# Příloha 1 Executive summary

**Purpose of Evaluation**

**Evaluation of the programme of Foreign Development Cooperation Support of trilateral projects of Czech organizations in the period 2016-2018** (below the Programme) was assigned by the Ministry of Foreign Affairs of the Czech Republic (herein after MFA), Development Cooperation and Humanitarian Aid Department, with the purpose to provide implementers of Foreign Development Cooperation of the Czech Republic (herein after the FDC) with independent, objectively supported and consistent conclusions, findings and recommendations useful for decision process of the MFA in cooperation with the Czech Development Agency (herein after CZDA) and other stakeholders on future orientation and way of realization of the FDC of the Czech Republic. It was the reason why the evaluation was focused primarily on system and programme level. The terms of reference formulated evaluation questions connected to evaluation criteria according to OECD/DAC (relevance, effectiveness, efficiency, sustainability, impacts) and some other aspects (visibility of the Programme and enforcement of horizontal criteria of the Czech FDC). The evaluation focused on following target groups: applicants / implementors of projects supported from the Programme and the Czech Republic (in the sense of interests of the Czech Republic) and further on possibilities for effective dynamisation of the Programme, i.e. via foreign good practice examples. The study provides framework assessment of processes connected to realization of Programme focused on uncovering of options leading to increasing its efficiency and effectivity.

**Brief description of the evaluated Programme and of evaluation context**

The Programme of trilateral projects of Czech organizations is one of the FDC programmes and its main purpose is to support the Czech NGOs in obtaining resources from financial instruments of the European Commission or from other multilateral or bilateral donors to realize projects in development countries, primarily orientated to meeting the Sustainable Development Goals (SDGs) and Millennium Development Goals (MDGs), by means of ensuring necessary co-funding for Czech NGOs. Provider and administrator of support is the CZDA. Eligible applicants are Czech organizations (esp. NGOs) and they can submit application for support, i.e. for co-funding of a trilateral project that is already partly financed by other main donor (esp. EU, but also by others). The level co-funding might be maximally 50 percent from the overall budget of the main project and maximally CZK 4 million annually. Calls for proposals are published once per year. Applications for support of multiannual projects can be submitted, nevertheless the application must be submitted every year repeatedly. In 2016-2017, grant management was divided into two rounds (conception notes and project proposals), since 2018 the programme has only one round. Projects are assessed and selected by established commission. There is geographical and thematic preference for projects that are in line with the Policy of the FDC CR 2010-2017 and Strategy FDC 2018-2030 and with respective bilateral programmes on cooperation. Projects in the Czech FDC priority countries and in least development countries (LDCs) are preferred but projects in other countries out of FDC priority countries, including some GDE activities in the EU countries were supported as well.

**Methodology of the evaluation**

The methodology of the evaluation was based on non-experimental mixed evaluation design, using quantitative and qualitative methods of data collection and analysis and abiding principles of triangulation, with strong participative characteristics. Crucial methods of data collection were desk research, two electronic surveys focused on organizations involved into the Programme (supported and non-supported organizations) and semi-structured interviews (with 35 informants). Evaluation visits, workshop and group discussion were among other applied methods. Obligatory research in Georgia was part of the evaluation. It was conceived as a probe by means of two selected projects incorporated into the context of this country, selected by the contracting authority.

**Main findings and conclusions**

Programme supported 94 project applications, more precisely 38 new projects in the studied period, on the other hand 71 project applications, especially for new projects were not supported. The budget of the Programme (CZK 112,2 million) supported development projects with overall amount of CZK 812,2 million. Financial “leverage effect” of the Programme was on average 6,7 in the analysed period (i.e. each CZK 1 from the Czech FDC meant implementation of activities in development projects per CZK 6,7). The EU was the predominant donor (overall 60 percent of resources of supported projects). Average co-financing from the side of the FDC was 18 percent in the analysed period. 13 organizations were supported form the resources of the Programme in 2016-2018, programme resources were however strongly concentrated – 90 percent of Programme resources were allocated on projects of four NGOs.

**Evaluation criterion relevance**

**Relevance** (understanding of relevance reflects delimitation of the contracting authority**) of the Programme is high.** From international point of view, the Programme is in line with a strong trend of development cooperation towards trilateral cooperation and it contributes to resolving development issues of less developed countries. The Programme assists the Czech NGOs to be involved to the international FDC, to gain specific know-how for realization of FDC and to draw financial resources from international programmes, esp. from the EU and strengthen thus drawing of funds from the EU budget. The allocation within the European Structural and Investment Funds for the Czech Republic decreases and an opportunity to use important financial resources through NGOs and programmes of development cooperation is thus attractive. From the national perspective, the Programme contributes to realization of the Czech FDC with profound financial support of other donors and the Czech NGOs, which prepare successful applications for the main donor and implement the projects. Since the Programme was established, its absorption capacity has increased substantially and some organizations have built up a high competence to realize international development cooperation. Thanks to the Programme, the Czech NGOs can implement more development projects but their potential is much higher.

**Evaluation criterion economy**

**Economy (**understanding of economy reflects delimitation of the contracting authority**) of the Programme is rather low**. The most important finding from the non-economy point of view concerns the overall setting-up of the Programme, in particular the annual financial cycle of projects and arising practical implications, undermining the increased administrative burdens for beneficiaries, administrators and foreign donors. If more partners are involved in project implementation, the gestor of the Programme requires description of specific activities and outputs for which the Czech organization is directly responsible. The outputs and activities must be in line with required budget. Outputs, activities, budget and time schedule are linked to the respective year of support and the monitoring follows this logic, which does not correspond to time schedule of the monitoring of the main project. The essential problem concerns identified ambiguities in published appraisal criteria and real criteria for appraisal in 2016-2017. Effectiveness of the factual appraisal could be re-considered as projects are appraised by main donors and as in case of the EU, supporting the majority of projects, the Czech Republic contributes not only to development cooperation in financial terms but also to its setting.

Already outlined significant 'leverage effect' is currently the only way (however not the most appropriate one) how 'value for money' of the Programme can be conceived on the basis of available information. A different approach is hindered by non-sufficient monitoring at the level of the entire Programme and especially by the fact that concreate priorities and objectives of the Programme were not set explicitly.

Although in the frame of evaluation research some positive factors were reported from the economy point of view (e.g. in general applied principle of co-funding and the possibility to submit a part of the proposal in English), identified factors undermining efficiency of the Programme prevail and bring about more important implications. It concerns many aspects of process' setting, e.g. duplication of required information, obligation to submit the project application in Czech, in two hard copies or obligation to submit publicly available documents. Even though methodological support and communication with the grant administrator is appreciated in the sense of willingness of the CZDA employees to answer questions of applicants / beneficiaries, missing systematic approach and exact methodological processes make the system non-effective in the sense of increased administrative burden of administrators and beneficiaries as a result of frequently asked questions. Monitoring at project level is set up but with no connection with monitoring of the main donor, there is methodological unambiguity if outcomes or outputs should be followed. However current capacities of the gestor do not allow to ensure monitoring of missions and control, monitoring and control mechanisms of the main donor are not used.

**Evaluation criterion efficiency**

**Efficiency (**understanding of efficiency reflects delimitation of the contracting authority**) of the Programme is rather high**. The Programme helps Czech implementors to be involved in FDC programmes of other donors, however also other factors influence it too: esp. bilateral projects, private resources, development of internal capacities, membership in international strategic partner organizations, interconnection with humanitarian projects and interest in cooperation from the side of other donors and partners. All big NGOs had been involved into FDC before they received support from the assessed Programme, in two examples even more as a leader partner. More important influence of the Programme is perceived by smaller organizations.

Activity of NGOs is significant even beyond the Programme. In the analysed period, only those NGOs that filled in the questionnaires, submitted 499 project applications, from which approximately one third was supported (in the frame of the Programme 38 new projects were supported). Following benefits of the Programme were mentioned from the point of view of involvement of the NGOs into FDC of other donors: building of position that the respective NGO can be involved into project implementation and can bring its part of co-funding, involvement among European applicants, opportunity to share know-how, opportunity to learn from experienced foreign organizations, multiplication effects for organizations and the Czech FDC, as well. The fact that the respective organization is / is not supported, have more important influence on the strategy of the NGO than on the fate of the respective project.

The Czech counterpart requires description of outcomes neither in applications, nor in interim and annual reports. The main unit for monitoring and description in applications as wells are outputs and activities linked to specific parts of a project, supported by the Czech co-founding (since 2018 it has been recommended that the NGOs elaborate report for the whole project). NGOs have own monitoring processes and systems and follow outcomes of their projects for their own needs or follow outcomes of supported projects as the main donor requires. Projects are commonly evaluated. The data available are nevertheless not used and systematically analysed by the Czech counterpart.

The overall allocation for 30 supported projects within the global development education (GRE) decreased from CZK 4,6 million in 2016 to CZK 1,4 million in 2018, with significant deviation between first two analysed years and 2018. However, it is impossible to deduce any trend form the data, some organizations assessed situation that the CZDA is retreating support of the GRE from the Programme and reacted by modification of their strategy. The leverage effect of GDE projects supported from the Programme is more significant than the effect of the development projects in general.

**Evaluation criterion impacts**

**Impacts of the Programme are assessed as rather high for medium-term outcomes, we did not succeed in proving long-term outcomes and impacts, however the Programme has a potential to contribute to some effects.** The programme contributes to building capacity of Czech entities / NGOs to become involved into projects of main donors in the area of FDC, to building capacity of Czech NGOs to join consortia for international programmes of development cooperation, to more important visibility of the Czech FDC on the level of medium-term outcomes. The potential of the Programme is not well exploited from the perspective of some other effects – gaining resources from main donors for FDC projects, certain stability of the Czech NGOs thanks to the opportunity to incorporate fixed part of administrative costs, influence on the focus of NGOs’ projects and the Czech FDC, incorporating of innovative approaches in the FDC area and partnership. The evaluation did not prove that the Programme contributes to opening of mission in some development countries by NGOs or economic or social development of development countries and mitigation of poverty. Although contribution of the Programme to development of any sector supported by projects, strengthening of bilateral FDC with priority countries, using of potential for interconnection of humanitarian aid and development cooperation in non-priority countries was not approved, the Programme has potential to such contribution. Crucial assumptions for meeting objectives of the Programme are: stabile orientation of the Programme, coherence and readability of the support, appropriate allocation, thematic and geographic concentration, interest of Czech stakeholders to participate on realization of projects and appropriate administrative burden on the side of administrators as well as of applicants/beneficiaries.

**Evaluation criterion sustainability**

**Sustainability** (understanding of sustainability reflects delimitation of the contracting authority) **of the Programme is assessed as rather low**.Absorption capacity of the NGO sector in the sense of generating of trilateral projects and applications for co-funding from the Programme considerably exceeds allocation of the Programme. In the analysed period, budget of non-supported projects was very much the same as budget of the Programme and capacity of NGOs to prepare and realize more trilateral projects under support of the CZDA was confirmed by other evaluation methods, too. Significant financial extent of non-satisfied project applications supported from the EU may be in a way understood as a missed opportunity. Even if non-supported projects are realized from other resources after all, relatively law chance to receive support makes some organizations to modify their strategy of future activity. This does not only jeopardize absorption capacity of the Programme, it may also strengthen already high concentration of support to very limited number of organizations. Among factors decreasing their interest are: non-stability of the Programme in the sense of its conditions, blurred objectives and general strategic orientation of the Programme (e.g. in relation to projects of global development education or less experienced organizations) and increasing competition of organizations.

**Conclusion and main recommendations**

Two crucial recommendations of systemic character were formulated: to use aspects of shared management and modification of the Programme in the sense of proposed modalities of the support. Implications concerning especially projects appraisal and selection emerged from these recommendations. Other recommendations follow.

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| **Recommendation** | **Grade** | **Responsibility** |
| 1) To increase Programme allocation | 1 | MFA |
| 2) To apply evidence-based approach in Programme management | 1 | MFA |
| 3) To make a strategic decision on future Programme design | 1 | MFA |
| 4) To prepare strategy of the Programme supporting trilateral projects of Czech stakeholders according to the principles of strategic planning and programme cycle | 1 | MFA (cooperation with other relevant stakeholders, esp. CzDA, CDCF, NGOs) |
| 5) To increase openness of communication and transparency | 1 | CzDA / MFA |
| 6) To modify approach of projects selection | 1 | CzDA (in cooperation with MFA) |
| 7) To adapt processes for multiannual funding of projects | 1 | MFA / CzDA |
| 8) To set up and to realize on-going monitoring of the Programme and to ensure data set for management and evaluation of the Programme | 1 | MFA / CzDA |
| 9) To set up a system of evaluation of the Programme | 2 | MFA |
| 10) To simplify regular administrative processes | 1 | CzDA |

Note: CZDA – Czech Development Agency, CDCF - Czech Development Cooperation Forum, MFA – Ministry of Foreign Affairs of the Czech Republic.

**Evaluation team**

The EDREO evaluation team included seven members. Lucie Jungwiertová and Marie Feřtrová shared leadership of the evaluation. Other members of the team were: Kateřina Gregorová, Tereza Němečková and Lenka Dobiáš Černá. Joseph Salukvadze ensured field works in Georgia and Eva Safrtálová was responsible for electronic surveys. To contact evaluation team please mail to: lucie.jungwiertova@edreo.cz.