

Country Strategy Papers: A Policy Tool to Increase Effectiveness of Polish Development Cooperation

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Notes on terminology

Development partners, aid donors, aid recipients

Throughout the document, we use the term *development partners*, meaning a community of both donor countries and partner countries (recipients). This comes from the terminology used currently in official documents. However, we are fully aware of the fact that the partnerships that occur between developing countries and developed countries very rarely represent a type of partnership that could be called equal and genuine. Nevertheless, in our view, it is essential to underline that relations between donors and recipients should be characterized by partnership. We use the terms aid donors and partner countries for sake of clarity.

Poor people, impoverished people

We use the term *poor people* to emphasize the fact that the ultimate objective of development aid is to eradicate the injustice of poverty in the global South and the unnecessary and unacceptable suffering which is a result of such injustice. We fully acknowledge the fact that many people in the global South claim that they (and their countries) are *not poor, but impoverished*.

Abbreviations

ADC	Austrian Development Agency
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil society organizations
CSP	Country Strategy Paper
DANIDA	Danish International Development Agency
DPG	Development Partners Group
EC	European Commission
ECDPM	European Centre for Development Policy Management
EPA	Economic Partnership Agreements
EU	European Union
HRBA	Human rights-based approach to development
IPAD	Portuguese Institute for Development Assistance
LF	Logical framework
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MFA	Ministry of Foreign Affairs
MRG	Minority Rights Group
NGDO	Non-governmental development organization
NGO	Non-governmental organization
ODA	Official Development Assistance
OECD/DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
ONZ	Organizacja Narodów Zjednoczonych
PISM	Polski Instytut Spraw Międzynarodowych
PRSP	Poverty Reduction Strategy Paper
SDC	Swiss Agency for Development and Cooperation
SIDA	Swedish International Development Cooperation Agency
SWAP	Sector Wide Approach

Executive summary

Country Strategy Papers (CSPs) are essential policy documents of the development cooperation system and they contribute to greater coherence and credibility, as well as effectiveness of the donors' development policies.

Given recent changes in the Polish aid system – the adoption of the Development Cooperation Act and the design of the Multi-annual Development Cooperation Programme – CSPs are necessary to take advantage of the momentum towards establishing a modern and effective policy.

Country-level programming should incorporate a human rights-based approach (HRBA), and aid and development effectiveness principles in order to adequately respond to the needs of the poor and fulfil the international commitments that Poland has made.

Appropriate development of CSPs, including all the steps recommended in this briefing, will contribute to the specialization of the Polish development cooperation as well as improving its quality. Well-adjusted country documents for Polish aid will facilitate implementation and lead to the desired outcomes in the partner countries.

The process of designing CSPs should be based on the principles of inclusion and ownership and provide meaningful consultation mechanisms to various stakeholders in the partner country and in Poland.

This briefing was designed to give guidance in developing CSPs based on other donors' good practices. The first chapter explains why Polish development cooperation need CSPs, while the following chapters give a step-by-step introduction to the development of these documents.

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Structure of the paper

This briefing focuses on CSPs, their advantages and importance for Poland given the recent changes in the aid system.

The first chapter explores the advantages of the CSP for the Polish aid system, identifies how CSPs can fill in existing gaps, reviews the relevance of CSPs for donors as well as partner countries and identifies principles in development cooperation which should guide in-country strategies.

The second chapter outlines steps in developing CSPs for Polish aid and provides an insight into good practices of how other donors develop their development cooperation multi-annual plans.

The third chapter identifies key stakeholders who should be consulted in the design of the CSP and looks at governmental and public institutions as well as civil society.

The fourth chapter offers practical recommendations on how to make Polish aid more credible and effective through the design of CSPs.

The briefing paper is based on the desk research of the donor countries' policies and strategies and interviews with stakeholders in Poland.

1 Country Strategy Papers in the Polish aid system

Development cooperation policy, like any other policy, needs to be well planned and well managed in order to be effective in creating the conditions for fairness and sustainable life for all people across the globe. To achieve the vision of a just world social change is required in various spheres, such as international trade, the financial system, agriculture and the environment; development cooperation is just a part of the solution to global problems. To be effective, development aid needs to target the right people and address the most pressing priorities in a particular country context. This is possible through the use of Country Strategy Papers (CSPs) for each partner country.

This chapter looks at the following points:

- the advantages of developing CSPs in the Polish aid system
- the place and role of CSPs in the current aid system in Poland
- donors' practices in developing CSPs
- the relevance of the CSP for partner countries
- the principles of development cooperation applicable in CSPs.

The subsequent sections analyse the Polish aid system and at the same time explore good practices of donors that are recognized leaders in terms of quality and effectiveness of aid: Sweden and Denmark.

Advantages of CSPs for Poland

A strategic approach, based on analysis of the priorities of a partner country, clear formulation of development aid objectives and results helps to implement, manage and monitor aid policies. CSPs will significantly improve the quality of Polish development cooperation and facilitate its implementation.

Country strategies or CSPs help donor governments and partner countries, as well as civil society organizations (CSOs), to focus development efforts and channel funds in these sectors and these types of programmes or projects which are of greatest benefit for the partner country society on the local, regional or national level. This is the focus that should guide Poland's development cooperation to become more efficient.

CSPs complement other documents providing an analysis of the respective partner country.

They are developed to align all interventions in the given partner country according to the overall development policy, taking into account the country development context(s). This increases the relevance of the programmes and projects. The CSP approach guarantees ownership and reinforces the partner country's development capacities,¹ which otherwise could be undermined.

CSPs help to present Polish specialization (geographical and sector specialization) in the international environment, and harmonize it with the policies of other donors, the European Union (EU) and multilateral agencies from the United Nations (UN) system, CSOs and others.

In 2012, Polish aid reached the level where developing CSPs would significantly improve the effectiveness and impact of development policies. In recent years, major improvements have taken place in the legal and political environment, such as the adoption of the Development Cooperation Act in 2011 and the Multi-annual Development Cooperation Programme.

These changes, reinforced by ongoing debates at the international level, including those around the human rights-based approach (HRBA) and the development effectiveness agenda, created a momentum for a new, coherent and effective strategic focus for Polish development cooperation.

With eight years of experience as a donor – development partner – Poland should have sufficient capacity to design CSPs for its partner countries. The lack of CSPs is affecting development cooperation efforts undertaken by governmental institutions as well as non-governmental organizations (NGOs) and reduces the impact of Polish aid in the partner countries of the Eastern Partnership² as well as in the global South. Poor people living in the partner countries could benefit more if Polish development cooperation was better planned and if the Polish government, together with the stakeholders, developed appropriate country development strategies.

It is time for Poland to show its commitment and to elaborate country strategies, joining the group of other donors that have already developed them, including EU member states, particularly from central and eastern European countries, which already have experience with CSPs such as Austria, the Czech Republic and Slovakia.

Development of the CSPs is the logical and most appropriate way to deal with the challenges of increasing effectiveness, and improving the quality and governance of Polish development cooperation.

The process of drafting CSPs creates an excellent opportunity to adopt development principles and translate them into programmatic and practical solutions on a single-country or a regional level.

The integration of HRBA and development and aid effectiveness principles in the CSP facilitates the planning process for an overall development cooperation strategy because the country-level analysis and strategy should be reflected in the overall planning.

The mutual relationship between CSPs and the multi-annual programme is inevitable, and advances in designing country strategies, as well as reviewing and evaluating them, may help to build a credible multi-annual programme.

Country strategies are used to feed information into the overall development strategy or multi-annual programme by providing country-specific information and a strategically aligned plan of action.

Country strategies that comply with the HRBA and aid effectiveness standards help to build high-quality and strategically aligned programmes, as well as being a support for implementing actors in terms of project planning and for the Ministry of Foreign Affairs staff in terms of managing the call for proposals and projects.

Finally, evidence-based analysis and planning help to raise awareness and understanding, and to create support for development cooperation. It is important to ensure there is an understanding of what is going to be achieved with Polish taxpayers' money, by when and how.

CSPs can help make Polish more coherent and understandable for all interested audiences.

CSPs in Polish development cooperation

Polish development cooperation is coordinated by the Ministry of Foreign Affairs. Until 2011, the only legal and strategic document was the Polish Development Cooperation Strategy (2003)³. The strategy and annual plans did not address the particular contexts, needs and priorities in the partner countries adequately.

In 2011 the Development Cooperation Act was adopted, which laid the foundations for the establishment of the coherent development cooperation system, including a requirement to establish (and review) a Multi-annual Development Cooperation Programme.

The Act obliges Polish development actors to take into account in development cooperation 'relevant provision set out by international organizations and regulations of the European Union'. The Lisbon Treaty, ratified by Poland, sets out that 'Union development cooperation policy shall have as its primary objective the reduction and, in the long term, the eradication of poverty'. Besides poverty reduction, the Polish Development Cooperation Act defines Polish development cooperation as 'promotion and

support for democracy and civil society'. Country-level assessment can help to determine how the two directions reinforce each other.

The Development Cooperation Act also re-established the Polish Foundation for International Development Cooperation 'Know-How',⁴ which will operate *de facto* as an implementing agency of Polish aid. Country-level analysis and programming should precede and guide the implementation of the programmes and projects of the Polish Foundation as well as the Ministry of Foreign Affairs.

The development of CSPs will fill a gap in the Polish aid framework and integrate its elements, that is, the Development Cooperation Act, the Multi-annual Development Cooperation Programme and annual Development Cooperation Plans.

Adoption of country strategies will enhance results-based management and focus attention in monitoring as well as evaluation on clearly defined objectives and results. Project, programme and country-based evaluations should feed information into the review process of the country strategies and the Multi-annual Development Cooperation Programme.

CSPs are missing element in the Polish development cooperation system; they are needed to guarantee effectiveness of the policy.

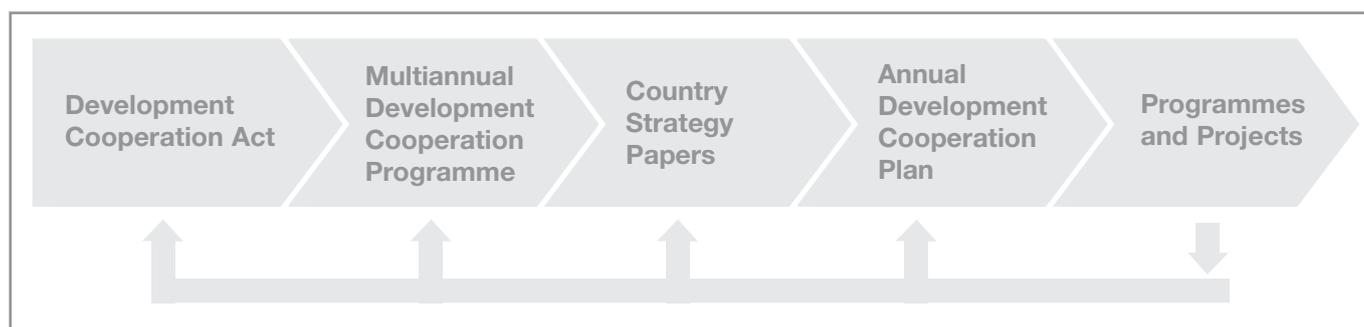
Other donors' country strategies

CSPs are key elements of the development cooperation system in donor countries. CSPs are integrated with legal acts on development cooperation as well as donor development policies or multi-annual development strategies or programmes.

In the case of Danish development aid (Danida), 'partner country policy papers' are developed each time a new partner country is chosen or when the previous policy paper expired. The elaboration (development) of the country policy papers is mandatory, unless Danish support is being phased out or where a different process exists (as in the case of Afghanistan).⁵

Swedish CSPs (2007–13) – called 'Cooperation strategies' – are 'the Government's instrument for managing development cooperation with individual countries and regions'.⁶ These strategies are the basis for the development of the annual plans that serve to

Box 1: Elements of the Polish development cooperation framework⁷



operationalize the strategy. Follow-up and review of annual plans are conducted in a cooperation strategy cycle, which is concluded with the assessment memorandum providing information for the next strategy.

Ensuring ownership and alignment with partner priorities

CSPs are one of the most appropriate approaches to integrate donor country policies with partner countries' national objectives and plans, and to harmonize donor policies in the given country. It is a way to ensure the country's ownership of its development.

Poverty Reduction Strategy Papers (PRSPs) are developed by partner country governments to share their own visions for the country development. In many cases, poverty reduction strategies have strong legitimacy due to a broad consultation process. They focus on poverty reduction or outline a broader development vision. In case of Tanzania, *The Tanzania Development Vision 2025* is accompanied by the *National Five-year Development Plan (2011–15)*.⁸ In Uganda there is the *Ugandan National Development Plan 2010/11 to 2014/15*.

Donor countries committed themselves in the Paris Declaration on Aid Effectiveness (2005) to harmonize⁹ their development cooperation policies with the country objectives, supporting partner country governments and other relevant

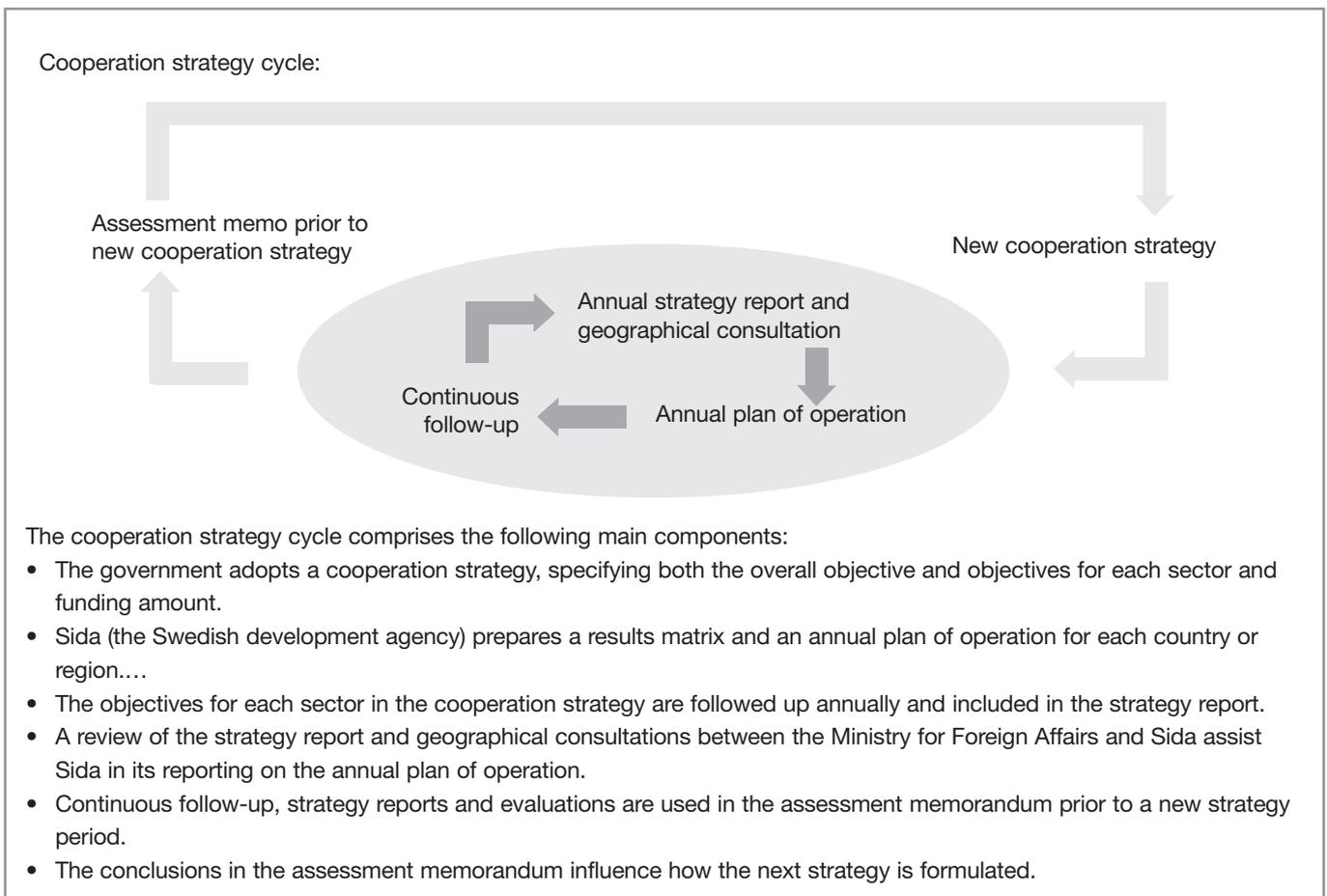
actors in reaching development outcomes. This process can be facilitated through the elaboration of a CSP.

The purpose of CSPs is to define strategies of aid and determine implementation of assistance to a given country and to create 'common ground' – an understanding of what is going to be achieved in the partner country, when and how. The process of drafting a CSP is based on dialogue and includes negotiations between state parties and non-state actors, including civil society and the people who are the intended beneficiaries, leading to an agreement about common goals. For example: 'Denmark's development cooperation is normally based on shared objectives of poverty reduction, poverty reduction strategies of partner country governments, and ideally on joint assistance strategies that are partner country led.'¹⁰

In countries where a Joint Country Development Strategy is formulated by various donors, a CSP is still necessary to define single-donor long-term input. Joint strategic planning takes place in an international forum such as the *Development Partners Group (DPG)*; for example, in Tanzania 17 bilateral donors work together with a great number of multilateral agencies in the DPG. Whenever those groups are established and a joint process is in place, donor countries should join in and contribute to the strategies.

A commitment to align and harmonize its country strategies with those of other donors will lead to a more

Box 2: Sida cooperation cycle



credible specialization of Poland in development cooperation. CSPs serve to inform all stakeholders about donor's specialization, priority sectors and desired change in the quality of life of people in the partner country. In this way, Poland can be recognized as an important development partner.

Development cooperation principles and CSPs

CSPs that integrate international principles in development cooperation contribute to the quality and effectiveness of development cooperation. Three major approaches that improve the quality of aid in terms of policy and practice include: the application of a *human rights-based approach*, the *aid effectiveness agenda* and the focus on *development effectiveness*.

The Fourth High-level Forum on Aid Effectiveness in Busan (South Korea) and the European Development Days held in Warsaw (Poland) made those standards the focus of discussion on development policy.

Human rights-based approach to development

A human rights-based approach to development HRBA defines principles, methods and tools which improve the way development cooperation is provided by recognizing the rights of people concerned and adapting to their priorities. This makes aid more relevant and a better fit with the needs of the poor.

According to the HRBA, development is not just a result of a policy but also a process which strengthens democratic participation and enhances the empowerment of those who should benefit from assistance. This approach helps to address these populations who are in the most pressing situations.

Integration of the HRBA requires explicit recognition of human rights in the development process and linking them together with development objectives such as the Millennium Development Goals (MDGs). The two policies reinforce each other and adoption of HRBA will ensure better coherence between them on the EU level as well as individual countries.

Donor agencies, including the United Kingdom, Denmark, Sweden, Canada, Switzerland, Norway and Germany, have committed to implement the HRBA in their policies and this positive trend is advancing.¹¹ More countries, including Austria and Spain, now integrate the HRBA with some of their policies, for example in CSPs.¹² Moreover, the HRBA is recognized in by the UN¹³ as a strategic direction and is being applied in practice at all levels of development programming, including overall development cooperation strategies and country strategies, as well as programmes and projects of the implementing agencies. Poland can significantly improve the quality of its aid by adjusting to international standards and adopting the HRBA in its policies and country strategies.

Aid development and effectiveness

Poland has signed all major international documents aimed at improving the effectiveness of development cooperation. The recent *Busan Partnership for Effective Development Cooperation* (2011)¹⁴ has put a very strong focus on donor behaviour on a partner-country level. The Busan Partnership sets out specific commitments that can be fulfilled through development and implementation of CSPs.

First, donors promise that they will implement commitments on medium-term predictability, introducing necessary reforms, and 'by 2013, they will provide available, regular, timely rolling three- to five-year indicative forward expenditure and/or implementation plans as agreed in Accra to all developing countries with which they co-operate'.¹⁵

The current set-up of Polish development cooperation does not provide sufficient indication on how Poland could fulfil this commitment. However, CSPs are a feasible solution to fill this gap. They concentrate on specific countries, they allow multi-annual planning and they could contain information on indicative expenditures. This would dramatically increase the predictability of Polish aid and boost its credibility among *development partners*.

Second, the Busan Partnership states that:

*'providers of development co-operation will deepen and accelerate efforts to address the problem of insufficient delegation of authority to their field staff. They will review all aspects of their operations, including delegation of financial authority, staffing, and roles and responsibilities in the design and implementation of development programmes.'*¹⁶

Developing CSPs would significantly help in addressing this challenge. Elaboration of multi-annual country-specific plans will engage field staff in Polish diplomatic missions and will mobilize various actors – both governmental and not-governmental – in deeper assessment of partner country strategies, analysis of work of other donors and subsequent discussions on effectiveness of Polish aid in a given country.

Third, development of CSPs will strongly contribute to a better and more predictable environment for Polish CSOs. As a signatory of the Busan Partnership, Poland agreed to implement fully a commitment 'to enable CSOs to exercise their roles as independent development actors, with a particular focus on an enabling environment'.¹⁷ The current system of Polish aid partly addresses the need for a stable environment for Polish NGOs that would enable them to plan strategically and build their capacities in the long term. The development of CSPs will help by giving a clear indication to NGOs of what Poland is going to do in a given country. It will also contribute to better working relations between the Ministry of Foreign Affairs and NGOs, thus maximizing opportunities for Polish aid.

Box 3: What does it mean to apply HRBA principles in country strategies?

Principle	Implications for the country strategies
1 Explicit application of the human rights framework	<p>CSPs should be based on analysis of the respective human rights (HR) commitment of the partner country, what conventions and regulations are legally binding and what are the non-binding recommendations in the area of protection of human rights. CSPs should be reviewed to identify gaps in the human rights priorities.</p> <p>Development priorities should be determined and linked to HR.</p> <p>Alongside recognition of HR, a strategy should determine how it intends to integrate the HRBA and other principles, e.g. aid effectiveness. It should identify cross-cutting issues and explain its practical applications.</p> <p>Indicators should measure the results in terms of capacity to guarantee human rights. The end results evaluated should be the enjoyment of rights.</p>
2 Empowerment	<p>CSPs should focus on the empowerment of the people concerned, particularly to get out of poverty. CSPs should recognize the rights-holders and duty bearers. In agreeing on the strategy, objectives and interventions which contribute to long-term capacity-building of rights-holders and duty bearers should be prioritized.</p> <p>Rights-holders should be able to claim their own rights and development cooperation may help to raise their awareness and competence on how to demand them. This can be ensured through, for example, a direct programme for CSOs from a partner country, in support of their advocacy efforts. Duty bearers' capacity to respect, protect and fulfil human rights should be built.</p>
3 Participation	<p>Participation in development processes and decisions should be supported through country interventions.</p> <p>Development cooperation programmes or interventions should guarantee participation of the relevant stakeholders, including vulnerable and marginalized groups. Attention should be paid to participation of men and women. An appropriate consultation process should be in place for a donor government to fulfil this requirement.</p>
4 Non-discrimination and focus on vulnerable groups	<p>Development cooperation strategy should recognize discrimination as a cause of poverty and should address it. Vulnerable groups should be identified in the country strategy and should be prioritized. Population data and target group information should be disaggregated by race, religion, ethnicity, language, gender, age, minorities as well as legal or economic status. Vulnerability of women and men should be addressed separately in policies and practices based on specific, targeted needs assessment. The specific affirmative actions addressing women's issues have to be designed.</p>
5 Accountability and transparency	<p>Accountability and transparency are essential to demonstrate how the donor country strategy delivered on the promises made and how it contributed to development results, i.e. expected changes in people's lives. Transparency in assessment is necessary to draw conclusions and build on lessons learned for the beneficiaries, local and national stakeholders, as well as donor development actors. Evaluation should focus on rights, and indicators should focus on progress in this aspect. Participatory monitoring and evaluation should be guaranteed.</p>

Aid effectiveness is not an aim in itself. It is a means to a broader development effectiveness, where Polish aid translates into concrete improvements of people's lives in poorer countries. The development of CSPs in line with the international aid effectiveness agenda is a realistic contribution that Poland should make.

2 Steps in developing a CSP

This chapter outlines steps in developing a CSP. The process is divided into three parts and includes:

- analysis of partner country policies and donor strategies
- strategic planning and selection of priorities and
- monitoring and evaluation of the country strategies.

This chapter presents sections of different CSPs of international donors to illustrate how they formulated their strategies. Each of the Development Assistance Committee's (DAC) members has its advantages and good practices in building country portfolios. For the purposes of this briefing, the examples of six donors illustrate the main steps. Denmark and Sweden are internationally recognized leaders in quality of development cooperation. Portugal and Luxembourg are DAC members whose Official Development Assistance (ODA) budget is relatively close to Polish ODA in terms of volume.¹⁸ Austria represents a country from central Europe, the same region as Poland, and is an example of how a strong commitment to principles can lead to comparative advantage in African and Asian countries. Switzerland can serve as a case study of how to build CSPs with countries of the Eastern Partnership.

This chapter serves as guidance in the process of elaboration of a CSP. A number of tools and methods can be used to programme development policy in line with the HRBA and they are included in the publication: *Integration of the Human Rights-Based Approach into Development Policies and Programmes: A Guide for the New EU Member States*.¹⁹

Analysis of the partner country development and donor policies

Analysis of country development vision or poverty reduction strategy

The first step in designing a CSP is to carry out an analysis of the partner's policies, particularly the country's development vision or poverty reduction strategy.²⁰

National documents define the future vision of the country and are accompanied by a 3–5-year strategy explaining how to achieve it. Those documents contain important information about, among others, the situation regarding poverty and its causes, the main challenges, the economic situation, and the objectives and results of policies.

Donors' alignment with those policies ensures ownership of the country's development and helps to harmonize its strategies. The country strategy should look at progress in terms of achieving the MDGs.

This analysis should also include the development strategy evaluations at country level and conclusions regarding the role of the donor concerned. For Sweden's country strategy in Kenya:

*'The overall conclusions are that Sweden must continue to take a long-term view of when reform measures can be expected to yield results, and that it is therefore vital to identify milestones. Efforts to ensure that all Swedish development cooperation is informed by a rights-based approach has yielded results and should therefore continue. The midterm review also referred to the need for sector concentration, and more systematic performance and results-oriented follow-up and evaluation of all Swedish aid.'*²²

This conclusion, reached in 2009, has been embedded in Sweden's strategy for Kenya for the subsequent five years.

The analysis of the country development vision or poverty reduction strategy may look at the following cross-cutting issues: participation, gender equality,²³ HIV/AIDS adjusted approaches or environmental sustainability. An exemplary analysis of progress on cross-cutting issues is included in the *Bhutan–Denmark Partnership, Strategy for Development Cooperation 2008–2013*: 'Sector programmes are supporting national efforts on gender mainstreaming. Inadequate capacity has hampered gender mainstreaming including gender/sector assessments, identification of opportunities and approaches to incorporate gender.'²⁴

This is reflected in the strategy of Bhutan and recalled in the *Strategy for Development Cooperation*, for example,

Box 4: Context of country development in CSPs (excerpts)

Moldova development policy context ²¹	Summary country analysis included in Sweden's country strategy for Kenya, 2009–13
<p>From 2008 onwards, the government consolidated its development strategies into an umbrella document – the <i>National Development Strategy 2008–11</i> – drafted in close consultation with the donor community. Seeking to improve living standards, the <i>National Development Strategy</i> is based on five basic pillars: consolidation of the rule of law, resolution of the Transnistrian conflict, enhancement of competitiveness, human development and regional development.</p>	<p>Since 1997, economic poverty has fallen by 6 percentage points to 46 per cent in 2005/06, and a number of social welfare indicators, such as prevalence of HIV/AIDS, have improved. Some of the MDGs, such as universal primary education, appear to be within reach. However, income distribution has worsened somewhat in the same period... Households with many children and those headed by women are poorer than the average.</p>

‘Enhance adult literacy rate, with special focus on empowerment of girls and women’, has a baseline level of 53% (2007) and target of 80% (2013).

Last but not least, the aforementioned aspects of the country development vision or poverty reduction strategies should be based not solely on governmental sources but also be triangulated with reports of CSOs, national and international research and think-tank groups, particularly aid watch institutions or human rights monitors, as well as independent media. This will ensure that the information guiding country strategies is credible.

Analysis of multilateral and bilateral donors’ development strategies in the given country

Country strategies should recognize and link with current strategies and initiatives of various donors present in the country or region. A consensus has been achieved among the European member states to implement the *EU Code of Conduct on Complementarity and Division of Labour in Development Policy*.²⁵ This code of conduct, together with the principles, should be followed by Poland to harmonize development assistance and use its resources most efficiently, leading to the achievement of better development results. Poland should concentrate on a limited number of sectors in-country, align itself with lead donors in a given sector, address neglected countries and, if possible, ensure reasonable budget allocations. This could also be a good opportunity to increase the capacity of the Polish Ministry of Foreign Affairs with respect to the cross-cutting issues and principles, such as the rights-based approach, aid effectiveness or gender equality.

When a development of common strategies is under way in the given partner country, through joint assistance strategies or similar processes, Poland should take part in the process or Poland’s aid programming should complement it. DPGs in various countries are open to new donors in partner countries and provide an opportunity to take part in DPG meetings and seminars, for example the DPG in Tanzania.²⁶ In Kenya, the Harmonization, Alignment, Coordination (HAC) secretariat is linked with the World Bank Donor Coordination Group and offers donors online resources and materials, including minutes

from the meetings, guidance notes, progress reports and useful materials for the Donor Sector Groups.²⁷

Finally, one can also use the CSPs and National Indicative Programmes (2007–13) to look at how EU countries developed their CSPs.³⁰

Analysis of aid effectiveness agenda

Aid effectiveness principles and indicators should flow from the donor country commitments to development cooperation policies as well as from the partner country aid effectiveness priorities. *Development partners* can agree on those priorities bilaterally or select priorities agreed in the forum of a DPG. Donors can also take a leading role in the promotion of principles, for example, ‘Austria’s contribution to DP coordination includes (1) the promotion of aid effectiveness with a particular interest in managing for development results ...’³¹

As a part of aid programming, Poland should also refer to the outcomes of the evaluation of the implementation of the Paris Declaration in the relevant countries.³³ Utilizing others’ experience in the form of the 21 partner country evaluations, as well as donor studies, can help in the process of programming of Polish aid.

Similarly, the 2011 Survey on Monitoring the Paris Declaration³⁴ contains detailed data on the progress of aid effectiveness efforts disaggregated by partner country and donor country. This can help in the elaboration of the current state of implementation of aid effectiveness principles in a given country.

The Busan Partnership for Effective Development Cooperation also contains a number of other principles and commitments regarding development cooperation which should be incorporated in Poland’s relevant development policies, including the CSPs.

Analysis of human rights commitments, reports and recommendations

The analysis of the human rights commitments and recommendations is a necessary part of the analysis of the poverty profile in the country. Other donors such as Denmark, include human rights and the rule of law as one of the minimum necessary analyses beside ‘Peace and security,

Box 5: Analysis of donors’ development strategies in CSPs (excerpts)

Austrian CSP for Uganda and DPG ²⁸	Swedish CSP for Kenya and joint programming on a country level ²⁹
Austria positions itself as an active member of the group of <i>Development Partners</i> (DPs). In the National Development Plan (NDP), the Government of Uganda commits to ‘ <i>communicate on matters relating to official development assistance primarily through the Local Development Partners Group (LDPG)</i> ’ and to consult with them on the implementation of the NDP as well as review DP assistance and efforts to improve aid effectiveness.	The Swedish strategy is based on the Kenya Joint Assistance Strategy (KJAS) that therefore forms an integrated part of the cooperation strategy. In accordance with the stated process objectives, Sweden will work for the establishment of a mechanism for following up results and commitments set out in Kenya’s poverty reduction strategy.

Box 6: Analysis of aid effectiveness agenda in CSPs (excerpts)

Trends and issues in aid effectiveness in the CSP Austria–Uganda	Bhutan–Denmark Partnership ³²
<p>Efforts have recently increased with regard to management for development results and mutual accountability. Instruments such as the indicator and target based Joint Assessment Framework used by the Government of Uganda and budget support DPs are available and being refined...</p> <p>The NDP already indicates that Government of Uganda encourages division of labour and co-financing. While recognizing that project support brings with it particular benefits in certain circumstances, it reiterates the use of budget support as its preferred modality and calls on DPs to join the Joint Budget Support Framework (JBSF).</p>	<p>Although not a signatory to the Paris Declaration, Bhutan is committed to improving aid effectiveness through taking a lead role in coordination, harmonization of development partner procedures and alignment to government systems. Over the last few years Bhutan has strengthened public financial management, including financial reporting, budgeting and data flow between districts and the national level. This development has enabled donors to align with the Royal Government's procedures. The Royal Government prefers the aid modality of sector- or general budget support in order to limit transaction costs.</p>

democracy and the electoral process, governance and public administration, corruption and Danish bilateral interests.³⁵

This analysis should answer the following questions:³⁶

- What are the most pressing human rights challenges in the partner country?
- How are the development and human rights challenges linked?
- What are the key human rights treaties that the partner government has ratified?
- What are the recommendations from the human rights treaty bodies?
- What are the recommendations from the CSOs regarding the human rights situation?

Each of these questions should also be answered from the point of view of women's human rights. This analysis should help to link the human rights priorities with the poverty reduction challenges. It should recognize the different situation of men and women, and approach them by different, specific programmes and actions. Moreover, it should encompass different vulnerable groups.

Analysis of vulnerable groups in the partner country and their priorities

Vulnerable groups and disadvantaged communities should be recognized in development cooperation strategies on both the national and international level. Analysis of vulnerable and disadvantaged groups should research what determines their vulnerability and what their development priorities are. The guide³⁸ *Integration of the Human Rights-based Approach to Development Policies and Programmes* provides an overview of practical aspects of vulnerability, such as economic, ethnic, linguistic and political status. It suggests that gender analysis should cut across this assessment for all groups identified.

Vulnerability assessment is a common step conducted by various donors and priorities identified are translated into country strategies and plans. This is also expected from Poland. OECD *DAC Special Review of Poland*³⁹ has recommended that Poland should: 'Improve the poverty focus of Polish ODA and target disadvantaged groups in priority countries.'

Box 7: Analysis of the human rights situation for Danish development assistance to Bhutan (excerpts)³⁷

The draft Constitution guarantees basic human rights, including civil and political rights. It also guarantees the freedom of the press, radio and television and right to freedom of speech, opinion and expression... [It] also ensures direct involvement of communities and community organizations in the local governments, including the planning and implementation of development activities.

...

Bhutan still faces the challenge of translating constitutional rights and intentions into reality. Equal access and opportunities for all Bhutanese will continue to be of importance. Bhutan will continue to need the support of the international community...

There is an urgent need to resolve the issue of people living in camps in Nepal. Bhutan is yet to ratify the UN Conventions on Civil and Political Rights, Economic, Social and Cultural Rights, Racial Discrimination and Torture. It is recognized that the enactment of the draft Constitution will guarantee fundamental rights.

Box 8: Analysis of vulnerable groups in CSPs (excerpts)

Analysis of the social situation in the Portugal–Angola cooperation strategy	Objectives of the Portugal–Angola cooperation strategy
<p>The epidemiological context is very fragile, making the population vulnerable to various outbreaks, as was demonstrated with the Marburg fever and cholera epidemics.... Likewise, HIV-AIDS is still an open question, since the real dimension of the problem is unknown. In a region that records the highest rates in the world, Angola has all of the social factors to perhaps suffer strong growth in the epidemic....</p>	<p>Priority Area: HIV/AIDS Objectives: Control the spread of HIV/AIDS and mitigate the disease’s impact on people living with HIV/AIDS and their families. Expected Results – indicators:</p> <ul style="list-style-type: none"> - Reduce the prevalence of sexually transmitted infections in vulnerable populations by 25% - Broad access of infected people to counselling services and voluntary testing, psychosocial support, therapy with antiretrovirals and other essential packages of basic services

Analysis of donor/Poland’s comparative advantage and previous engagement of donor in the given country

The analysis of Poland’s comparative advantage in development in a given partner country reflects the commitments in the *EU Code of Conduct on Complementarity and Division of Labour in Development Policy* as well as common practices among donors.

Poland has been providing assistance since 2004 and should have developed sector specialization alongside its country specializations. Promotion and support for democracy and civil society as well as support for long-term social and economic development, reduction in poverty, improvement of health, education and professional qualifications are included in the Development Cooperation Act as key focus areas. It is expected that they will determine the overall specialization of Polish aid. Notwithstanding, Poland should advance its specialization on a country level in terms of the HRBA and aid effectiveness principles in the partner country.

It is necessary to adjust them taking into account partner country contexts and processes. CSPs appear to be a relevant model to adopt in order to break down the overall goal into more tangible details.

This strong commitment to international standards can be an important source for comparative advantage as in case of Sweden in Kenya:

‘The fact that Swedish development cooperation is based on a rights perspective – in which prominence is given to participation issues, accountability, transparency and non-discrimination – is seen as a comparative advantage both by the cooperation partner and other donors, as made clear in the 2006 review. Among donors, Sweden is regarded as a reliable and flexible donor, both at government level and in civil society, that meets its commitments and has a long-term strategic perspective.’⁴⁰

The overall guidelines for developing Swedish country strategies determine that:

‘Sida is to analyse which Swedish actors might be able to contribute expertise and experience. Where Swedish businesses or civil society organizations already operate in the country concerned, the lessons they have learnt, their assessment of the situation in the country and their views on development aid activities to date are to be considered. The experience of other Swedish agencies is also to be taken into account.’⁴¹

On a country level, Polish comparative advantage can be identified using the criteria outlined in the *Code of Conduct on Complementarity and Division of Labour in Development*.

Selection of priority sector(s) and setting objectives

The core of strategic planning on the country level is the definition of overall goal and direction, the selection of priority sectors and setting objectives.

Selection of development priorities for CSPs is a decision-making process encompassing a broad range of issues rather than single-criterion choice. It cannot be based solely on temporary political priorities. A country strategy should determine the choice of priority sectors in a long-term perspective. The *EU Code of Conduct on Complementarity and Division of Labour in Development Policy* suggests it should encompass a minimum of 5–7 years, or a minimum of one period of a national poverty reduction strategy.⁴³ Moreover, it suggests a limit of three to five priority sectors, and given Poland’s limited funds reduction the number of priority sectors seems to be a reasonable solution.

The choice of priority sectors should flow from a multi-annual programme as well as the analysis conducted on a country level.

Box 9: Criteria for donor's comparative advantage⁴²

A donor's comparative advantage can be determined by, inter alia, any of the following criteria:

- presence in the field
- experience in the country, sector or context
- trust and confidence of partner governments and other donors
- technical expertise and specialization of the donor
- volume of aid, at country or sector level
- capacity to enter into new or forward-looking policies or sectors
- capacity to react quickly and/or long-term predictability
- efficiency of working methodologies, procedures and quality of human resources
- relatively better performance – without necessarily absolute advantage

In case of Danish aid:

*'The rationale for the choices made in terms of focus areas and sectors should be stated and include reference to relevant performance goals for the development cooperation at country level based on the PRS goals; specific aid effectiveness goals ... specific arguments that motivate the choice of sectors in response to the challenges the country is facing.'*⁴⁴

Other donors similarly refer to the analysis conducted and justify the choices made, for example, the Swedish development cooperation strategy:

'must clearly illustrate the logical chain linking assessments, choice of sectors and the direction of measures in each sector. The sector direction is to be as explicit as possible. It must be made clear what types of operations/subsectors Sweden plans to support in seeking to attain objectives. Conceivable cooperation partners and aid modalities are to be made clear where possible.'

Similarly:

'SDC [Swiss Development Cooperation] coordinates its commitment to fighting poverty by aligning its activities with coherent national PRS processes or other poverty

*oriented programmes and strategies. It fosters transfer of ownership, together with the steering of these processes by the governments concerned and by civil society.'*⁴⁵

The principles presented are illustrated in practice in the country strategy documents.

Analysis of the rights-holders and duty bearers

Development cooperation aims to strengthen the capacities of the beneficiaries of the projects. They are not passive beneficiaries but holders of human rights, whose capacities should be strengthened. Duty bearers are those actors responsible for guaranteeing human rights.

Meaningful application of the HRBA in development cooperation requires an analysis of the rights-holders and the duty bearers. This represents the current shift from a needs to a rights perspective in development policy. This change in approach is reflected in the Austrian country strategy for Uganda:

'ADC pursues a human rights based approach shifting the focus in poverty reduction from the needs of the poor towards the obligations of the State and the capabilities/potential of citizens to claim their rights. As a result, the response combines the strengthening of public service delivery at both central and decentralized levels and the development of capacities of non-State

Box 10: Strategic orientation of the Swiss Cooperation Strategy 2010–2013, Special Program Republic of Moldova (excerpts)⁴⁶

In line with the overall objectives of Swiss cooperation with Eastern Europe – stability, security, rule of law and prosperity – SDC supports the Republic of Moldova in implementing its national development goals.

Overall Goal: Support the Republic of Moldova in its objective to guarantee to all its citizens equal access to quality infrastructure and services in the health and the water sectors.

Through its program, SDC assists the country in achieving the following Millennium Development Goals:

MDG 4: reducing the mortality rate of under-fives by two-thirds by 2015

MDG 5: reducing the maternal mortality ratio by three-quarters by 2015.

MDG 7: integrating the principles of sustainable development into the country's policies and programs and minimizing the loss of environmental resources.

This strategy covers a period of four years from 2010 till 2013. SDC's commitment beyond 2013 will depend on the definition of the Swiss development priorities in transition countries, as well as the results and achievements of the strategy and the commitment of the government of Moldova. In this respect, SDC welcomes the government's new efforts in revitalizing the country's transition process by signalling a move to greater administrative decentralization.

Box 11: Brief analysis of the rights-holders and duty-bearers in CSPs (excerpts)

The HRBA and the priorities of the Austrian development cooperation in Uganda ⁵⁰	The HRBA and the priorities of the Austrian development cooperation in Bhutan ⁵¹
<p>Insufficiencies of human and institutional capacity are identified as major constraints for development throughout the NDP. Similarly, good governance and accountability are considered as important principles for an efficient government capable of guaranteeing and protecting the rights of its citizens. Concurrently and in line with a human rights based approach, Austria places capacity development at the core of its support and aims at improving public service delivery to enable the State to better carry out its obligations towards the rights of the citizens.</p>	<p>In many regards, the concept of Gross National Happiness and human rights overlap as both acknowledge the government's responsibility to ensure a peaceful and enabling environment for people to live in peace and happiness. The 2008 (adopted) constitution and, in particular, the enshrined catalogue of fundamental rights offers a new opportunity for introducing a rights-based approach to development activities. Power sharing, rule of law and accountability mechanisms are important features in this respect and are being introduced through the ongoing democratization process.</p>

*actors to enable them to participate in the development processes.*⁴⁷

The analysis of role pattern should be reflected in the overall poverty reduction strategy and should be conducted in the priority sectors. It is fundamental to highlight the principle of empowerment and address the root causes of inequalities and poverty, that is, power relations. According to the guidelines for Swiss Aid:

*'Empowerment represents both a goal and a method for SDC in its work. It is an emancipation process in which the disadvantaged are empowered to exercise their rights, obtain access to resources, and participate actively in the process of shaping society and making decisions. The activities of SDC are designed to strengthen the poor and destitute in bolstering their self-esteem and identity, their self-confidence, and their ability to analyse problems and develop potential solutions of their own.'*⁴⁸

This approach is translated into practical solutions on a country level, for example, in Moldova:

*'The support will evolve from the construction of local water and sanitation systems to a programmatic approach. To achieve this, SDC will work at local, regional and national levels. At the local and administrative district level, SDC will build on its good relations with the administrative authorities and enhance local capacities of civil society and market actors as well as the capacities of local administrations.'*⁴⁹

Finally, the recognition of the HRBA can enhance dialogue and implementation of the principles by cooperation partners in the given country, therefore it is recommended. Explicit application of principles is a common step for donors

such as Austria, which introduces the HRBA in all partner countries including so called 'new-democracies'.

Objectives and expected outcomes for country strategy

The CSP is a planning instrument which needs to specify the logic of the intervention. This means that linkages between activities, outcomes and objectives should be defined, together with accurate indicators that will measure the extent to which objectives are achieved. Review of priority sectors and objectives in specific areas is not enough for a country strategy. *Explicit formulation of outcomes and impacts on the country level is indispensable to better focus on the development results agreed and expected by various stakeholders.*

Donors adopt different planning methods/tools on the country level. Those may include for example:

- the result matrix, in the case of Portuguese assistance to Angola
- the logical framework approach (LFA) in the case of Austrian development cooperation in Bhutan
- mixed approaches, based on the country system.

The Result Matrix was developed by Portugal. The strategic objective of Portuguese cooperation with Angola is explained as follows:

*'As a member of the European Union and in line with the European Consensus for Development, Portugal undersigns the core objective of the EU development policy: the eradication of poverty in a sustainable development context, in line with the international agenda and more specifically the MDGs.'*⁵²

This strategic objective is broken down to specific priority strategic axes and intervention areas, with clearly defined results and indicators in the CSP. This transparent

Box 12: Example of a results matrix (from the *Strategy Document for Portugal–Angola Cooperation*) (excerpts)

Priority strategic axes	Intervention areas, objectives	Results Indicators	MDG	Priority areas for the strategy to combat poverty in Angola	Intervention zones	Partners in Portugal /Angola	Synergies to be promoted with other donors
Results Indicators	Intervention area Socio-community development	Intervention area Socio-community development					
	<p>General objective: Reduction in poverty and extension of social protection thus promoting sustainable social and economic development.</p> <p>Specific objectives:</p> <ul style="list-style-type: none"> Contribute towards the creation of a broad social network to support disadvantaged children and youths from local communities in various municipalities. Support vocational training of vulnerable groups, with a focus on empowering women. 	<ul style="list-style-type: none"> Numbers who can read and write (differentiated by age group and gender); Number of students graduating from vocational training courses; Amount of micro-credit granted (differentiated by gender); Return rate from micro-credit; Number of projects integrated in municipal and/or provincial plans; Number of those directly benefiting from social action, by municipality 	<p>MDG 1</p> <p>MDG 2</p> <p>MDG 3</p> <p>MDG 4</p> <p>MDG 5</p> <p>MDG 6</p>	<p>Priority area 4</p> <p>Priority area 5</p> <p>Priority area 6</p> <p>Priority area 7</p> <p>Priority area 8</p>	<p>Luanda</p> <p>Kwanza</p> <p>Norte</p>	<p>MINARS</p> <p>Provincial and municipal offices</p> <p>Mamã</p> <p>Muxima</p> <p>Community</p> <p>Dom Bosco</p> <p>Salesian</p> <p>Congregation</p> <p>Other</p> <p>Angolan</p> <p>CSOs</p>	<p>EC</p> <p>Spanish cooperation</p> <p>French cooperation</p>

planning is necessary to define how the donor country will implement its aid strategy.

The logical framework (LF) is a common tool for project management in Polish development cooperation. It can be adopted in a country where each of the sectors has a separate LF, as in the case of the CSP for Austria–Bhutan cooperation. The document includes the LF for the governance sector in Bhutan. The overall objective is defined as ‘Good governance as an enabling factor for poverty reduction’, while the programme’s purpose is to make a ‘Contribution to strong and enhanced democratic governance at local (government) level’. Objectives are cascaded to results. Each level (objectives, purpose, results) has defined indicators – for example: ‘At least 70% of population express satisfaction with efficiency, effectiveness, transparency and accountability of LG [local governance] and services in the judiciary by 2013’ – as well as sources of verification, for example, ‘Public perception survey, Monitoring reports’. For each level, assumptions are defined, usually in the last column of the LF.

Finally, the objectives should be formulated in the area of capacity-building which is also an essential part of development intervention.

It is important to underline that the objectives of the donor CSP should be formulated in a way that ensures leadership of the partner country in the development cooperation process (ownership). Donors cannot claim to solve problems. They can only support a partner country in solving its problems.

Cross-cutting issues in the CSP

A number of principles and cross-cutting aspects cannot be simply referred to in the objectives. Therefore donors highlight them in separate sections of the CSPs. Those aspects have to be fully integrated into all aspects of the strategy on a programming as well as implementation level. Besides the aid effectiveness principles, donors may want to specify the following cross-cutting aspects: participation, gender equality, HIV/AIDS adjusted approaches or environment sustainability. Below just the first two aspects are briefly discussed.

Participation is indispensable part of the HRBA and is a condition for effective empowerment. This approach is embedded in the Swiss strategy in the following way:

‘SDC operates in solidarity with those who are disadvantaged.... The active participation and ownership of all segments of the population is a fundamental precondition for the sustainability of the social transformation process. Genuine participation signifies identifying the process as your own and assuming the responsibility for it. Discrimination and the exclusion of individuals and groups from decision-making processes and from the exercise of power – along with depriving them from society’s material goods – is an impediment to sustainable and just development. In particular, the imbalance between men and women represents a significant obstacle in the development process.’⁵³

Participation, ownership and empowerment are the principles guiding Swiss development cooperation with Moldova:

*'By involving the village population in financing, constructing and managing their water systems, the program successfully demonstrated that in a postsoviet context, well trained communities and local administrations were able to effectively manage and maintain social infrastructures. This experience has enabled SDC to become the lead donor agency in the water sector. It also contributed to increasing the visibility of Switzerland in Moldova and to establishing relationships of confidence with the government of Moldova.'*⁵⁴

Commitments to gender equality have been reaffirmed as one of the developmental priorities in the Busan Partnership for Effective Development Cooperation: 'We must accelerate our efforts to achieve gender equality and the empowerment of women through development programmes grounded in country priorities.'⁵⁵

European countries have agreed on the *EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010–2015*⁵⁶ which is intended to help attain the goals set out by the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Platform of Action and the Cairo Programme of Action. The specific objectives, which are of particular interest in CSP design are:

*Place gender equality issues systematically on the agenda of political and development policy dialogue with Partner countries; Ensure that gender is mainstreamed in EU funded projects and that EU funded general budget support and sector support programmes (SWAPs) use gender disaggregated data and gender-sensitive performance indicators where relevant; Prioritize in-country civil society'*⁵⁷

participation, capacity building and advocacy on gender equality and women's empowerment.

It is recommended that each donor should recognize concrete principles, should research donors' good practices and adapt them to their policies, including CSPs.

Implementation of the country strategy – aid modalities

The definition of aid modalities in the country strategy is a first step to determine, how objectives will be implemented in practice. This step requires the identification of the cooperation partners and respective aid modalities. Most of the donors, from those as small as Luxembourg, with an ODA budget comparable to Poland's, to those as significant as Sida, have a balanced contribution portfolio. Luxembourg's €6 million contribution⁵⁸ to development cooperation for Vietnam breaks down into:

- 1 bilateral development cooperation
- 2 delegated cooperation
- 3 programme support
- 4 multilateral cooperation
- 5 Luxembourg NGOs working in Vietnam
- 6 humanitarian assistance.

All of the planned interventions, lasting from two to six years, are explained in the country booklet.

In the case of Sweden's development cooperation:

*'When planning the contribution portfolio, Sida is to strive for balance and complementarity in its choice of partners, for instance between the public sector, civil society and the private sector. The contribution portfolio is to be adapted to the specific situation in the partner country. Where aid is intended to support the implementation of the country's development plan, direct cooperation with the public sector should be sought. Cooperation via a chain or succession of partners should be avoided.'*⁵⁹

Box 13: Aid modalities in CSPs (excerpts)

Luxembourg development cooperation in Vietnam ⁶⁰	Aid modality for Swedish aid to Kenya ⁶¹
<p>This initiative aims to contribute to sustainable poverty reduction and socioeconomic development in Quang Dien district, Thua Thien Hue province. This is to be achieved through strengthening of local governance capacity as well as through the provision of a range of small-scale infrastructure improvements and facilities. A Local Development Fund makes annual, formula-based, block grant allocations (issued as indicative planning figures) to both the district and the communes to finance small-scale, public infrastructure development.</p>	<p>The various modalities of development cooperation are governed by Sweden's application of KJAS financing scenarios. Programme-based approaches will be the predominant form of government-to-government cooperation in the basic scenario. General budget support is not relevant at the present time. Should Sida find that conditions have changed, a review of the general budget support issue should be undertaken ...</p>

Budget and funding

The CSP must include concrete financial allocations to particular aid modalities or sectors. Donor countries such as Sweden specify that: ‘To ensure proper planning and follow-up of funding, a strategy must include wording on the amounts involved.’⁶²

The CSP must include long-term allocations corresponding to the period of the strategy. Poland, like other donors, faces the problem of an annual budgeting process. However, the OECD *DAC Special Review of Poland* recommended that the country: ‘Adopt the relevant tools available under the new Public Finance Law and move away from project aid and small-scale aid relationships to broader, aligned and harmonized multi-year programme-based assistance in priority countries.’⁶³

Other donors, for example Austria, which operate in a similar legal environment clearly indicate this in the CSP. In case of its country assistance to Bhutan, indicative figures for the programme are presented for the subsequent years, specifying that they are *subject to budgetary provisions*. In its CSP for Uganda, Austria indicates that: ‘The country programme will be financed through grants. In 2010 budgetary provisions have been made for €7.1 million. Austria will endeavour to keep this annual aid level constant up to 2015.’⁶⁴

Donors also design funding-related policies; for example, Sweden, in the country strategy for Kenya, specifies that:

*‘Kenya has taken significant steps towards improving public procurement. Sweden will increasingly be using the Kenyan public procurement system including audits and quality control. Rapid follow-up of audits also reduce the risk of misuse of Swedish funds and strengthen Kenyan systems.’*⁶⁵

DAC member countries primarily fund foreign assistance programmes through annual budget appropriations passed by parliament.⁶⁶ This does not stop them from publishing – at least indicative – multi-annual budget allocations for each partner country.

Other implementation policies and regulations in country strategies

Donor countries vary as to the legal systems guiding their development cooperation and specify different implementation policies and regulations in country strategies. These aspects include, for example, risk management and associated development scenarios (in the case of Sweden). This increases the predictability of development cooperation. Some of the donors specify *phase-out* plans, or initial directions of the cooperation beyond the period of the strategy (Denmark, Sweden). In some cases donors specify the roles and responsibilities of each of the *development partners*, for example, the donor and the partner country governments. Other aspects of management and coordination between institutions can be also included.

Monitoring, evaluation and follow-up of the country strategy

Country strategy monitoring and evaluation is essential to identify the impact of assistance and the change in the quality of people’s lives in the partner country. It is necessary to give donor country citizens an account of the achievements, to build the credibility of development cooperation and to provide accountability for citizens of partner countries, that is, the intended beneficiaries.

Transparency of monitoring and evaluation processes is required to report to and involve the primary stakeholders (beneficiaries), women and men, to advance their lives, to build on the achievements and to use the lessons learned. Finally, it helps to improve future interventions in the given country; it fosters institutional learning among the staff at the ministry responsible for development assistance as well as the personnel of the implementing agencies and Polish NGOs.

In line with the aid effectiveness agenda, whenever possible the mechanisms of follow-up, monitoring and evaluation should be integrated with the country systems. CSP monitoring should look at the country national indicators or sector indicators. The donor contribution should be clearly identified in the CSP monitoring plan.

Box 14: Policy coherence for development – How Sweden promotes policy coherence for development in the strategy for development cooperation with Kenya (excerpts)⁶⁷

Swedish trade relations and direct investment can reduce poverty if jobs are created thereby, and values such as labour law, democracy, corporate social responsibility in the private sector as well as capacity development and technological development are supported and encouraged. Sweden will promote trade by providing support for governance reform measures aimed at improving the investment climate, commercialization of agriculture, and capacity development for trade in agricultural products targeted at small farmers. In addition, Kenya benefits from various regional programmes designed to boost trade and regional integration in the East African Community (EAC). Development in Kenya would benefit if the EU were to reduce its agricultural subsidies and lower tariff barriers on African goods. The Economic Partnership Agreement (EPA) will give Kenya access to the EU internal market, which will favour exports. The country will also benefit from the linkage between trade and development that forms a key element of the agreement. Kenya also stands to benefit from the ongoing work of the International Commission on Climate Change and Development, as the country’s dependence on the natural resource sector makes it highly vulnerable to climate change.

Evaluation of the CSP should assess the objectives and indicators set in the document. This can be done as a joint donor evaluation or a separate CSP evaluation. Sida regulates it as a general rule for country strategies: ‘When monitoring national developments and following up the overarching strategy objective and the sector objective, Sida is to make use of the partner country’s own follow-up system and indicators as far as possible.’⁶⁹

Donor agencies, such as Sida, have included follow-up as well as evaluation of objectives as a regular task in bilateral cooperation. Sida guidelines for country strategies state that:

*‘The sector objectives and the objectives for aid effectiveness are to be followed up at least once a year and be included in the strategy report. The overarching cooperation objective is to be followed up at the end of the strategy period and, where relevant, in the mid-term review. Sida is to evaluate bilateral development cooperation on a regular basis. This may include both thematic evaluations and evaluations of one or more strategy periods in a given country.’*⁷⁰

Country-level evaluations, as well as project or programme evaluations should reflect the principles guiding development cooperation including the HRBA, aid effectiveness and development effectiveness. Evaluation should investigate how the intervention responded to people’s rights and priorities, for example, by improving living conditions through access to public services, and should measure progress and regression in this regard. Furthermore it should:

- measure the extent to which the capacity of duty-bearers to fulfil their duties and comply with their obligations has increased;
- measure the extent to which the capacity of rights-holders to advocate and/or mobilize for their rights has increased;

- measure the extent to which all stakeholders across all affected sub-groups, including minorities, have been affected by intervention;
- measure the extent to which men and women have been differently affected by the intervention.⁷¹

Data collected should be disaggregated by criteria such as gender and age, which serves to critically assess impact of the interventions on certain groups, better respond to men’s and women’s priorities, and target primarily vulnerable groups. One of the priorities in terms of accountability is also to ‘improve the EU monitoring, accountability and transparency on allocation of funds for gender equality in development’.⁷²

In line with the HRBA, monitoring and evaluation should be conducted in a participatory manner, involving various stakeholders, women and men, members of vulnerable groups and minorities affected by the intervention.

In case of Luxembourg’s support to Vietnam, the interim and final evaluations⁷³ look at those objectives and provide assessment of the achievements in terms of progress made in access to health, agriculture and vocational training services. Moreover, mid-term and final evaluation reports, or at least executive summaries, are available at the agency’s website⁷⁴ and are accessible to various stakeholders. This practice helps to capitalize on the lessons learned and to build the institutional knowledge of the agency Lux-Development, as well as that of all other stakeholders involved. The strategic option for project implementation is supported by the results of the evaluation.

Box 15: Monitoring, evaluation and follow-up of CSPs (excerpts)

Luxembourg development cooperation in Vietnam ⁷⁵	Aid modality for Swedish aid to Kenya ⁷⁶
<p>According to the project evaluation, ‘This type of project, being totally integrated in the government structures, requires capacity strengthening. This takes some time but, on the other hand, knowledge gained is a great plus for the project sustainability.’ The project’s approach is to strengthen the governmental service providers to deliver real-time services, that is, to change/improve practices and perceptions among officers and instill confidence through a combination of training and technical work at field level.</p>	<p>Follow-up of the implementation of the Swedish strategy is based on the KJAS, whose indicators and objectives are in turn based on Kenyan policies and policy documents. The KJAS has in addition been supplemented by targets and process indicators for following up work on the underlying causes of the situation following the 2007 elections, and will be followed up jointly with other donors.... If this is not implemented, separate annual reviews of Swedish development cooperation will be carried out.</p>

3 Consultation process as keystone of country strategy design

This chapter explains how consultations during the country strategy design process increase the quality, credibility and legitimacy of in-country interventions, and hence the legitimacy of Polish development cooperation as a whole. It analyses consultations with partner country stakeholders, policy-makers and respective public institutions in Poland as well as civil society. This chapter is based on a recognition that all three levels of consultation are keystones for legitimate country strategies and programmes for Polish development cooperation.

Consultations with partner countries' stakeholders

CSPs will foster consultations with the partner countries stakeholders. This will lead to and greater effectiveness in the given country and greater credibility of Polish development cooperation.

The OECD *DAC Special Review of Poland*,⁷⁷ conducted in 2009–10 indicates that 'bilateral programming should bind all parts of the Polish ODA system and be clearly elaborated and agreed with partner countries, based on partner countries' national strategies'. According to the report, policy guidance in this area is needed.

Moreover, the Development Cooperation Act includes an obligation on the minister responsible for foreign affairs to consult regarding planned activities with the relevant institutions in developing countries. International commitments and principles in development cooperation clearly indicate how to organize the consultations.

Poland, like any other member of the EU, should guide its aid in line with the European Consensus for Development (2005), which highlights the importance of consultations with the government of the partner country and inclusive and meaningful consultations with CSOs. It states that: 'The EU is committed to the principle of ownership of development strategies and programmes by partner countries. Developing countries have the primary responsibility for creating an enabling domestic environment ...'

Inclusive ownership is a precondition for effective development policies. Aid effectiveness commitments agreed in the Paris Declaration, the Accra Agenda for Action and the Busan Partnership for Effective Development Cooperation reaffirmed the guiding principles for donors and partner countries including ownership, alignment and harmonization.

Apart from the government, CSOs play a crucial role in the consultation process. This approach is also endorsed by the EU member states in the European Consensus for Development. CSO development effectiveness principles,⁷⁸ recognized by governments in the Busan Partnership,⁷⁹ pay

special attention to democratic political and policy dialogue. For the country strategies it means: 'Governments in both developing and donor countries must provide the conditions for inclusive and meaningful participation of CSOs in political and policy dialogue at all levels of development.'

The consultation process in the partner country should take into account governmental bodies as well as all other relevant actors such as NGOs and the broader civil society, trade unions and academia, as well as private sector.

National parliaments in partner countries are important partners for donors. Analysis by the Bureau of Research, Polish Chancellery of the Sejm, suggests that: 'Parliaments in the developing countries play a key role in stimulating and implementing national activities for the achievement of the Millennium Development Goals.' It underlines that: 'Active engagement of the parliamentarians enhances accountability of governments in implementing development cooperation.'⁸⁰

Inclusive consultations strengthen transparency of the political processes. The European Centre for Development Policy Management (ECDPM), an independent foundation specializing in ACP/EU cooperation, points out that:

*'With regard to accountability, it is increasingly agreed that enhancing the "voice" of citizens and making the state more responsive to their rights and needs, is key to meeting development goals and delivering basic services.... It is about investing simultaneously in effective states and empowered citizens/social capital. Weak governmental accountability can lead to a sense of collective public frustration about what democracy can actually deliver and erode state legitimacy.'*⁸¹

Consultations with the NGO community, CSOs and other non-state actors are not intended to undermine the position of the government – rather the opposite: they strengthen democratic relations and dialogue between the state and stakeholders of the development process.

Finally, the consultation process, in line with the HRBA, should highlight and advance empowerment of the primary stakeholders, that is, the representatives of the target groups and beneficiaries of development cooperation.

It is thus evident, that the partner country should be consulted as regards Polish development policy and particularly the country strategies. It should be emphasized that the consultation process with the partner country's stakeholders should not be a costly endeavour.

The role of Poland as a donor is to seek out and utilize existing forums for consultations and gather feedback for the country strategies. These forums may include: ministerial conferences, DPGs or forums, EU or UN conferences, informal knowledge-sharing networks. Additionally, seminars and conferences held in Poland and in the partner

Box 16: Consultations on the CSPs (excerpts)

Consultations of non-state actors on the design of the Austrian CSP for Uganda ⁸²	Transparency guarantee of the Swedish country cooperation strategies ⁸³
<p>Non-State actors play an important role in Uganda's development. The Private Sector Foundation Uganda participates in the government's consultations for planning, budgeting and evaluation of its programmes. Civil society, under the umbrella of the Uganda National NGO Forum, has an advocacy role and provides input for the planning, the budget cycle and for reviews. National NGOs are also partners for the implementation of projects and Austria shall support some of them in order to complement the funding provided to government institutions and programmes.</p>	<p>The Ministry for Foreign Affairs is responsible for ensuring that the cooperation strategy is translated into English. Sida is responsible for ensuring that the strategy is translated into other languages where required. Normally, the official Swedish and English versions are to be posted on the Ministry for Foreign Affairs and Sida websites.</p>

country, study visits and exchange groups, formal consultations as well as working meetings can be used.

Donor countries such as Poland should use efficient methods to reach affected communities and stakeholders, the vulnerable population. This can be done through their representatives in the parliament or individuals from civil society, academics, umbrella organizations, study visits to Poland as well as through joint field visits with other donors.

Consultation process with stakeholders in Poland

Given the increased importance of Polish development cooperation, its quality and effectiveness should be improved. It requires more attention and support from various institutions in Poland, including members of parliament, the respective ministries, political parties and experts.

The Development Cooperation Act indicates that 'The Programme is drafted by the minister responsible for foreign affairs' and obliges minister to establish the *National Coordinator for International Development Cooperation*. The role of the minister is crucial to mobilize support of the Council of Ministers as well as Polish political parties and members of the parliament.

The OECD *DAC Special Review* of Poland recommends: 'Win[ning] the support and commitment of political leaders (across all parties) for the new ODA volume targets and growth-path and publiciz[ing] them widely.' CSPs can serve as instruments to set ODA targets

and define the growth-path of aid for the respective priority countries alongside commitments for the overall Polish development policy.

Members of the Polish parliament have an important role in the shaping of development policy. They influence the policy through the approval of the budget. Moreover, they have consulted on and finally adopted the Development Cooperation Act. It has been debated at the International Affairs Commission. However, increased involvement is needed to debate how Polish aid can be more effective.⁸⁴ The development process for CSPs should involve members of parliament, take advantage of their expertise on democratic processes and encourage them to establish relations and consult on the content of CSPs with their counterparts in the parliaments in developing countries.

The national coordinator should guarantee and organize systematic and transparent consultations with the various stakeholders. An important body which should be consulted in the CSP development process is the Development Cooperation Programme Board, established by the Minister of Foreign Affairs as a consultative and advisory body. One of the tasks of the Board is to review draft government documents relating to development cooperation. CSPs guiding development cooperation in the given counties are one of the documents that should be consulted by the Board.

Polish missions abroad of all types should play a role in the consultation process: embassies, Consulates General, Honorary Consulates, Polish Institutes. They can work as

Box 17: Role of Members of Parliament in Poland in development cooperation – Besides the CSPs development Polish parliamentarians can support development cooperation in various ways

- The analysis of the Bureau of Research of the Polish Sejm⁸⁶ recommends that members of parliament for example:
- support parliaments in the developing countries
 - engage in the debate on multi-annual development cooperation programme and annual development plans
 - monitor implementation of Polish development cooperation and assess its performance
 - engage in the debate on future shape and budget of the European Development Policy
 - support bilateral parliamentary groups such as the Parliamentary group for Africa, for Tibet
 - support participation in election observation missions.

an intermediary between the Ministry of Foreign Affairs and stakeholders in the partner countries. Polish missions abroad have expertise about the partner countries, have access to DPGs, and can also establish relations with the parliament as well as CSOs. One of the examples is the Polish embassy in Georgia, which employs one person responsible for development cooperation.

There is also a great potential to collaborate and harmonize country strategy with other European donors through Polish diplomatic missions. Some of the stakeholders indicated that Polish embassies, for example the Polish embassy in Ethiopia, can provide important input regarding the regional focus, as well as suggest priority types of interventions. It has also been recommended that networking opportunities with more experienced donors, such as Austria or the Czech Republic, and the lessons they have learned be utilized to improve Polish strategy. The involvement of Polish diplomatic missions abroad in the programming of development policy may significantly reduce the costs and effort of consultations in the partner countries.

The two leading departments involved in development cooperation are: the Department of Development Cooperation and the Department for Implementation of Development Programmes. The Ministry of Foreign Affairs' Territorial Departments, such as the Department of Africa and the Middle East, and the Eastern Department, should be involved in the programming process to contribute knowledge about the region and partner countries.

Polish NGOs are a key partner in development cooperation. A significant part of the ODA budget is distributed through NGO projects and programmes implemented in the partner countries. Moreover, NGOs, particularly (but not exclusively) members of the Polish non-governmental development organization (NGDO) platform Grupa Zagranica, are active partners in the dialogue about development cooperation policies. The OECD *DAC Special Review of Poland*⁸⁶ confirms that 'Poland's development NGOs are dynamic and well-informed partners and could be useful allies for MFA [the Ministry of Foreign Affairs] in advocating for increased support for development and shaping new policy.'

In 2011, the consultation process on the multi-annual programme has created space for joint collaboration between the NGOs and the Ministry of Foreign Affairs. It has been considered an important step to plan Polish development cooperation strategically. This great potential to jointly improve development cooperation is not yet fully realized and should be advanced. The elaboration process of CSPs offers a great opportunity to build relations for a more coherent and professional development cooperation.

4 Recommendations

Recommendations for decision-makers

1. Develop CSPs for all partner countries to increase the effectiveness of Polish development cooperation. Complement the multi-annual programme with CSPs and incorporate international commitments at the global and EU level regarding development policies.
2. Define CSPs for minimum of 5–7 years, or a minimum of one period of national development vision review or a national poverty reduction strategy of the respective partner country.
3. Regularly review appropriateness and coherence of the CSPs alongside the Multi-annual Development Cooperation Programme and verify compliance with the HRBA and aid effectiveness principles. Check if it is adequately focused on development results.
4. Ensure leadership of the partner country in the development cooperation process, particularly in the elaboration and implementation of the CSP (ownership principle).
5. Explain the development context in the partner country, analyse the country development vision or poverty reduction strategy, refer to progress in terms of achieving the MDGs to guarantee and prove ownership and alignment.
6. Harmonize development cooperation, use the resources efficiently, analyse other donor's development strategies and justify the choices made. 6. Use partner country system as a default option (alignment principle).
7. Concentrate on a limited number of sectors in-country, around 3–5, align with lead donors in a given sector, address neglected countries and, if possible, plan reasonable budget allocations.
8. Participate in the Joint Assistance Strategies or *development partners* harmonization mechanisms.
9. Analyse the aid effectiveness priorities of the partner country government and other donors to maximize the benefits of development cooperation for the poor.
10. Link the human rights priorities with the poverty reduction challenges, analyse human rights commitments and recommendations. Recognize different priorities of men and women and adjust strategies to address them.
11. Assess the vulnerabilities that exist in the partner countries, identify vulnerable groups and translate their priorities into country strategies and plans. Improve poverty focus and target disadvantaged groups in the priority countries. Disaggregate data for men and women as well as in relation to other factors.
12. Advance Poland's specialization on a country level in terms of the HRBA and aid effectiveness principles in the partner country. Enhance dialogue and implementation of the principles by *development partners* in the given country.

13. Formulate explicitly the outcomes and impacts on the country level to better focus on the development results agreed and expected by various stakeholders. Specify strategic objectives focused on development results highlighting rights of the people concerned; apply objectively verifiable indicators.
14. Define the cross-cutting issues in the strategy and integrate them fully in the programming and implementation level. Specify the principles and strategies with regard to participation, gender equality, HIV/AIDS adjusted approaches and environmental sustainability.
15. Define clearly aid modalities, budget for the implementation of the CSP (at least an indicative budget, subject to budgetary provisions).
16. Monitor and evaluate achievements in the partner countries in line with the CSPs, focus on the rights of people as well as the capacities of both rights-holders and duty bearers.
17. Include necessary amendments to improve the effectiveness and quality of aid in the given context.
18. Build capacity of personnel and assist in exchange of expertise in the field of development cooperation of the different actors, including the Department of Development Cooperation, Department for Implementation of Development Programmes, Territorial Departments, Polish Foundation for International Development Cooperation 'Know-How', diplomatic missions abroad, as well as parliamentarians and civil society in order to meaningfully engage in CSP development.
19. Take advantage of and put into practice existing knowledge on partner countries in the public institutions, that is, the Ministry of Foreign Affairs' Department of Africa and the Middle East, the Eastern Department, as well as Polish missions abroad (including all types: embassies, Consulates General, Honorary Consulates, Polish Institutes).
20. Consult regarding the country strategies as well as the multi-annual programme with the partner country government, ministries and public institutions responsible for development cooperation through the Ministry of Foreign Affairs communication channel, Polish diplomatic missions or the Polish Foundation for International Development Cooperation 'Know-How'. Where Polish aid is too small to be of interest to a partner country government, hold consultations with regional or local authorities in a given country.
21. Consult regarding CSPs with the members of parliament and the political parties in each partner country through Ministry of Foreign Affairs communication channel, Polish diplomatic missions or the Polish Foundation for International Development Cooperation 'Know-How'. Consultations should include both ruling parties and opposition parties to strengthen democratic processes and accountability in the partner country.
22. Consult regarding CSPs with the civil society in the partner country, map relevant stakeholders and establish contacts with them through embassies, governmental institutions, as well as informal networks and links between civil society in Poland and in the partner country.
23. Involve the Polish parliament in shaping the development cooperation policy, particularly the CSPs alongside development cooperation programme and annual plans. Ensure that a broad range of Polish members of parliament have easy access and opportunities to shape and assess Polish development cooperation.
24. Continue the consultation process through formal relations and working meetings with CSOs, and particularly representative bodies like Grupa Zagranica; ensure that the process is broad and transparent; structure and organize the consultation process drawing from the lessons learned; include CSPs in the scope of consultations regarding programming of Polish development cooperation; work in accord with civil society on the priorities and desired impact of development policy.

Recommendations for members of the Polish parliament

1. Engage in the debate on the shape and budget of the Polish development cooperation policy, particularly, the multi-annual programme as well as CSPs and annual plans.
2. Monitor implementation of the CSPs and assess Polish development cooperation performance in a structured and systematic manner.
3. Engage in consultations with parliamentarians of partner countries, thus contributing to better policy dialogue around CSPs.

Recommendations for Polish CSOs

1. Contribute with expertise and input to the CSPs in the programming of Polish development cooperation.
2. Develop organizational strategies and align projects with the country strategies as soon as they are developed and ensure compliance with the HRBA and aid effectiveness principles.
3. Facilitate consultations with civil society in the partner country through existing cooperation and networking.
4. Advocate for mainstreaming principles of the HRBA and aid effectiveness in the programming of Polish development cooperation.
5. Continue to bring attention to a wide range of issues that go beyond development aid but are essential for development effectiveness, including specific areas of Policy Coherence for Development.

Annex 1 Examples

Sweden cooperation strategy (table of contents)⁸⁷

Summary

1. Overarching objective and priorities, objectives and priorities for aid effectiveness, and overarching dialogue issues
2. Sector 1:
 - Sector objective
 - Direction
 - Collaboration with other donors
- Sector 2: as above
- Sector 3: as above
3. Funding amount
4. Risk management
5. Development scenarios in the country
6. Policy Coherence for Development
7. Considerations regarding the strategy direction

Austria CSP for Uganda (table of contents)⁸⁸

Abbreviations

1. Framework of partnership
 - 1.1 EU and Austria's strategic objectives of cooperation
 - 1.1.1 European Union development policy
 - 1.1.2 Austrian development policy
 - 1.2 Uganda's development strategy
 - 1.2.1 Relevant policies for development cooperation
 - 1.2.2 Relevant national stakeholders
 - 1.3 *Development partners* coordination
 - 1.4 Trends and issues in aid effectiveness
2. Response strategy 2010–2015
 - 2.1 Strategic considerations
 - 2.2 Focal areas
 - 2.2.1 Water and sanitation
 - 2.2.2 Rights, justice and peace
 - 2.3 Budget scenario
 - 2.4 Instruments
 - 2.5 Other financing tools
3. Programme implementation
 - 3.1 Programme management
 - 3.2 Joint review and planning process
 - 3.3 Monitoring and Evaluation (M&E)

Annex: Results matrix

Notes

- 1 *Capacities* in this context refers to the delivery of development results, to aid effectiveness principles and capacities to respect, protect and fulfil rights of the people.
- 2 The Eastern Partnership is a joint EU member states initiative addressed to six countries of eastern Europe and the South Caucasus: Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine. It was launched in Prague in 2009. See: Council of the European Union, *Joint Declaration of the Prague Eastern Partnership Summit*, Brussels, Council of the European Union, 2009.
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- 7 *Ibid.*
- 8 Previously called *Tanzania's National Strategy for Growth and Reduction of Poverty (NSGRP) 2005–10*, known as *MKUKUTA II* in Kiswahili.
- 9 Harmonization has become an important principle since Rome Declaration on Aid Harmonization in 2003 and has been reaffirmed in the Paris Declaration on Aid Effectiveness (2005), Accra Agenda of Action (2008) and the Busan Partnership for Effective Development Cooperation (2011).
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- 15 *Ibid.*, para. 24a.
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- 26 See: DPG Tanzania, 'DPG members', <http://www.tzdp.org.or.tz/external/dpg-tanzania/dpg-members.html>.
- 27 See: www.hackkenya.org/
- 28 ADC, *Uganda Country Strategy 2010–2015*, *op. cit.*
- 29 Ministry for Foreign Affairs, *Strategy for Development Cooperation with Kenya*, *op. cit.*
- 30 See European External Action Service (EEAS), 'Country strategy papers 2007–2013', http://eeas.europa.eu/sp/index_en.htm.
- 31 ADC, *Uganda Country Strategy 2010–2015*, *op. cit.*
- 32 Danida, *Bhutan–Denmark Partnership*, *op. cit.*
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- 37 Danida, *Bhutan–Denmark Partnership*, *op. cit.*
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- 44 Danida, *Guidelines for the Development of Policy Papers*, *op. cit.*
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- 58 In 2010 it amounted to €5.98 million. See: Lux-Development, *Luxembourg Development Cooperation in Vietnam* (Country Booklet), Luxembourg, Lux-Development, 2011. This figure is comparable to funds devoted by Polish aid to projects financed in Belarus or in the Ukraine in 2010 (22 million PLN and 11 million PLN respectively). See: http://www.polska.pomoc.gov.pl/files/Kraje%20priorytetowe/BIALORUS_2010_lista%20projektow.pdf; http://www.polskapomoc.gov.pl/files/Kraje%20priorytetowe/UKRAINA_2010_lista%20projektow.pdf (accessed 13 February 2012).
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- 61 Ministry for Foreign Affairs, *Strategy for Development Cooperation with Kenya*, *op. cit.*
- 62 Ministry of Foreign Affairs, *Guidelines for Cooperation Strategies*, *op. cit.*
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By Kordian Kochanowicz

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