I heard an opinion that I liked very much, maybe because it was positive about us, our partners said that they liked cooperating with organizations from Central and East Europe because it's much

easier for them to find a common language with those people.(...) Well, maybe we have been a rich country for too short a time, (...) and we are connect faster with other people, we remember those times when you had to cooperate in order to have a normal life (...)' [14_coodinator]

One of the project implementers was of a similar opinion:

'For me Poland is in a paradoxically wonderful situation, with one of its feet standing or remembering the times when we were poor and backward and I know that there are still regions and people in Poland that are poor, but what I had in mind was the communist inheritance, but on the other hand.....so it still has a fresh memory and experience, but at the same time it's other foot is in the better world and so I think we are not only obliged to help others but also we have the experience and knowledge that are absolutely unique and can be used by the big ones and connect these two worlds. That is what I felt in theory and surprisingly, that is what has come true in practice and this is what happened in Africa.' [15_project implementer]

According to some respondents, the fact that Polish non-governmental organizations operate on a small scale and with small amounts of development funds is an advantage because it allows them to be more in touch with the local community:

'It's our added value that even though this large scale does not exist, it allows us to have deeper contacts with the community and do something really good on our small plot; in fact NGOs here aren't fragmented.'[9_coordinator]

Polish non-governmental organizations show great commitment operating in quite difficult conditions (without all the background that is available to other donor countries) which also distinguishes us from other donors. As one of the coordinators of Polish development projects put it:

'Despite everything, it's perhaps better to be like this than to be jaded... It seems that thanks to it we are not becoming part of the NGO machine, so maybe that's the up side. The truth is that it is shameful, but because the funding is limited, it has never occurred to us (...) to pay anybody for taking part in trainings, we are not driving around in fancy cars, I mean we don't live here as if we were colonisers. And that is what really makes us stand out and the fact that we are trying very hard.'[15_coordinator]

Partner organizations have observed that one of the PDA's distinguishing features is investing in beneficiaries' competencies. This appears to be an added value of Polish development aid projects in view of the fact that other donors mostly focus on hard initiatives:

'A very good policy is financing trainings for beneficiaries and employees. Especially in view of the fact that other donors concentrate on supporting purchases of infrastructure.'[1_partner organization]

The Polish Aid Volunteering programme should also be mentioned in this context. Running this programme at the national level and supporting volunteering programmes with government funds is what distinguishes Poland from the donors covered by the benchmark study. With the exception of Germany, no separate projects targeted at volunteers in the evaluated countries were identified. As a rule, the volunteers' engagement in development projects depends on the initiatives and financial capability of non-governmental organizations themselves. The way the Polish Aid Volunteering programme is organized is also praised by the participating volunteers who appreciate its professionalism:

'I have some experience when it comes to European volunteering, but as compared to the MFA it was totally unprofessional, the organization was bad and eventually I didn't go away with them. The PAV was really organized excellently.' [10_volunteer]

'(...) I get the impression that because in Poland there are so few projects of this kind that there is no such thing as tourism or activity.... (...) volunteer tourism or something like that, because in many countries in the West it is much more developed and many private institutions deal with sending people for some voluntary work which in fact are holidays paid by people and somebody thinks that they are doing something valuable. So I'm in general critical of it and I'm happy that we don't have something like that.(...) For sure a very distinguishable thing is that a Polish Aid volunteer doesn't have to worry about anything because it's not always the case (...)' [13_volunteer]

'I really appreciate it that volunteers get daily allowances because thanks to them it's easier to give up a few months of your life at home and go somewhere without having to give up your income.' [13_voluntary]

Key conclusions:

- The scale of bilateral aid is really small and Polish development aid is mainly allocated to meeting international commitments.
- Polish diplomatic missions encounter barriers to getting involved in discussions on cooperation fora about joint country or sector development strategies. These barriers consist in low outlays and the lack of multiannual development financing.
- The surveyed respondents and representatives of partner organizations, as a rule, rated cooperation with Polish partners positively. What distinguishes us from partners and beneficiaries is mainly good understanding of the local problems, engagement and relations of partnership with local project implementers.
- Professional organization of the Polish Aid Volunteering programme distinguishes Poland from other donors.

Research recommendations:

- In view of the limited and relatively low PDA budget, SGS projects should be, as a rule, complementary to other donors' initiatives. There are two possible ways to do it. One is implementing a narrow-scoped project which would be an extension or supplementation of other donors' initiatives taken in a given area and targeted at a given group of beneficiaries. Another possibility is joining in the implementation of multiannual projects (longer than 2 years) initiated and supervised by a bigger donor. In order to achieve this it is advisable to design Polish projects in a way so that will be complete, closed tasks. Such tasks should be measured with indicators, at least with reference to product indicators. It will facilitate complex planning and completing a specific initiative which could be assessed in the context of achieving the assumed indicators, which consequently will increase the visibility of the PDA impact.

2.6. MONITORING

Research question:

How to strengthen the system of monitoring projects implemented under Polish development cooperation?

PDA monitoring is conducted at two levels: monitoring initiatives taken by project coordinators and their partners as well as monitoring conducted by DDC employees within the MFA. While the project is being implemented, the former involves contacting the project coordinator and the partner organization as well as addressing potential problems that might arise. Being constantly in touch allows taking remedial measures in case some project changes are necessary. As one of the respondents observed:

'And I don't know if it's the case of other projects, but in our case it has been from the very beginning that photos and all information and all problems are analysed up-to-date, day by day. (...) This isn't a problem for me because I'm constantly in touch, besides it is always possible to go there and check what's going on and it's also good to enter.' [10_coordinator]

However, it is quite rare for monitoring to assume a more formalized form, for example, the development of internal reports on monitoring. Project coordinators are obliged to inform the MFA in the event changes are made in the projects and to draw up financial and substantive reports on the implementation of projects.

'As for monitoring, it is that we are doing our best, but we are not always successful just because we have no time, but after each month a report on sort of internal monitoring is prepared that sort of checks the indicators within logical frameworks and sort of diagnoses and recommends for the future, so every month we have such a report on each project.' [15_coordinator]

Non-governmental organizations, as a rule, do not evaluate their initiatives because they don't have the time to do it during and after project implementation and because project funding is insufficient to outsource evaluation. Consequently, if projects are not continued, the organizations do not know what will happen to the project initiatives in the future; they don't know how sustainable the tasks and impacts are nor what long-term impacts can be expected.

'We don't know. I mean, we know, yes, but not because of a sort of research, but because they are there on the ground, so they hear more or less what's going on there, but it just results from the fact that these projects are short hyper intensive, loaded with actions so as to do what we are supposed to over this year, and there is no chance to do sort of more...reliable evaluation of what's going on.' [15_coordinator]

The same is true of the SGS projects implemented by diplomatic missions. Their monitoring initiatives are limited to supervising the project implementation in terms of its consistency with the assumptions and schedule. There are no evaluation initiatives after the project is completed that would assess the long-term support impact:

'Well, such monitoring when the project is being implemented is sort of technical, whether everything goes according to plan, and to be honest, I haven't monitored already completed projects, there was just one off and after two years I didn't check whether it was working.' [12_coordinator]

As noted in Chapter 2.2.1.2., it is recommended that in the future reliable project impact evaluation should be conducted systematically, especially with reference to large projects or a group of projects implemented in a given area. As for project impact assessment, the standard practice should be to conduct evaluation based on the counterfactual approach which is recommended for assessing the public intervention impact. It would allow making use of the approach logic recommended for the ex-post assessment of the project impact and approximately separate the impact of a given intervention. In order to achieve this it would be advisable if project promoters used large modular projects. The results of such research could form a basis for making decisions about continuing initiatives in a given area. When different project promoters are concentrating similar project initiatives on one policy area, it is suggested that such analyses be conducted at a higher level by the MFA (recommendation No 14).

As for monitoring initiatives taken by MFA's DDC employees, they are limited to follow-up visits and preparing reports from such visits. However, project coordinators say the visits are rather formal (both in the case of projects implemented by Polish NGOs and by diplomatic missions):

'Monitoring is monitoring. It is usually about seeing the impact, what has happened there. And that's it. [There is no] conclusion about what we could have done differently in those projects. Not at all. It's rather checking if we achieved the indicators and if not, why. It is sort of brushing it off.' [17_ project implementer]

'Well, it's only formal nothing more. Unless there is an on-the-spot visit. Then I really have the impression that I have to show this xxx, meet with teachers that these schools are on the ground. Otherwise it's just only formal.' [15_ coordinator]

As for conducting monitoring initiatives, the problem is the rotation of MFA staff, which causes changes in project supervisors. It is not always the project supervisors that take part in monitoring, which is negatively perceived by the project implementers due to the lack of familiarity with the project and interrupted relations. The factors limiting monitoring efficiency is staff fluctuation in the MFA related to cycles of work in diplomatic missions as well as limited financial resources assigned to follow-up visits in the aid recipient countries. As a result, the efficiency of the process depends on an individual approach of the monitoring person to such visits. Knowledge gained during monitoring visits is not systematically collected for the purpose of drawing conclusions. Thus it is difficult to talk about such a monitoring system which would make it possible to use the collected information to make changes in the aid system. It seems that a debate on the role of follow-up visits is indispensable. The question is whether the main role of MFA officials' visits to the project locations should be to improve the image or whether they should be more into controlling or monitoring. If the visits have different functions, none of them is fulfilled well. If the visits are to have a monitoring function, then it would be advisable to consider how it could be strengthened. One suggestion is to prepare annual reports on monitoring which would summarize the impact of follow-up visits. The reports including summarized conclusions from visits would provide a basis for discussion on changes in the PDA system (targeting aid for the following year, developing new calls for proposals or drawing conclusions for future action plans) and they would help to maintain institutional memory in a situation of rotating MFA staff. While preparing such reports, it would be also advisable to make use of modified reports prepared by project promoters (e.g. as regards indicator achievement levels). If there is no in-depth discussion on the role of the visits and on introducing changes in their organizations, the visits should be given up. (recommendation No 13).

As for designing and implementing Polish development cooperation, it is possible to observe a clearly positive qualitative change in the area of strategic and operational planning. The *Multiannual Programme of Development Cooperation for 2016-2020* prepared by the MFA has included the elements of intervention logic as well as of change theory, including particularly those referring to the expected impact of project implementation. Moreover, the *Development Cooperation Plan in 2016* provides examples of indicators which could be used for monitoring and evaluation. To monitor how these indicators are achieved it would be useful to supplement a substantive report prepared by the project promoters with information on the product indicator achievement level compatible with the indicators defined in the Plan (in simple Excel spreadsheet) (recommendation No 13).

In the long-term perspective it is recommended to summarize the current programme evaluation conducted by the MFA and supplement it with the *ex post* evaluation of both the *Multiannual Programme of Development Cooperation for 2012-2015* and in the subsequent period of PDA programming with the evaluation of the whole *Multiannual Programme of Development Cooperation for 2016-2020* (conducted in 2021 or 2022). The *ex post* evaluation should mostly involve among others the meta-analysis of the evaluation research conducted in the programme duration. It means that the evaluation should sum up the results, observations, conclusions and recommendation that were identified and formulated during earlier evaluations.

The results of the evaluation research conducted in 2016-2020 ought to be the basis for the process of programming interventions 2020+. In addition, it is suggested that the subsequent programme edition should undergo an *ex-ante* evaluation conducted in the participatory model (i.e. designing the programme in cooperation with external evaluators/experts) (recommendation No 6).

Due to the specificity of development aid reflected in conducting the field studies in the countries outside Europe which are characterized by a high level of political risk, a different culture and climate, a good suggestion for the future would be to extend the deadlines for conducting the evaluation as well as the deadlines for preparing proposals. Such solutions would contribute to a more detailed and in-depth analysis of the project impact and reduce the risks related to organizing and conducting the research. An international standard is also to provide advance payment for covering the organizational research expenditures. It could be in the form of partial payments (e.g. for preparing a methodology report). In practice, such a partial payment amounts to 15-20% of the contract value, it is necessary to allocate additional funding for activities related to security (e.g. additional funds for bodyguards, etc.).

Key conclusions:

- The problem with monitoring is the rotation of MFA staff related to cycles of work in diplomatic missions, which leads to changes of project supervisors.
- In view of the limited efficiency of follow-up visits, it would be advisable to consider either giving up the visits or strengthening the whole process by preparing annual reports on monitoring which would summarize the effects of follow-up visits.
- As for designing and implementing Polish development cooperation, a clearly positive qualitative change has occurred in the area of strategic and operational planning.

Research recommendations:

- In view of the limited utility of the follow-up visit results, it is recommended to strengthen their effectiveness by preparing consolidated annual reports on monitoring that would summarize the results of monitoring initiatives taken in any given year. The visits should refer to a selected sample of projects, last longer and involve two persons (the four-eye principle) with the aim of making an in-depth analysis on the ground. It is worth considering whether the visits should concern project implementation or project impact (this would determine the visit organization during or after the project completion). Therefore, it is essential to define the function of the visits: a) visits carried out during the project implementation phase should be part of monitoring and have a formative capacity; mechanisms should be developed to guarantee that some modifications can be made on the basis of conclusions from the visits that will be included in the implemented initiatives or b) visits carried out after completion of an envelope of projects could become part of the evaluation – they should be designed in the context of an evaluation plan that will serve as a reference point for selecting a sample of projects for inspection. If there is no in-depth discussion on the role of the visits and on possible changes in their organization, then the visits should be given up.
- Supplementing the substantive report drawn up by project promoters with a list of product indicators (compatible with the indicators defined in the annual Plan) showing the extent to which they have been performed would be a useful monitoring tool of the indicators set out in the programming documents for the years 2016-2020.
- In the long-term perspective, planning an ex post evaluation of the *Multiannual Programme of Development Cooperation in 2012-2015* and the next *Multiannual Programme of Development Cooperation in 2016-2020* (conducted in 2021 or 2022) is suggested. An ex-ante evaluation of the subsequent programme for the post-2020 period should also be planned.
- In the long-term perspective, a systematic and reliable impact (long-term results) assessment of big budget projects or a group of projects implemented in a given area is recommended. As for the project impact assessment, the standard practice should be to conduct evaluation based on the counterfactual approach which is recommended for assessing the public intervention impact. It would make it possible to apply the approach logic recommended for ex-post assessment of the project impact and to approximately elicit the impact of an intervention. This type of research could be conducted by project promoters who work with large modular projects (a diagnosis at the beginning of project implementation and initiative evaluation at the end of project implementation) while implementing homogenous projects in terms of support type. The results of this kind of research could serve as a basis for decisions to continue supporting specific project types. If similar project initiatives undertaken by different project promoters are concentrated in one policy area, it is suggested that such analyses should be conducted at a higher level by the MFA. In this case, one could consider the following way of conducting the evaluation: the MFA commissions a research for three years. In the first year, the project/a group of projects is selected, then evaluators advise the project promoters on how to match suitable groups, and prepare the tools, etc. Then after two years, a research that brings specific results is conducted.

2.7. EXPERIENCE AND CAPACITY OF POLISH ORGANIZATIONS/INSTITUTIONS

Research questions:

What kind of experience and capacity of Polish organizations and institutions are especially needed for/supportive of large development projects implemented in Africa/the Middle East together with: a) public administration of aid recipients (central and local), b) local/non-governmental partners in aid recipient countries, c) other donors?

The majority of the Polish non-governmental organizations that were surveyed have been implementing development projects in African countries for many years. This experience translates into their capacity to implement projects with large budgets, to apply for European or international funds for development initiatives. Nevertheless, most of them are facing a growth barrier. For big development projects to be implemented, professionalism and stability, especially when it comes to staff, are necessary at the development stage at which these organisations find themselves now. A statement by one of the coordinators is a good illustration:

'It means that doing Polish aid projects demands a lot of money from other sources that can be sort of borrowed. We don't have, I mean we have statutory activity, paid mediatory activity from which we borrow a little, but it is enough for us to cover one month's worth of employees' salaries at the most but not four months' worth.' [15_coordinator]

There are not many organisations in Poland that have the capacity to implement large development projects, to apply for large grants under European or international calls for proposals without systemic support. Such organisations mainly include the PCPM and the PAH.

Without systemic support, most non-governmental organizations are not in a position to achieve such a level of stabilization that would allow them to take the risk of implementing projects with a large budget in a short time. A proper financial and staff support base should be created to enable organisations to run such initiatives.

'Well, it's a sort of criticism, which doesn't take account of the fact what it's like with these administrative and programming costs, there are no good results without good management, without good strategic thinking, without a vision and without efficient coordination, just as it is not possible for organizations to suddenly start doing projects with a million zloty budget in 8 months, when there is literally no support base. The whole professional development of people who deal with development cooperation is their own initiative with no support whatsoever from the state. I'm talking about institutional support which would allow an organization to plan the direction in which it wants to go and have some funds to simply follow in that direction.' [14_coordinator]

The benchmarking results confirm that in other donors' countries there are mechanisms supporting the development of organizations dealing with development aid. Since 2013 the Czech Republic has been providing grants in such areas as: communication, securing of funds or strengthening managerial competence. Denmark puts a lot of emphasis on supporting institutional development of non-governmental organizations and their employees with technical aid, counselling, staff training, which also includes partners of Danish NGOs in recipient countries. In Germany, the NGO support covers counselling for non-governmental organizations provided by an agency within the Federal Ministry of Economy and Development Cooperation (*Advice Centre for NGOs bengo*). The support involves the

process of submitting applications, finding sources of funding for their activity or getting in touch with potential partners and experts (for more information see: report on benchmarking).

However, in Poland non-governmental organisations follow the prevailing model of development which assumes no institutional support. Although there are some exceptions, e.g. competitions organized by Stefan Batory Foundation that provide for the possibility of financing institutional development costs of non-governmental organizations can be financed. Nevertheless, such solutions are not present in the PDA:

'It's not my conclusion, it was our colleague from the Institute of Global Responsibility who diagnosed it rightly once that our model of development of civil society is very liberal meaning that in a competitive environment the one who survives, wins this symbolic race. But it's not good for the development of the sector and generally not good for what this sector aims to do.' [14_coordinator]

'But this is actually a discussion between the MFA and the Abroad Group which brings together organizations operating abroad; the Abroad Group suggests that Polish aid should include a capacity building component so that these projects are done professionally. Something like this doesn't exist and the MFA admits openly that they don't want to do it...' [15_coordinator]

In view of the fact that the MFA has already initiated initiatives aimed at implementing projects with large budget under the Polish Development Aid calls for proposals, a gradual move towards large PDA projects should go hand in hand with introducing solutions that make project implementation by NGOs easier. The optimal solution would be if administrative costs were settled on a lump-sum basis (up to 7%) and would exclude staff costs (coordination, project management). In this way project settlement would be easier and would make the management of large projects more flexible financially.

The move to implementing projects with large budgets is recommended. It is easier to coordinate large complex projects than small and dispersed ones and they also offer a greater chance of achieving a synergy impact. The implementation of large long-term projects (now e.g. in the modular form) makes it easier to 'learn' participating institutions and beneficiaries and impacts sustainability and the organization's capacity. Concentrating funds on large long-term projects could make Polish entrepreneurs more interested in participating in PDA projects on account of the economies of scale. Large projects are also more 'visible' and thus can produce better impact in terms of image. Importantly, project efficiency improves with large budget projects, while workload is only insignificantly greater. In the long-term perspective, large projects would necessitate and make profitable a 'permanent presence' of Polish organisations on the spot, which – in view of the conclusions from the research in Palestine - is a condition of long-term impact sustainability.

However, one should consider the fact that changes in the PDA funding system should be introduced gradually and through a dialogue with non-governmental organizations so as to allow them to adapt to the new PDA implementation formula.

While assessing the capacity of organizations for implementing development projects it is worth paying attention to non-governmental organizations that take part in the Polish Aid Volunteering Programme. They have extensive experience in organizing voluntary service (not only under the MFA programme) which is reflected in the professional preparation of volunteers for volunteering projects. The organisations' capacity is seen in their novel initiatives e.g. workshops organized for volunteers

when they return home from the countries in which they worked as volunteers to help them adapt and use their volunteering experience for personal and professional development.

Institutional strengthening of diplomatic missions is another issue. Diplomatic missions should ultimately play a more strategic role in PDA. Because of their capacity (knowledge, experience and familiarity with the country) they should provide information for the MFA's Department of Development Cooperation (DDC) about programming processes, project selection, their monitoring and evaluation. The mission's role should also be building and providing access to a repository of knowledge: strategic documents at the central, local and sectoral levels (e.g. information from partner organizations, research, analyses and studies. It is advisable to consider using part of SGS funds for in-depth diagnoses of a given sector or a given area commissioned by the missions where there are no strategic documents or their utility is negligible and where there is no local and sectoral diagnosis made by local partner organizations). Their strategic role should also involve closer cooperation with other donors. At the operational level, it is necessary to strengthen the role of the mission in Polish aid in a given country as a knowledge broker that integrates organizations operating in a given area by providing them with information on the implemented initiatives and potential cooperation opportunities. In view of this, the missions, like the MFA, should not be burdened with implementing tasks. The system in which one employee dealing with policies and development is responsible for providing support makes it impossible for one person to be able to effectively control this area on account of his many other duties and responsibilities. Thus an increase in the PDA budget, including the SGS, should go along with strengthening the missions' human resources, which could be done by creating the post of development officer. (recommendation No. 4).

When it comes to improving the quality of Polish development aid in the long run, it seems necessary to invest in the main actors' capacity. It refers both to the MFA and the diplomatic missions. At present the MFA's DDC as well as the diplomatic missions are not in a position to take on more complex tasks related to PDA monitoring, evaluation and promotion. Ultimately, it is worth looking into a model in which the MFA plays a strategic role – it handles programming support, monitoring the impact at the strategic level and evaluation while all other implementation tasks (launching competitions, settling projects) would be the responsibility of an external entity. (recommendation No. 3).

Key conclusions:

- The majority of the researched Polish non-governmental organizations possess many years of experience in implementing development projects in African countries, but now they are facing a barrier to growth.
- Due to the limited capacity for implementing large development projects by non-governmental organizations in the countries of East Africa that were subject to this evaluation, a gradual move towards concentrating on implementing large budget projects should go hand in hand with institutional support for NGOs.
- The system in which one policy-development officer is responsible for providing support makes it impossible for one person to be able to effectively control additional area on account of his many other duties and responsibilities.
- At present the MFA's DDC as well as the diplomatic missions are not in a position to take on more complex tasks related to PDA monitoring, evaluation and promotion.

Recommendations:

- A gradual move towards implementing large budget projects is recommended. Those projects facilitate obtaining the synergy impact and are easier to coordinate. The implementation of large long-term projects (now e.g. in the modular form) makes it easier to 'learn' participating institutions and beneficiaries and this influences the impact sustainability and the organization's capacity. The concentration of funds on large long-term projects could over time make Polish entrepreneurs more interested in participating in PDA due to the economies of scale. Large projects are also more 'visible' and thus lead to better image impact. Importantly, the fixed costs of implementing projects are similar for small and larger projects which improves cost efficiency. In the long-term perspective, projects with large budgets would make it necessary and profitable for Polish organisations to be 'permanently present' (by registering them in the support country) on the ground.
- It is suggested to introduce solutions that facilitate implementing projects by non-governmental organizations. The optimal solution is the option to settle administrative costs on a lump-sum basis (up to 7%) while at the same time excluding staff costs (coordination, project management) from administrative costs. It would facilitate project settlement but also increase the financial flexibility of large project management.
- A solution at the strategic level would be to delegate PDA implementation tasks (e.g. project assessment, monitoring and settling) to an external institution, public or private. In the case of a public institution, the outsourcing should be done in line with public procurement procedures. It would take the burden of preparing and launching PDA calls for proposals and project settlement off the MFA's shoulders. This could lead to shortening the process of project evaluation. Additionally, it would allow the DDC to concentrate on strategic activity. Taking such an approach would also ensure flexibility and reduce the risks associated with setting up an additional agency in the public administration.
- Missions involved in development cooperation should ultimately play a more strategic role in this area. Given their capacity (knowledge and experience of employees) they should provide knowledge to the MFA's DDC about programming processes, project selection, their monitoring and evaluation. The mission's role should also be to build and provide access to a repository of knowledge: strategic documents at the central, local and sectoral levels (e.g. information from partner organizations), research, analyses and studies. It is advisable to consider using part of SGS funds by the missions to commission in-depth diagnoses of a specific sector or area where there are no strategic documents or their utility is negligible and where there is no local and sectoral diagnosis by local partner organizations. Their strategic role should also involve closer cooperation with other donors. As for the operational level, it is necessary to strengthen the role of the mission as a knowledge broker that integrates organizations operating in a specific area by providing them with information on the implemented initiatives and potential cooperation opportunities. Creating the post of development specialist should make it possible to combine current implementation tasks with the mission's strategic function being developed in PDA.

2.8. OVERALL PDA ASSESSMENT IN EAST AFRICA

| STRENGTHS | WEAKNESSES |
|--|---|
| <ul style="list-style-type: none"> • visible direct impact of project implementation (both ‘hard’ and ‘soft’ impact) • adjusting projects to socio-economic, political and cultural conditions in the support country • as a rule, relevant diagnoses of support beneficiaries’ needs • experience of Polish non-governmental organizations in the implementation of development initiatives • participatory operational model of Polish organizations/institutions (among others maintaining close and constant relations with local partner organizations, consulting project assumptions with the main stakeholders) • “recognition” of Polish development aid at local level | <ul style="list-style-type: none"> • limited funding • dispersion of support • implementing small budget projects that do not create broader and long-lasting intervention impact, including image impact at the national and regional levels • limited human resources of Polish diplomatic missions implementing development projects • staff rotation decreasing the institutional memory of DDC (MFA) • lack of permanent presence of Polish organizations on the ground in aid recipient countries (where it is justified by the scale of NGO’s support) • negligible synergy impact of Polish projects • underdeveloped system of monitoring project implementation and project impact evaluation (long-term results) • underdeveloped cooperation with Polish companies in PDA that results, among others, from a lack of visible benefits for Polish entrepreneurs • insufficient focus of promotional and informative initiatives on presenting project impact |
| CHANCES | THREATS |
| <ul style="list-style-type: none"> • enthusiasm, engagement and a high level of mobilization among local partner organizations and support beneficiaries • cooperation of Polish organizations with other donors (countries and international organizations) • translating Polish experiences with regard to economic and systemic transformation into the local context • taking advantage of niches that are not filled in by other donors | <ul style="list-style-type: none"> • cultural barriers between Poland and East African countries • low institutional capacity of most NGOs for implementing large budget development projects • unstable political situation and the risk of it deteriorating in the region/support country (the case of Ethiopia during research) • small PDA visibility as compared to the initiatives of other donors present in the region whose funding and operational capacity is much larger • socially sensitive issues of the migration crisis and terrorist threats • lack of debate in Poland on different aspects of development aid |

The results of the evaluation research conducted by the Idea of Development Foundation in June-December 2016 lead to a positive assessment of the efficiency, relevance and utility of Polish development aid provided in Africa. The aspect of PDA that is the most difficult to achieve is sustainability of impact and of project initiatives. Importantly, the model of implementing development projects adopted by Polish promoters is optimal in view of the existing limitations, most of all low outlays for PDA.

The assessment of Polish development aid in the selected countries of East Africa in 2012-2015 using the **efficiency criterion** is positive, notwithstanding the barriers to its implementation. Polish project promoters (both non-governmental organizations and diplomatic missions) **have adopted an effective model of implementing development aid** which accounts for the available resources, the scale of funding and constrains imposed by the projects' annual cycle. This model is based on close cooperation with trustworthy and reliable partners in the aid recipient countries that shoulder most of the burden of project implementation. In assessing PDA efficiency, it should be noted that the impact assumed in the project proposals was obtained in most cases. However, when focus is placed on project implementation over a short period of time, additional benefits of cooperation with other entities (other project promoters, donors, enterprises) to achieve support concentration and synergy impact are not easily found. The research results show that the synergy impact of support is negligible, although there is evidence that the projects are complementary, especially in terms of support continuity. If synergy impact does occur, its scale is small and it results from the strategy of partner organizations that look for different support sources rather than from the planned initiatives of Polish organizations/institutions. The greatest cost efficiency among the researched projects has been noticed in simple projects bringing meaningful specific and noticeable change over a short time in the situation of the aid recipients (e.g. projects implemented in the area of environmental protection). The change brought about as a result of the implementation of Polish projects is mostly felt locally. Seldom is the impact of implemented tasks felt on a level other than the local level. Although the projects have as a rule had a positive influence on the situation of particular beneficiaries and local communities, they have not affected the implementation of Polish and international strategic objectives. This is mainly due to the low financial outlays that Poland allocates to development aid. In the case of volunteering projects, the additional project impact that is worth mentioning is the personal development of volunteers and the impact of disseminating knowledge about the PDA through educational initiatives.

Sustainability in the broad sense, understood not only as maintaining the project impact over time, but also as a continuation of project initiatives, **is the most difficult aspect to be achieved of the development aid implemented in the countries of East Africa.** The survey has identified three models of maintaining sustainability: the model of limited sustainability, the self-sustaining model and the preventive (co-financing) model. It is worth recommending both the self-sustaining model and the preventive one because they contain mechanisms that enhance the sustainability of realized project measures. Without such mechanisms sustainability is seen in the direct impact of the implemented project, if not sustained, could (but does not have to) disappear over time. The greatest difficulty in maintaining sustainability has been observed in the case of projects related to advanced technologies due to the fact that local partners or beneficiaries are often short of funds needed to maintain the impact of project initiatives. Initiatives become most sustainable when mechanisms ensuring

sustainability have been planned and training for knowledge multipliers has been provided. These are the initiatives taken in cooperation with a strong institutionalized partner based on relevant diagnoses as well as initiatives which engage the local community.

The priority aid areas in East Africa in 2012-2015 were **relevantly** set. In all the three areas: education and vocational and social activation, health care and environmental protection there are a lot of development needs and Polish development aid, as a rule, responds to them in a relevant way although on a small scale. While assessing the development priorities in 2016-2020 on the basis of the 2012-2015 experiences, it was the right decision to create a separate priority area for entrepreneurship and the private sector. The projects implemented so far show that initiatives aimed at increasing employment have a great pro-development capacity. However, in view of the small scale of Polish aid and the annual perspective the implementation of projects targeted at reducing deforestation, desertification and soil degradation could be at risk, according to the research results.

The utility of Polish development aid in the selected countries of East Africa is mostly determined by the **participatory model of operation of Polish organizations/institutions in the aid recipient countries**. It is based on close and partner-like cooperation with local organizations. This formula in which the local partners are greatly engaged in project implementation leads to relevant diagnosis of the needs and to adjusting project initiatives to the local context. Nevertheless, it is worth noting that partnership is not only a formal requirement of the calls for proposals, but also a real guarantee of the effectiveness of initiatives taken in short annual projects. Relying on the knowledge of partner organisations has helped to turn out relevant diagnoses of the needs. The implemented projects have also contributed to building the capacity of partner organizations to manage projects and have consequently led to their professionalization.

One of the essential barriers to PDA development is **low funding allocated to its implementation from the state budget**. Without an increase in the funds it is difficult to plan a significant change in the PDA system. It is only possible to make small corrections of the present institutional and procedural frame. On the other hand, while planning an increase of the budget, it is necessary to improve the PDA implementation principles and increase the capacity of project implementers, the MFA and diplomatic missions involved in PDA implementation. Therefore the two processes: gradually increasing the PDA budget and improving the implementation principles as well as strengthening the capacity of all actors should be developed in parallel.

Taking into consideration the conclusions drawn up following the conducted research it is recommended to strive for such a PDA model in which **the strategic level would be strengthened**. The recommended model involves the MFA playing the strategic role. It should deal with programming support, monitoring the impact at the strategic level and evaluating, whereas all implementation tasks (announcing calls for proposals, settling projects) would be outsourced to an entity that could be selected, e.g. on the basis of procedures applicable to public procurement or the Act on Public Benefit Activity and Volunteering. Strengthening the strategic level also means making the decision to draw up a multiannual development plan on the basis of the Act on Rules of Conducting Development Policy and linked to a multiannual budget administered by the competent minister (and not financed out of a special-purpose reserve).

The PDA efficiency could be strengthened by a set of related initiatives. In view of the limited PDA funding, a reliable assessment of project efficiency should be the key to increasing it. It would allow to identify initiatives that bring a real change in the situation of aid recipients and their community and

that are easy to implement and cost-efficient. It is also recommended to gradually switch to projects with a large budget so that synergy and image impact can be obtained more easily.

III. CONCLUSIONS AND RECOMMENDATIONS TABLE

| | Conclusion | Strategic recommendations | Addressee |
|----|---|--|----------------|
| 1. | Low PDA outlays result in implementing projects with small budgets, which negatively influences PDA efficiency - it hinders cooperation with other donors, achieving a real impact on the development of aid recipient countries and synergy impact and also creates barriers to effective PDA implementation (e.g. annual budgets, lack of sufficient funding for promotion and monitoring, etc.). | Increasing outlays for PDA is a necessary condition of a systemic change in implementing Polish development aid. It is additionally justified by the migration crisis. Putting this recommendation into effect would fulfil Poland's commitment to increasing outlays for PDA to 0.33% of its GDP. It is advisable increase the budget gradually so as to consider the capacity of Polish non-governmental organizations with regard to the implementation of development aid Putting this recommendation into effect is connected with implementing projects of broader range (Recommendation no. 2), increasing the institutional capacity of the DDC and diplomatic missions (Recommendations nos. 3 and 4), looking for synergy impact by cooperating with other donors (Recommendation no. 7) and strengthening monitoring and evaluation initiatives (Recommendation nos. 6, 13, 14). (Chapter 2.2., p. 32) | Government/MFA |
| 2. | In view of the limited funds it is necessary to look for possibilities of increasing PDA efficiency. One of them is to gradually switch to implementing projects with large budgets that has already been initiated by the MFA | It is recommended to gradually move to implementing projects with large budgets. Synergy impact is easier to obtain in large projects which are also easier to coordinate. The implementation of large long-term projects (now e.g. in the modular form) makes it easier to 'learn' participating institutions and beneficiaries. This also influences the impact sustainability and the organization's capacity. The concentration of funds on large long-term projects could make Polish entrepreneurs more interested in participating in PDA due to the economies of scale. Large projects are also more 'visible' and thus help to obtain better image impact. The fixed costs of project implementation are similar for small and large initiatives. In the long-term perspective, projects with large budgets would make 'permanent presence' of Polish organizations necessary (by registering them in the aid recipient country) ⁴³ (Chapter 2.7., p. 78) | MFA |

⁴³ As the conclusions of the research conducted in Palestine confirm, such permanent presence conditions the long-lasting impact sustainability

| | | | |
|----|--|---|----------------|
| 3. | The DDC MFA institutional capacity for implementing development initiatives should be strengthened and developed. The problem is the MFA's DDC workload and staff rotation that limits institutional memory. | A solution at the strategic level would be to delegate PDA implementation tasks (e.g. project assessment, monitoring and settling) to an external institution, public or private. In the case of a public institution, outsourcing could be done under public procurement procedures. It would unburden the MFA with the task related to preparing and launching PDA calls for proposals as well as settling the projects. It could result in shortening the process of assessing the projects. Additionally, it would allow concentrating the DDC activity on strategic tasks. This approach would also provide flexibility and reduce the risks related to setting up an additional agency within public administration. (Chapter 2.7., p.78) | Government/MFA |
| 4. | The institutional capacity of diplomatic missions for implementing development initiatives should be strengthened. The problem is loading them with tasks, staff rotation and understaffing. | Ultimately, the missions engaged in development cooperation should play a more strategic role in this area. Because of their capacity (knowledge and experience of their employees) they should provide knowledge to MFA's DDC with regard to the programming processes, project selection, monitoring and evaluation. The mission's role should also be to build and provide access to a repository of knowledge: strategic documents at the central, local and sector levels (e.g. information from partner organizations), research, analyses and studies. It is advisable to consider using part of SGS funds by the missions for outsourcing in-depth diagnoses of a given sector or a given area where there are no strategic documents or their utility is negligible and where there is no local and sectoral diagnosis made by local partner organizations. Their strategic role should also involve closer cooperation with other donors. As for the operational level, it is necessary to strengthen the role of the mission as a knowledge broker that integrates organizations operating in a given area by providing them with information on the implemented initiatives and potential opportunities for cooperation. Creating a post of development specialist should lead to combining current implementation tasks with the development of the mission's strategic function in the PDA. (Chapter 2.7., p. 78) | Government/MFA |
| 5. | Cooperation with enterprises is a PDA weakness | Aiming for better combining foreign policy objectives with economic policy objectives, it is necessary to consider other countries' experiences (analysed within benchmarking) which show that support of enterprises in this regard mainly involves facilitating cooperation between foreign partners and Polish entrepreneurs. Such kind of potential initiatives should be implemented by or in close cooperation with the Ministry of Economic Development. (Report on benchmarking , Chapter 2.2., p. 37) | MFA/MED |

| | Conclusion | Operational recommendations | Addressee |
|-----|--|---|-----------------------|
| 6. | In the long-term perspective, the effectiveness of evaluation could be strengthened to better serve the objectives of the PDA | In the long-term perspective, it is suggested to design an ex-post evaluation of the <i>Multiannual Programme of Development Cooperation in 2012-2015</i> and the next <i>Multiannual Programme of Development Cooperation in 2016-2020</i> (conducted in 2021 or 2022). Also, an ex-ante evaluation of the subsequent programme for the post-2020 period should be planned. (Chapter 2.6., p. 74) | MFA |
| 7. | The research shows that the diplomatic missions have a good understanding of the local context of the implemented aid and are very active in cooperating with partner and non-governmental organizations. However, this capacity does not translate into jointly implemented tasks with other donors, which is why the synergy impact of initiatives is not achieved in full. To a great extent, it results from the specificity of PDA within SGS- the budget and the project duration, see: conclusion and recommendation No.1 | In view of the limited and relatively low PDA budget, SGS projects should be - as a rule - complementary to other donors' initiatives. It could be done in two possible ways. One is implementing a narrow-scoped project which would be an extension or supplementation of other donors' initiatives taken in a given area and targeted at a given group of beneficiaries. Another possibility is joining in the implementation of multiannual projects (longer than 2 years) initiated and supervised by a bigger donor. In order to achieve this it is advisable to design Polish projects in the way that will make them complete, closed tasks. Such tasks should be measured with indicators, at least with reference to product indicators. It will facilitate complex planning and completing a specific initiative which could be assessed in the context of achieving the assumed indicators, which as a result will increase the visibility of the PDA impact. (Chapter 2.5., p. 70) | Diplomatic mission |
| 8. | One of significant factors determining the effectiveness and efficiency of implemented projects is a relevant diagnosis of the starting position. If PDA is reoriented at projects with large budget, it is necessary to strengthen the diagnosing process, particularly with reference to the policy areas which are new to the NGO. | In order to make a more relevant diagnosis of the situation and to adjust the project to local needs, the use of modular projects for launching pilot versions (in the first year of the implementation of project initiatives) is suggested. This would entail greater differentiation in the values of particular modular projects. (Chapter 2.4., p. 62) | MFA/project promoters |
| 9. | The synergy impact of the implemented projects is hardly noticeable. | It is recommended to introduce mechanisms of verifying the synergy impact by elaborating more detailed guidelines for this section of the project proposal and by taking account of this section in substantive reports on the project implementation. (Chapter 2.2., p. 37) | MFA/project promoters |
| 10. | One-year project duration hinders the implementation of more complex and large projects. | Addressing the problem with implementing annual projects, which is going to be growing while implementing bigger projects, it is recommended that the MFA should review the procedures so as to find possible improvements for commencing project initiatives at the earliest possible time during a new calendar year. Eventually a model of financing multiannual projects should be adopted that is similar to the model used for other projects implemented with public funds (e.g. MCiNH and MCNH programmes) (Chapter 2.2., p. 32) | MFA |

| | | | |
|-----|--|---|------------------------------|
| 11. | During project implementation, problems arise with maintaining the impact sustainability and sustaining or continuing the project initiatives. | While assessing the projects it is worth thinking more carefully whether the above factors were taken into consideration, mainly whether mechanisms ensuring the project sustainability and its impact were foreseen. Without the mechanisms of this kind sustainability can refer only to the direct impact of the implemented project, which, if not maintained, might disappear over time. In view of this it is advisable to pay more attention to the mechanisms of maintaining sustainability and multiplication impact while preparing projects (especially infrastructural ones) and assessing them. (Chapter 2.3., p. 53) | MFA/ project promoters |
| 12. | An analysis of the websites and media data shows that it is likely to increase the image impact by simple initiatives aimed at improving the contents presented on the websites. | <p>Informative and promotional initiatives with regard to PDA should focus mainly on project impact: a change in the situation of concrete people and the local community. These effects should be presented in a form friendly to the recipients.</p> <p>In order to promote Polish development aid among tax payers, it is recommended to prepare guidelines for project promoters which should include requirements about the contents and ways of presenting it on the websites as well as good examples based on other donors' experience, e.g. USAID, DFID, etc. Organizing trainings for project donors in this area could also be considered. It is also advisable to increase the scope of information about the projects and their impact on the Polish Aid websites. Additionally, it is suggested that the MFA use different media (including social media) for promotion and information purposes. (Chapter 2.2., p. 44)</p> | MFA/project promoters |

| | | | |
|-----|--|--|-----------------------|
| 13. | Project monitoring conducted by the MFA needs to be strengthened, particularly with reference to follow-up visits | <p>In view of the limited utility of the follow-up visit results, it is recommended to strengthen their effectiveness by preparing consolidated annual reports on monitoring that would summarize the results of monitoring initiatives taken during a specific year. The visits should refer to a selected sample of projects, last longer and two people should take part in the visit (the four-eye principle) in order to make an in-depth analysis on the ground. It is worth considering whether the visits should concern project implementation or project impact (it determines the visit organization during or after the project completion. Therefore it is essential to define the visit function: a) if the visits take place during project implementation, then they should be an element of monitoring and have a formative capacity – mechanisms should be developed to enable modifications (on the basis of the visit conclusions) of implemented project initiatives or b) if the visits are conducted after the completion of an envelope of projects, they could be an element of the evaluation – they should be designed in the context of an evaluation plan to which reference should be made when a sample of projects is selected for inspection. In the event there is no in-depth discussion on the role of the visits and changes that should be made in their organization, the visits should be given up. A useful tool for monitoring the achievement of the indicators included in the programming documents for the years 2016-2020 would be to supplement the substantive report prepared by project promoters with information on the level of achievement of the product indicators (compatible with the indicators defined in the annual Plan). (Chapter 2.6., p. 74)</p> | MFA/project promoters |
| 14. | A serious obstacle for the impact assessment is lack of systematically conducted impact evaluation of particular projects. | <p>As for evaluation, it is recommended that in the long-term perspective a reliable project impact evaluation (of long-term results) should be conducted systematically, especially with reference to large projects or a group of projects implemented in a given area. As for the project impact assessment, the standard practice should be to conduct evaluation based on the counterfactual approach which is recommended for assessing the public intervention impact. It would allow making use of the approach logic recommended for the ex-post assessment of the project impact and approximately separate the impact of a given intervention. This kind of research could be conducted by project promoters as part of large modular projects (a diagnosis at the beginning of project implementation and initiative evaluation at the end of project implementation) while implementing homogenous projects in terms of the kind of support provided to project types. The results of such research could be the basis for making decisions to continue supporting a given project type. In the event similar project initiatives by different project promoters are concentrated in one policy area, it is suggested that such analyses should be conducted at a higher level by the MFA. In this case the following way of conducting the evaluation could be considered: the MFA commissions a three-year research. In the first year a project/a group of projects are selected, and then evaluators advise the project promoters how to match suitable groups, prepare tools, etc. Then in two years' time research is conducted that brings specific results. (Chapter 2.6., p. 74)</p> | Project promoters/MFA |

| | | | |
|-----|---|--|-----------------------|
| 15. | The most efficient type of support are simple projects which bring a significant and noticeable change in the life situation of support recipients. | In view of limited funds it is advisable to consider more frequent implementation of simple and cost-effective projects. This recommendation is connected to recommendation No. 14 because measuring projects' impacts allows defining project efficiency the aim of which is to continue their implementation. (Chapter 2.2., p. 32) | Project promoters/MFA |
| 16. | It is necessary to strengthen the capacity of non-governmental organizations for implementing large projects by searching for improvements for project implementation | Solutions that facilitate implementing projects by non-governmental organizations are suggested to be introduced. The optimal solution is introducing a lump sum option for administrative costs (up to 7%) while at the same time excluding personal costs (coordination, project management) from administrative costs. It would facilitate project settlement but also increase financial flexibility of managing large projects. (Chapter 2.7., p. 78) | MFA |

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V. APPENDICES

Appendix 1. List of projects selected for in-depth analysis from among the projects implemented in 2012-2015 in Ethiopia, Kenya and Tanzania

Projects selected for case studies are marked with an asterisk (*) and (**) when the study was in-depth.

| Ethiopia | | | | | |
|----------|------------|--|------|--------------------|--|
| 1. | 684/2015 | Support for Women in Addis Ababa (Addis Ababa – Support for women) | 2015 | Diplomatic mission | Polish Embassy in Addis Ababa |
| 2. | 722/2015* | Strengthening Visually Impaired Women and Children (Together) | 2015 | Diplomatic mission | Polish Embassy in Addis Ababa |
| 3. | 297/2014** | Equalizing Educational Opportunities for Youths in Southern Ethiopia and Supporting Sustainable Development and Protection of Endangered Ecosystem of Bishangari (Electricity project 2014) | 2014 | NGO | Polish Centre for International Aid Foundation |
| 4. | 63/2013** | Equalizing Educational Opportunities for Youths in Southern Ethiopia (Electricity project 2013) | 2013 | NGO | Polish Centre for International Aid Foundation |
| 5. | 435/2012 | Equalizing Educational Opportunities for Pupils of 14 Primary Schools in Drought-Stricken Zones of Borena and Guji in Southern Ethiopia (Electricity project 2012) | 2012 | NGO | Polish Centre for International Aid Foundation |
| 6. | 62/2012* | Application of Ecohydrology-Transdisciplinary Science – for Integrated Management of Water Resources and Sustainable Development in Ethiopia (Ecohydrology) | 2012 | Scientific unit | European Regional Centre for Ecohydrology of the Polish Academy of Science |
| Kenya | | | | | |
| 1. | 370/2012 | Equalizing Opportunities for Access to Vocational Education for Youths from Poor Districts of Nairobi by Developing and Modernizing Mechanical Division of Don Bosco Boy's Town Vocational School in Nairobi (Don Bosco in Nairobi) | 2012 | NGO | Salesian Missionary Voluntary Service Youth for the World |
| 2. | 780/2013* | Providing Secondary School in Tigoni (Uhuru Academy) with Science Laboratory and IT Classroom and Funding Grants for the Most Gifted Youths from the Village of Jikaze (Uhuru) | 2013 | Diplomatic mission | Polish Embassy in Nairobi |
| 3. | 755/2013 | Providing Primary and Secondary Schools Owned by Dagoretti Corner Rehabilitation Centre in Nairobi with Teaching Aids in order to Increase the Teaching Quality and Efficiency (Dagoretti 2013) | 2013 | Diplomatic mission | Polish Embassy in Nairobi |
| 4. | 457/2014 | Conducting Renovation Works and Purchasing Sport Equipment and Furniture for Dagoretti Rehabilitation Centre in Nairobi in order to Improve Teaching and Living Standard of Its Residents(Dagoretti 2014) | 2014 | Diplomatic mission | Polish Embassy in Nairobi |
| 5. | 278/2014** | UWEZO Centre- Support for Girls and Young Mothers in Kibera to Gain Knowledge and Vocational Skills Increasing Their Economic | 2014 | NGO | Alliance of Associations Polish Green Network |

| | | | | | |
|-----------------|------------|---|------|--------------------|---|
| | | Capacity and Security (Uwezo) | | | |
| 6. | 209/2013 | Mathare Strictly Nice – Improving Teaching Standard in Science Subjects in Mathare slums in Kenya by Popularization of Advanced Technologies and Active Education Methods (Mathare) | 2013 | NGO | Partners Foundation Poland |
| 7. | 915/2015* | Midwife in Africa – Kithatu (Kithatu) | 2015 | Volunteering | Humanitarian Aid Foundation "Redemptoris Missio" |
| Tanzania | | | | | |
| 1. | 558/2015* | Improvement of Surgical Treatment in St. Walburg's Hospital in Nyango and Hospitals in Lindi and Mtwara Regions (Nyangao) | 2015 | Diplomatic mission | Polish Embassy in Nairobi |
| 2. | 692/2012 | Providing Modern Medical Equipment for the Labour Ward of the Health Centre in Kiabakari (Kiabakari – labour ward) | 2012 | Diplomatic mission | Polish Embassy in Nairobi |
| 3. | 146/2015 | Knowledge for Development. Creating Favourable Learning Conditions for Secondary School Youths in Dar es Salaam in Tanzania (Don Bosco in Dar es Salaam) | 2015 | NGO | Salesian Missionary Voluntary Service Youth for the World |
| 4. | 296/2015** | Sunshine for Development. Small Solar Power Stations for Secondary Schools in Northern Tanzania – in Search of Solutions Ensuring the Sustainability of Projects of Rural Areas Electrification (Sunshine for Development) | 2015 | NGO | "Article 25" Foundation |
| 5. | 961/2013* | Multimedia Library in Moshi (Moshi) | 2013 | Volunteering | World Cultures Foundation |
| 6. | 931/2012* | Huduma ya Kwanza. First Aid Volunteering and Pro-Health Education for Inhabitants of Kiabakari and the Community of Kukirango (Kiabakari – first aid) | 2012 | Volunteering | Fundacja KIABAKARI |

Appendix 2. Summary of benchmarking report

The benchmarking conducted by the research team has allowed identifying good innovative practices of other DAC member countries, particularly in the following areas:

1. Institutional system of development aid management
2. Development aid concentration
3. Synergy
4. Development aid monitoring
5. Supporting entrepreneurship
6. Cooperation with the NGO sector
7. Volunteering

The identification of these good practices could be a starting point for a discussion on the possibility of implementing them in the Polish development aid system. The key conclusions referring to particular policy areas are discussed below.

1. Institutional system of development aid management

In some countries (the Czech Republic, Germany) the model of development aid management is different from that existing in Poland and it involves sharing tasks by the Ministry of Foreign Affairs and special agencies. In such a model the MFA is in charge of strategic development aid management, including its programming and evaluation as well as cooperation with national and international institutions. The agency, by contrast, deals with technical implementation of development aid, i.e. organizing calls for proposals, signing and settling agreements and monitoring project implementation. This solution has a lot of advantages because it allows to clearly separate strategic competences from those relating to implementation and consequently frees the Ministry from the burden of technical activities. In the Czech Republic the division of competence and responsibility between the ministry and the agency is assessed very positively, despite some negligible difficulties as for example the lack of diplomatic status of the agency's employees.

Another interesting solution is an in-depth ongoing cooperation with other national institutions, e.g. with other ministries such as the ministry of trade, agriculture or defence (Germany, Great Britain). Thanks to it, development cooperation has become a real part of a country's foreign policy and at the same time it takes into account major national policy issues (e.g. supporting entrepreneurship). As a result, development aid policy has become part of the work of the whole government.

2. Development aid concentration

A progressing concentration process has been observed in all the countries under evaluation. Like in Poland, it mostly involves limiting the number of countries receiving development aid. Particular countries also select policy areas or sectors to which aid is directed. Sometimes other concentration instruments are also used such as the German *special initiatives*, which contribute to selecting priority subjects and appropriate tools and partners at a given time.

3. Synergy

Synergy is an important aspect of development aid in the researched countries (Germany, Denmark, and the Czech Republic). However, it is difficult to attain in practice because of the different needs and operational methods applied by individual donors. In the case of the Czech Republic synergy is reflected in implementing joint projects together with donors from other countries that involve each donor being responsible for implementing particular project initiatives. Also, while selecting aid sectors, the Czech administration pays attention to the synergy impact among them. In Germany, in turn, an increase in the number of embassy employees dealing with development aid allows to strengthen synergy between bilateral aid projects and projects developed by other organizations. As regards cooperation with other donors, a key matter for Germany is to identify as soon as possible the synergy of initiatives and to avoid mutually duplicating of initiatives. These efforts do not always yield the expected results. Some projects, by definition, are implemented by a chain of donors. Denmark has introduced trainings in international organizations as part of staff education, which allows to gain a broader perspective on aid development and also to identify opportunities for synergy and cooperation. While implementing projects in Tanzania, Denmark has been staying in close touch with other key donors, thanks to which it could achieve coordination and synergy of initiatives by developing joint programmes, among others. However, such cooperation and synergy of initiatives is difficult to accomplish in practice due to the strong pressure individual donors place on achieving indicators rather than a comprehensive change, which is a Danish priority.

4. Monitoring of development aid

Compared to Poland, the system of monitoring development aid of the researched countries is very extensive particularly in Denmark and Great Britain. In these countries there are comprehensive systems of data collecting and impact monitoring, including those applied to projects and programmes. In Denmark, partner countries and implementing organizations are also involved in the process. Information on the project impact is the basis for managing cooperation with partners, which also includes the allocation of funds for subsequent projects. In Denmark, impact-based management has been gradually spreading to the level of partner countries, not only of particular projects. Great Britain, by contrast, has developed a very strong evaluation culture thanks in part to the fact that evaluation has been included in the work of the ministry and its parallel focus on good value for money and impact.

As for monitoring and evaluation, one needs to be aware of the fact that these instruments should be used adequately to the analytical needs and in situations in which the collected data could really be of significant use. Otherwise it will lead to excessive administrative overloads and an inflation of analyses. Moreover, it is necessary to focus on gaining knowledge useful in terms of improving performance and explaining success factors, not solely in terms of describing the actual impact.

5. Supporting entrepreneurship

In the researched countries supporting entrepreneurs and including them in development aid mainly consists of facilitating access to foreign markets for domestic enterprises markets. Another very important element of including entrepreneurs in aid initiatives is awarding public contracts for implementing development initiatives by the private sector. Various instruments are used to support domestic entrepreneurs: special funds, loans, promoting public-private partnerships, export support instruments accounting for the needs of the developing countries, support and counselling in preparing projects and investment plans, trainings, information platforms, guidebooks, etc.

6. Cooperation with the NGO sector

For the researched countries, developing cooperation with non-governmental organizations and strengthening their capacity is as important as supporting entrepreneurship. These organizations are responsible for a significant part of the implemented development tasks, so they should be in a position to do it in the best way possible. As mentioned before, unlike Poland, the researched countries possess mechanisms supporting the development of NGOs' capacity for implementing development aid initiatives. This can take on the form of grants for particular organizations to strengthen administrative and organisation structures, including those in the area of communication, raising funds or strengthening management skills, like in the Czech Republic. Another method is to financially support NGOs which apply for grants to international organizations, e.g. to the European Commission. In Denmark, the non-governmental sector is involved in the planning, programming and evaluation of development aid. It also has its representation in the grant committee in the MFA. Denmark also puts a lot of emphasis on supporting the institutional development of non-governmental organizations and their employees by providing technical help, counselling, staff education, which also includes Danish NGOs' partners in aid recipient countries. Detailed guidelines on applying for public funds and settling projects along with specimens and templates of the required documents have been prepared for those organizations. In Germany, there is a special agency supporting non-governmental organizations applying for public funds for development aid (Advice Centre for NGOs bengo). The support takes on the form of seminars or individual counselling. In addition, the agency helps to find appropriate programmes and sources of funding for their activity but also passes on contacts to prospective partners and experts. Nevertheless, DAC reports show that despite the operation of such a specialized agency, there is still a lot to be done when it comes to cooperation between the administration and the third sector.

An interesting option is the possibly of cooperating with a given organization through GIZ, when it assesses that the organization's experience and specific profile will visibly strengthen a project. As for small projects, Danish embassies have the possibility of selecting a specific partner without a call for proposal.

Importantly, not all non-governmental organizations have sufficient capacity for implementing development initiatives in partner countries. However, there are organizations that can successfully operate locally, e.g. by launching an awareness-raising campaign for development cooperation.

7. Volunteering

Only in one researched country (Germany) there are specially extended volunteering programmes, similar to the ones existing in Poland. In Germany, e.g. the costs of participating in projects implemented by non-governmental organizations are co-financed. The programme's objective is to involve them in development aid in a longer perspective. Volunteers are also a potential source for recruiting development aid staff in Germany and partner organizations. After returning from the mission, volunteers are obligated to share their experience, which is used among others for training new volunteers.

In the Czech Republic and Denmark volunteers can take part in projects implemented by non-governmental organizations. However, there are no special programmes in this area. Denmark pays attention to the need for maintaining a balance between the volunteers' participation and gainful employment of the skilled staff of non-governmental organizations.

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