

IFP CAPACITY-BUILDING AND TRAINING CLUSTER  
COUNTRY CASE STUDY: CZECH REPUBLIC

PEACEBUILDING WITHIN CZECH  
OFFICIAL DEVELOPMENT  
ASSISTANCE

Partners Czech

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## EXECUTIVE SUMMARY

This report focuses on Czech Official Development Assistance (ODA), in particular on development activities that can be designated as “peacebuilding”. It was researched and written by the non-profit, non-governmental organisation Partners Czech within the international research project Initiative for Peacebuilding (IfP). The purpose of the report is to raise awareness of peacebuilding issues, contribute to better targeting of policies at the EU level and serve as a source of information for capacity-building in the field of conflict prevention and peacebuilding.

The Czech ODA system is now experiencing a rehaul, allowing ODA and peacebuilding issues to be on the agenda. The forthcoming bill on foreign development cooperation and humanitarian aid should also help make the system more effective. Yet, despite progress, there are fundamental personnel and capacity constraints.

The most significant stakeholders in the Czech development policy arena include governmental organisations, the academic community, private companies and non-governmental, non-profit organisations (NGOs). International stakeholders obviously play a major part too. The political support for Czech ODA is largely individuals who are interested in these issues.

The policies to which the Czech government is accountable to are at the domestic level mainly two documents: Institutional Support and Principles of International Development Cooperation upon the Czech Republic's Accession to the EU (approved by Government Resolution No. 302 in 2004); and *The Concept of the Czech Republic Foreign Aid Program for the 2002-2007 Period*, December 2001 (noted by the Czech Government in Resolution No. 91 in 2002).

At the international level the Czech Republic ‘takes **into account** its international obligations, mainly development legislation of the EU, recommendations of the Organisation for Economic Cooperation and Development (OECD) and United Nations Organisation (UNO) principles of development cooperation’.<sup>1</sup> The Czech Republic has been a member of the OECD since 1995 and has observer status on the OECD's Development Assistance Committee (DAC). The principles of the DAC are often an inspiration for modification of Czech national development policies. The Czech Republic has been a member of the UN since 1993 (the former Czechoslovakia was one of the UN's original members) and supported the 2000 Millennium Declaration.

Within its ODA, the Czech Republic **supports the following countries**: Afghanistan, Angola, Bosnia and Herzegovina, Iraq, Moldova, Mongolia, Serbia, Vietnam, Yemen and Zambia (priority countries); Cambodia, Ethiopia, Kosovo and the Palestinian territories (project countries). Belarus, Bosnia and Herzegovina, Cuba, Georgia, Iraq, Moldova, Myanmar, Serbia and Ukraine are priority countries for transformation cooperation, though this is not considered part of ODA according to OECD-DAC principles<sup>2</sup> – reference to this cooperation is important for this report, however. The activities of transformation cooperation are very important peacebuilding activities of the Czech Republic. Transformation cooperation projects support the creation and consolidation of democratic institutions and values in countries with repressive regimes in place.

The **key goals** of Czech ODA include: poverty reduction in developing countries; economic and industrial development; gradual integration of partner countries into the global economy; rural development, promotion and consolidation of democracy, human rights and good governance; introduction of principles of lawful conduct; migration control; sustainable development with a focus on environmental protection; and post-conflict reconstruction.

In regard to peacebuilding, one of the report's findings is that the notion of "peacebuilding" in the context of Czech ODA is insignificant. The term "peacebuilding" is not unknown in professional circles, but it is difficult to find reference to it in key Czech ODA institutional documents. However, many activities of the Government of the Czech Republic have features that correspond to peacebuilding, particularly the promotion and consolidation of democracy, human rights and good governance, introduction of principles of lawful conduct, and post-conflict reconstruction.

The public's general awareness of the Czech Republic as a development assistance donor is very low, although it has improved in recent years.<sup>3</sup> This is evidenced in opinion polls from 2004 and 2006. Insufficient education in schools about development is one reason for this, according to Tomáš Tožička, Coordinator of the Czech NGO Global Call to Action Against Poverty.<sup>4</sup> This lack of information is visible, for instance, in the general public's confusion of the terms "humanitarian aid" and "development aid". The public can also often not distinguish between "poverty" here in the Czech Republic and "poverty" in the Least Developed Countries (LDCs). Czech citizens simply do not realise that they belong to one of the wealthier countries in the world.<sup>5</sup> The fact that ODA is not a "newsworthy" issue for the media in the Czech Republic certainly contributes to this as well. The media tends to be more interested in humanitarian operations during crises or wars, since these are more "shocking" and gain more attention from readers and viewers; their care for long term, "boring" activities, such as education, has to be actively promoted.

The transformation of the Czech ODA system brings many challenges. *The Concept of the Czech Republic Foreign Aid Programme for the 2008–2012 Period*, and the bill on foreign development cooperation and humanitarian aid should be finalised in 2009. The Ministry of Foreign Affairs (MFA) is to become the coordinating ministry of Czech ODA and should hold full authority over development cooperation by 2010. By that time, the bill on foreign development cooperation and humanitarian aid should be in force. Now is thus a suitable time for negotiating changes, and encouraging the inclusion of peacebuilding and conflict-sensitive approaches into other strategic documents, policies and ODA of the Czech Republic. This is because two key documents are now being prepared (*The Concept of the Czech Republic Foreign Aid Programme for the 2008-2012 Period* and a Bill on foreign development cooperation and humanitarian aid). NGOs are usually far more flexible and not so dependent on politics. They are also often the ones that implement ODA projects. Furthermore, NGOs are important in raising public awareness about such work. They therefore have much to offer Czech ODA as consultants. Developing greater cooperation with them will, however, require more professional capacity-building in the MFA.

Important sources for this report were interviews with key actors of Czech ODA, including representatives of the MFA, the Czech Development Agency (CDA) and NGOs engaged in development issues. The majority of interviewees for this report judge the current Czech ODA's orientation positively, especially as regards the current transformation of the system, and anticipate changes aimed at more efficiency and better quality of Czech ODA. The cooperation of the MFA, CDA and NGOs is assessed as being very good too. A significant advantage is the fairly long tradition of Czech ODA and the transformative experience of the Czech Republic from a communist regime to democracy.

Yet there are specific objections concerning various areas of Czech ODA. The main objections raised by NGO representatives regards the high number of 'priority countries', some of which are in fact middle income countries, and thus not officially eligible for ODA under OECD-DAC guidelines.<sup>6</sup> Moreover, funding for 'priority countries' is often lower than that dedicated to the Czech Republic's 'non-priority countries', as was the case with China, India, Pakistan and Ukraine in 2005.<sup>7</sup> The fact that the Czech Republic is reducing its ODA, and is thus probably not going to comply with its commitment to the EU to increase Czech ODA to 0.33 percent of Gross National Income (GNI) by 2015 is widely criticised by NGOs. The confusion between ODA and the promotion of Czech industry and trade is perceived as a major persistent problem by NGOs, because many ODA projects are still only considered as opportunities to increase Czech exports – especially those administered by the Ministry of Industry and Trade. For example, the embassy representatives in recipient countries that are responsible for selecting suitable ODA projects for implementation do not have proper development backgrounds, or might even have a conflict of interests (as commercial attachés might be more likely to choose projects that will enhance Czech trade opportunities).<sup>8</sup> The overly-broad definition of Czech ODA's sectoral priorities seems to be inadequate as well. An opinion shared in many of the interviews with NGO representatives and during consultation with

Ondrej Horky, the expert consultant for this report, is that the overall orientation of Czech foreign policy is poorly connected with the aim of ODA and that there is no uniform conception about ODA.

Czech ODA requires a sophisticated evaluation system, not only related to the administration and procedures, but most importantly to the actual project results. This is expected to be initiated during the current transformation of Czech ODA. As a donor, the Czech Republic should also learn from experienced foreign donors, such as the European Commission's Humanitarian Aid Office (ECHO).<sup>9</sup> The most important lessons for implementing ODA projects gained from everyday experience, according to NGOs interviewed, is a genuine interest in project results, know-how of the specific context, presence on site, active promotion of consultations and in-field monitoring.<sup>10</sup> These would require more expertise capacity. With quite a strong "anti-development" faction<sup>11</sup> in the Czech Republic, NGOs also expressed a need for more advocacy organisations to support (and even defend) development assistance.<sup>12</sup>

As mentioned above, peacebuilding is a rather unknown concept in the Czech Republic at the theoretical level, although certain elements of it can be found in Czech ODA. However, in terms of the number of projects implemented, peacebuilding is exceptional. After all, as can be seen in the statistics of Czech ODA for 2005, the majority of development projects realised focus on investments and technical support, which do not meet the stated definition of peacebuilding. The long-term orientation of peacebuilding projects is vitally important, yet this can be a problem with Czech ODA, as the projects financed from the budget of the Czech Republic are bound to each fiscal year. Of course there are and can be multi-year projects, but the annual funding cycle can be problematic, especially when a project is co-financed by the Czech Republic and long-term foreign aid programmes.

**Keywords:** Czech Republic, peacebuilding, ODA

## ACRONYMS

<b>ADRA</b>	Adventist Development and Relief Agency
<b>CDA</b>	Czech Development Agency
<b>CIDA</b>	Canadian International Development Agency
<b>CIMIC</b>	Civil Military Cooperation
<b>CONCORD</b>	European NGO Confederation for Relief and Development
<b>CSOs</b>	Civil Society Organisations
<b>DAC</b>	Development Assistance Commission
<b>ECHO</b>	European Commission's Humanitarian Aid Office
<b>FoRS</b>	Czech Forum for Development Cooperation
<b>GNI</b>	Gross National Income
<b>IfP</b>	Initiative for Peacebuilding
<b>IGPN</b>	International Gender Policy Network
<b>ISAF</b>	International Security Assistance Force
<b>LDCs</b>	Least Developed Countries
<b>MDGs</b>	Millennium Development Goals
<b>MFA</b>	Ministry of Foreign Affairs
<b>NATO</b>	North Atlantic Treaty Organisation
<b>NGO</b>	Non-governmental organisation
<b>ODA</b>	Official Development Assistance
<b>OECD</b>	Organisation for Economic Cooperation and Development
<b>PR</b>	Public relations
<b>PRTs</b>	Provincial Reconstruction Teams
<b>UNDP</b>	United Nations Development Programme
<b>UNO</b>	United Nations Organisation

## INTRODUCTION

This report focuses on the development assistance of the Czech Republic, in particular on such activities that can be designated as “peacebuilding”.<sup>13</sup> Here, we will examine the role and extent of involvement of key individual actors in the whole Czech ODA process, mainly on the part of the Czech government, civil society organisations (CSOs) – and especially special-interest groups, such as NGOs.. It will also focus on public opinion and awareness regarding ODA, and responses in the media coverage of it.

The purpose of this report is to increase awareness of peacebuilding among national-level stakeholders, including the government authorities responsible for Czech ODA. The report was realised within the framework of the Initiative for Peacebuilding (IfP). It is one of the country case studies on peacebuilding and ODA within the IfP cluster on capacity building and training. The cluster aims to define the gaps and opportunities in this area, while contributing to a better targeting of policies at the EU level. It is designed to serve as a source of information on civil society capacity building in the field of conflict prevention and peacebuilding and also mainstreaming of Gender, human security (people-centred security) and transitional justice. Besides the Czech Republic, IfP also involves research on EU Member States Bulgaria, Greece, Poland, Portugal, Slovenia and Spain.

## METHODOLOGY

This report has been created following the methodology of the IfP. According to this methodology, peacebuilding, as well as cross-cutting issues like transitional justice, human security and gender, were incorporated into this paper's analysis of Czech ODA.

The report focuses on the priority countries of Czech ODA. In some cases, it also concerns certain projects implemented by the Czech Republic outside the priority countries (whether at the official governmental level or at the level of NGOs).

The definition of peacebuilding as it is perceived by the organisations that commissioned this paper, was crucial in the preparation of this report. Because the concept of peacebuilding is used almost exclusively by the academic community in the Czech Republic, it was necessary to identify individual activities of Czech ODA in terms of the given definition:

The concept of peacebuilding embodies a range of actions to identify, establish and support structures for strengthening and consolidating peace. Those actions need to be used and integrated so as to help address underlying drivers of conflict. It is as relevant to societies vulnerable to violent conflict and instability as those already suffering from violence. Whether started before, after or during the eruption of conflict, peacebuilding must be seen as a long-term exercise to change structures, attitudes and behaviours.<sup>14</sup>

The report has been prepared on the basis of available documents concerning Czech ODA and on interviews with the representatives of the MFA, the Czech Development Agency (CDA) and NGOs engaged in development issues, including their special-interest platform, the Czech Forum for Development Cooperation (FoRS).<sup>15</sup> The interviewed people were selected according to the methodology of the IfP (representatives of NGOs and Government were required); the representatives of the key actors of ODA were chosen. Questions following the "Terms of Reference" prepared by the project leaders were used as a basis for the interviews. The questions were the same for both groups of stakeholders (Governmental representatives and NGOs), though there were slight differences according to each respondent's organisation mission. The NGOs were asked to characterise their role in decision-making processes in the system of Czech ODA. They were also asked to compare Czech and foreign grant-making programmes. Very important questions were aimed at peacebuilding – how the NGOs understand this term, which of their activities they consider to be "peacebuilding". There were also more general questions raised – assessing the current objectives of development cooperation; judging the public knowledge of Czech ODA; recommendations. The Governmental representatives were asked to assess the results of ODA development and implementation and to characterise the main strengths and weaknesses of Czech ODA. They also answered questions about the role of NGOs in policy development; and also questions on monitoring and evaluation of Czech ODA.

The work on this report was done between May and September 2008. The authors consulted with Ondrej Horky from the Institute of International Relations in researching and writing this report, and would like to thank him for his invaluable comments.

# 1. COUNTRY CONTEXT OVERVIEW

## 1.1. CZECH OFFICIAL DEVELOPMENT ASSISTANCE AND ITS GOALS

Czech ODA's goals are elaborated by the MFA, which consults NGOs and other experts during the process. The MFA then submits its proposal to the Czech Government for approval. The Czech ODA priorities are defined according to the general principles included in the Resolution of the Government of the Czech Republic No. 302/2004 and in the latest ODA concept.<sup>16</sup> The principle goals of ODA are described in the Resolution of the Government of the Czech Republic No. 302 in 2004. They include: 'poverty reduction in developing countries; economic and industrial development; gradual integration of partner countries into the global economy; rural development, promotion and consolidation of democracy, human rights and good governance; introduction of principles of lawful conduct; migration control; sustainable development with a focus on environmental protection; and post-conflict reconstruction'.<sup>17</sup> Poverty reduction cannot, therefore, be considered the principle goal of Czech ODA, but rather one of several goals.

While defining the ODA priorities, the Czech Republic takes into consideration international resolutions:

The Czech Republic adopts a multi-dimensional approach to the reduction of poverty, that is, accepting that poverty cannot be understood just in terms of economy as being simply low level of income per head of population, but also taking into account other social and environmental factors. Hence, the Czech Republic fully supports the so-called international development targets (e.g. Millennium Development Goals, or MDGs) adopted at several UN international conferences in the 1990s and confirmed by the 2000 UN Millennium Summit. The main target is by 2015 to decrease the number of people living in absolute poverty by half.<sup>18</sup>

However, the commitment to meet the MDGs is not proclaimed in any official document of the Czech Republic. There are only indirect references in the commitments to UN and other international organisations.

The year 2007 is considered to be a turning point for Czech ODA, when a number of fundamental documents were adopted and the foundations were laid for significant institutional changes. The changes were announced by the Resolution of the Government of the Czech Republic 'Transformation of the Czech Republic Development Cooperation of 19th September 2007'.<sup>19</sup> For the purposes of this report, the overview of Czech ODA is divided into two parts: the periods before and after the establishment of the Czech Development Agency.<sup>20</sup>

## 1.2. CZECH OFFICIAL DEVELOPMENT ASSISTANCE BEFORE 2007

This period was characterised by the dispersal of responsibility for ODA among different Czech government ministries each of which had its own grant subsidy system and own budget for ODA. Besides the MFA, the following ministries were responsible for the implementation of the ODA programme: Ministry of Transport, Ministry of Finance, Ministry of Labour and Social Affairs, Ministry of Industry and Trade, Ministry of Education, Youth and Sports, Ministry of Interior, Ministry of Agriculture, Ministry of Health, and Ministry of the Environment.

The Czech ODA system was further complicated by the connection of ODA with the promotion of Czech industry, trade and investments for business purposes. This connection was obvious especially in projects administered by the Ministry of Industry and Trade and the Ministry of Traffic, since these ministries consider ODA as an

opportunity for increasing Czech export. Czech ODA was thus criticised not only by the local MFA, academia and NGOs, but also by foreign authorities, including the EU, The World Bank and OECD.<sup>21</sup>

The Czech Republic, nevertheless, has not quite abandoned linking ODA and Czech industry, trade and investments, changes in the ODA system having only started this year. This transition period will last until 2010 at least, when the MFA will become the main coordinating authority of Czech ODA.

### 1.3. CZECH OFFICIAL DEVELOPMENT ASSISTANCE IN 2008

On 19th September, the Government of the Czech Republic (by Resolution No. 1070) approved the transformation of the ODA system, including the establishment in January 2008 of a state organisational unit. This new implementation agency, the Czech Development Agent (CDA), started its activities on 1st January 2008. The CDA will gradually take over the administration and monitoring of the development projects from the individual ministries (the process should be completed in 2010). The Council for Development Cooperation, also founded on 1st January 2008, is an interdepartmental coordinating body within the Czech ODA and the advisory body for the MFA.<sup>22</sup> The release of a new concept of Czech ODA for 2008–2012 is now expected, and should be released in 2009.

The rehaul of the Czech ODA system has been hindered, however, by certain shortcomings, especially as regards its conception (persisting from the previous period, when there was no single coordinating body for a long time). There is a lack of personnel and professional capacities, there neither being enough qualified experts at the MFA nor CDA. This has resulted in delays in preparing *The Concept of the Czech Republic Foreign Aid Program for the 2008–2012 Period*. The process of transformation of the system of Czech ODA is, however, seen positively by all interviewees in general. The forthcoming bill on foreign development cooperation and humanitarian aid should, moreover, facilitate more efficiency in the system. It should come into force in 2011 after having passed the interdepartmental proceedings in September 2008.<sup>23</sup> However, information regarding this bill and its proceedings has not yet been provided to the public, and the draft could not be obtained through interviews for this report.

### 1.4. CZECH OFFICIAL DEVELOPMENT ASSISTANCE ACTORS

**International actors** have a major influence on Czech development policy formation. These include, above all, the OECD, UN and EU. The United Nations Development Programme (UNDP) and the Canadian International Development Agency (CIDA) played a significant role in forming Czech ODA, helping to establish the Development Centre (transformed into the Czech Development Agency in 2008). They also supported a number of study trips and training of experts (both governmental and non-governmental) in the field of development cooperation, with the aim of strengthening Czech capacities in the field of ODA.<sup>24</sup> As a candidate country for accession, the Czech Republic also received EU support in forming its national development policy in 2003–04. During this period, substantial changes took place in the Czech's institutional systems, in preparation for joining the EU, and ODA began to be seen as an important institutional sector, especially within the MFA.

**The Government of the Czech Republic** approves the Czech ODA “Concepts” (basic documents for a 4–5 year period),<sup>25</sup> including the sectoral and territorial priorities, and approves the country strategy papers for the priority countries. The **MFA** is the main ODA coordinator in the Czech Republic, while the **CDA** supports the implementation of the country's ODA.<sup>26</sup> Other actors include **NGOs**, united in the FoRS platform, the **academic community**, as well as the **private sector**, represented by the Business Platform for Foreign Development Cooperation. As regards the self-governing units and municipalities of the Czech Republic, only exceptions can be mentioned that are engaged in providing the ODA. The Olomouc and South Moravia regions, for example, and the chartered city of Brno, all provide ODA, while the Capital of Prague is preparing ODA projects in cooperation with the non-profit sector.<sup>27</sup>

Political support for Czech ODA is rare and it is typically a matter of politicians across the political spectrum taking an individual interest in the issue. However, their activities are not supported by any inter-governmental

institution, such as governmental committees. Moreover, the Czech prime minister does not see ODA as a priority among foreign affairs/policy. The Czech president is even more sceptical of ODA, considering the free market the only effective tool of foreign assistance.<sup>28</sup>

The 2006 statistics give us an idea of the volume of ODA.<sup>29</sup> In 2006, Czech ODA comprised technical assistance including scholarships (12 percent of the total), investment projects (5 percent), special reconstruction programmes (8 percent), humanitarian aid (6 percent), assistance to refugees in donor countries (5 percent), debt relief (9 percent) and administrative costs, including public awareness (3 percent). This makes 48 percent in total for bilateral activities, while multilateral assistance (including EU) amounted to 52 percent of the total ODA. Multilateral assistance includes UN (6 percent), EC (83 percent), World Bank Group (4 percent) and other agencies (7 percent). Total Czech ODA in 2006 totalled €151.5 million (CZK 3,636.9 million).<sup>30</sup>

The outlook for years 2009 and 2010 depends on a moderate increase in the percentage of multilateral cooperation. The total volume of Czech ODA planned for 2010 amounts to €144 million (CZK 3,458 million).

## 2. OFFICIAL DEVELOPMENT ASSISTANCE IN THE CZECH REPUBLIC

### 2.1. SECTORAL AND TERRITORIAL PRIORITIES OF CZECH OFFICIAL DEVELOPMENT ASSISTANCE

The Czech Republic applies a programme approach in the ODA, which is laid out in the Resolution of the Government of the Czech Republic No. 302 from 2004.<sup>31</sup> This resolution defined some countries as long-term priorities (Angola, Bosnia and Herzegovina, Moldova, Mongolia, Serbia, Vietnam, Yemen and Zambia) and some as medium-term priorities (Afghanistan, Iraq). According to available Czech ODA statistics, the ten leading aid recipients also include many non-priority countries (according to DAC list of ODA recipients for 2005-2007 some of these non-priority countries should not be counted as part of ODA, but they are included in the Czech ODA statistics.) In 2006, these included Belarus, Egypt, Indonesia and Ukraine.<sup>32</sup> The priority countries in the list (Angola, Moldova, Yemen and Zambia) received less aid than those non-priority countries. Czech bilateral ODA is also directed to non-priority, or 'project', countries (Cambodia, Ethiopia, Kosovo and the Palestinian territories). Belarus, Bosnia and Herzegovina, Cuba, Georgia, Iraq, Moldova, Myanmar, Serbia and Ukraine are also supported through the programmes of transformation cooperation. Transformation cooperation focuses on creating and consolidating democratic institutions in recipient countries, respecting the rule of law, civil society and good governance principles.<sup>33</sup>

The sectoral priorities of Czech ODA are defined in the strategic documents of the Czech Republic (country strategy papers).<sup>34</sup> In general, the sectoral priorities are determined very broadly, which is related to the past (and still persisting) practice of managing ODA projects through many different ministries. The general aim in terms of the Czech ODA is 'in line with efforts of international community to reduce poverty in the less developed parts of the world. Poverty is recognised as being the greatest obstacle to sustainable social and economic development'.<sup>35</sup> Gender mainstreaming is also present in *The Concept of the Czech Republic Foreign Aid Program for the 2002-2007 Period* of December 2001 (noted by the Czech Government in Resolution No. 91 in 2002), but is not perceived as a sectoral priority.<sup>36</sup> It appears as a cross-cutting issue in all country strategy papers for the priority countries though.<sup>37</sup> Much information about gender aspects of Czech ODA can be found in the recent analysis by Kristina Kosatíková in 'A Gender Analysis of the Czech Republic Developmental Aid'. As she states in her paper, reference to gender in Czech ODA is considered a formality rather than a priority, even among NGOs:

According to the MFA publication *International Development Cooperation of the Czech Republic*, gender is considered as a cross-cutting issue, in the same way as environment, promotion of civil society etc. These cross-cutting issues are taken into consideration during implementation of every project. Drawing on available information such as goals of development aid or assistance given to education and health, it can be assumed that special attention is given to girls and women who continue to be in the least fortunate conditions in targeted countries... Up to now, development cooperation of the Czech Republic did not include gender, except a brief statement with reference to cross-cutting issues... Nevertheless, there seem to be at least some will to include gender in development cooperation. At the moment, Ministry of Foreign Affairs of the Czech Republic knows about this deficit and NGOs working together with the Ministry on development cooperation are willing to fill this gap. Yet, Czech women NGOs do not seem to be interested in this cooperation. International Gender Policy Network (IGPN) is the only gender organisation that is a member of the national platform [the Czech Forum for Development Cooperation (FoRS)].<sup>38</sup>

The sectoral priorities are different in individual states, being defined especially upon the analysis of priorities of a partner country and upon its macroeconomic, political and social situation. Consultations with the Czech ODA stakeholders and analysis of the situation on site in a particular receiving country play an important part in determining priorities.<sup>39</sup>

The country strategy papers for the priority countries define the following sectors:

- Social development (Afghanistan, Iraq, Mongolia, Serbia and Vietnam);
- Industrial development (Afghanistan, Bosnia and Herzegovina, Mongolia, Serbia, Vietnam and Yemen);
- Education (Afghanistan, Angola, Iraq, Moldova and Yemen);
- Health (Iraq, Serbia and Zambia);
- Agriculture (Afghanistan, Angola, Bosnia and Herzegovina, Vietnam, Moldova, Mongolia, Yemen and Zambia);
- Migration and security (Bosnia and Herzegovina, Iraq, Moldova, Serbia);
- Environment (Moldova, Mongolia, Serbia, Vietnam and Zambia); and,
- Transport (Afghanistan, Bosnia and Herzegovina, and Serbia).

Currently, discussions are in progress to re-evaluate some priority countries and the opinions of how to prioritise selected geographical areas and sectors.<sup>40</sup> The updated list of the priority countries should be included in the forthcoming *Concept of the Foreign Aid Programme of the Czech Republic for the 2008–2012 Period*.

## 2.2. COMPLIANCE WITH THE COMMITMENTS

Under a resolution of the European Council of May 2005, the new EU Member States undertake to 'strive towards increasing the share of funding in ODA to 0.17 percent of GNI in 2010 and 0.33 percent of GNI in 2015'.<sup>41</sup> The current development of Czech ODA shows that the Czech Republic will probably not comply with this commitment. The expected share of Czech ODA will be 0.09 percent of GNI in 2010.<sup>42</sup> The reason for this shortfall is that the Ministry of Finance (which proposes the state budget) is holding up the proposals to increase the share of ODA. This is because of the reform of public finance. The Ministry of Finance states that first the whole system of Czech ODA needs to be reformed before finance is increased. The Ministry of Finance is not "hearing" the arguments that the Czech Republic, being a part of the EU, is obliged to fulfil its commitments for increasing funding in ODA.<sup>43</sup>

## 2.3. THE PRINCIPLE STAKEHOLDERS OF CZECH OFFICIAL DEVELOPMENT ASSISTANCE – A MORE DETAILED CHARACTERISATION

The Government of the Czech Republic approves of the concept of the foreign aid programme embracing the sectoral and territorial priorities and the medium-term outlook for ODA, and approves of the country strategy papers on cooperation with the priority countries. The Government also approves of the ODA sectoral strategies in the priority sectors, approves of the Czech multilateral ODA strategies and bilateral ODA plan for the following year, as well as the medium-term funding outlook for next two years. Another task of the Government is to discuss the evaluation of ODA implementation in the previous year, approve of the individual cases for providing humanitarian aid abroad to the figure of more than €0.2 million (CZK 5 million), and decide on debt relief or restructuring of the Czech Republic's debts to developing countries.<sup>44</sup>

The MFA was appointed the main coordinator of development cooperation within the Czech ODA transformation. The MFA prepares the concepts of the foreign aid programme and country strategy papers in cooperation with the priority countries, updates the medium-term outlook for the ODA in cooperation with the Ministry of Finance, and arranges for independent evaluation of the country strategy papers. It also controls the CDA, informs the public about Czech ODA and promotes development education. Other duties of the MFA include providing for implementation of the transformation cooperation projects and making decisions on providing of humanitarian aid abroad (of up to €0.2 million/CZK 5 million). The Development Cooperation and Humanitarian Assistance Department (Section for Non-European Countries and Development Cooperation) is charged with performance

of these duties at the MFA. The Human Rights and Transformation Policy Department, of the Security and Multilateral Issues Section, also falls under Czech ODA.

Other ministries should remain involved in ODA after the transformation, by being members of the Council for the Development Cooperation, apart from the Ministry of Education and Ministry of Finance.

**The Ministry of Education**, in cooperation with the MFA, provides government scholarships at state universities in the Czech Republic to citizens from developing countries. The terms of reference of the **Ministry of Finance** are to administer the budget, relieve debts and report on the ODA. It assesses and relieves or reduces Czech debts to developing countries on a bilateral basis, while cooperating on debt relief for heavily indebted developing countries in terms of multilateral initiatives. It also cooperates with the MFA in updating the medium-term outlook of the ODA.

The aim of **the CDA** is to support the implementation of Czech ODA. In accordance with the Resolution of the Government of the Czech Republic No.1070 in 2007 on the transformation of the Czech Republic development cooperation, the CDA continues in the activities of the Development Centre which had an important advisory, communication and educational part in the ODA system until 2007. The tasks of the newly founded CDA are mainly to identify issues of cooperation in the priority countries, to formulate the country strategy papers and tender documents, to cooperate in preparing documents for subsidy tenders of the MFA, and to call for and administer tenders. The CDA also enters into contracts with suppliers of goods, services and work within ODA projects, controls and regularly checks the implementation of projects, and informs the public about ODA planning and implementation.

The Czech Government established the **Council for Development Cooperation** as an interdepartmental body in the field of the ODA and approved of its Charter. The Council will ensure coordination and coherence of the ODA, and will provide recommendations to the Minister of Foreign Affairs, who is responsible to the Government in terms of the Act Establishing Ministries and Other Central Bodies of State Administration of the Czech Republic. The Council will be allowed to comment on all fundamental documents of the ODA, especially on those which the MFA presents to the Government. The Charter lists the central bodies of state administration, the representatives of which shall be members of the Council, and specifies the rules of operation of this Council.

The chairman of the fifteen-member Council, who is usually the Deputy Minister of Foreign Affairs with subject-matter competence, is appointed and dismissed by the Minister of Foreign Affairs. Other members of the Council are representatives from the Ministry of Transport, Ministry of Finance, Ministry of Labour and Social Affairs, Ministry of Industry and Trade, Ministry of Education, Youth and Sports, Ministry of Interior, Ministry of Health, Ministry of Agriculture, Ministry of the Environment, Ministry of Culture, Ministry of Defence, Office of the Government of the Czech Republic - Office of the Vice Prime Minister for European Affairs, State Office for Nuclear Safety and Czech Statistical Office. The associated members of the Council are a representative of the CDA and one representative from each of the following non-governmental subjects engaged in ODA: FoRS and Business Platform for Foreign Development Cooperation. The associated members of the Council participate at the session of the Council and have advisory votes.

The Czech NGOs engaged in ODA, development education and humanitarian aid are part of the FoRS platform.<sup>45</sup> This platform supports transparent and more effective systems of ODA, to increase the volume of the funds for the fight against poverty and to improve the living standards of people in the priority countries. FoRS was founded in September 2002 as an expression of the common effort of Czech NGOs to share their experience, coordinate their activities, educate their own staff, represent common attitudes, and build open dialogue with the MFA, Czech Government, Parliament, and other Czech and international institutions and organisations in the field of development. In 2003, FoRS became one of the founding members the European NGO Confederation for Relief and Development (CONCORD). FoRS activities are financed by the members' fees, MFA grants, the Regional Partnership Programme for Austria and New Member States (RPP) of the Austrian Government and Czech MFA, CONCORD, the Trialog project, European Commission projects and other grants (e.g. the Presidency Fund).<sup>46</sup>

**The Business Platform for Foreign Development Cooperation** (founded in 2008) brings together businesses operating in the Czech Republic. The aim of this association's activities is to promote the participation of Czech companies in development projects in developing countries, to facilitate the change of the Czech ODA system, while representing the interests of the business sector, and also to create coherence between the ODA principles and the promotion of the Czech producers' export activities. The task of the Platform is to monitor the project plans in the field of both Czech and foreign ODA, to provide counselling to interested bidders in tenders for development projects, search for experienced partners and communicate with the representative offices of the Czech Republic and EU delegations in developing countries. The entity was legally established as an association in 2007.<sup>47</sup>

## 3. PEACEBUILDING AND CZECH OFFICIAL DEVELOPMENT ASSISTANCE

There is no general consensus in the Czech Republic regarding the definition of peacebuilding either at the academic or international level. For the purposes of this report, therefore, we are focusing especially on the states where violent conflicts are in progress or where further outbreaks are imminent. Post-war restoration is also perceived as prevention of the recurrence of violent conflict, and thus we will include this.

The concept of peacebuilding is used very little within the context of Czech ODA. For most of the authors' research respondents, it was a vague concept. Some of them knew it exclusively in relation to military operations and post-war restoration. Only two respondents considered peacebuilding in a wider context, classifying, for instance, transformation cooperation projects or civil society capacity-building in this category.<sup>48</sup>

Taking a closer look, it is obvious that many ODA activities implemented by the Czech Republic have features that correspond to the above-mentioned definition of peacebuilding. Similarly, peacebuilding can be identified among the Czech ODA goals proclaimed in the Principles of International Development Cooperation upon the Czech Republic's Accession to the EU.<sup>49</sup> These include above all: promotion and consolidation of democracy, human rights and good governance; introduction of principles of lawful conduct; and post-conflict reconstruction.

In the field of bilateral cooperation, Czech ODA is divided into:

- Projects (development projects, scholarships, transformation cooperation)
- Humanitarian aid
- Assistance to refugees
- Debt relief
- Civilian missions
- ODA administrative costs

Of these, this report only deals with development projects, transformation cooperation projects and civilian missions, as they best correspond to its focus on peacebuilding activities.

### 3.1. DIFFERENT OFFICIAL DEVELOPMENT ASSISTANCE PEACEBUILDING PROGRAMMES

#### 3.1.1. TRANSFORMATION COOPERATION

The Transition Promotion Programme is an important peacebuilding activity of the Czech Republic, and has been complementing the Czech ODA system since 2005. This programme is managed by the separate Department for Human Rights and Transformation Policy at the MFA. The transformation cooperation focuses on creating and consolidating democratic institutions in recipient countries, respecting the rule of law, civil society and good governance principles. It is being implemented mainly through projects aimed at educating, raising awareness and sharing experiences of non-violent resistance against totalitarian systems, and the social transformation process, similar to what the Czech Republic underwent in the 1990s. It is also characterised by systematic cooperation with civil society groups and NGOs. The countries of priority interest for transformation cooperation are: Belarus, Bosnia and Herzegovina, Cuba, Georgia, Iraq, Moldova, Myanmar, Serbia and Ukraine. €2.1 million (CZK 50 million) will be earmarked for these activities for 2009.<sup>50</sup>

The Transition Promotion Programme is implemented in part directly by the Human Rights and Transformation Policy Department of MFA (approximately 15 percent), which will be, for example, monitoring the election process in the above-mentioned countries, purchasing advertising space in Byelorussian newspapers, or sending material assistance to the network of independent libraries in Cuba. The other part of the transformation cooperation is carried out by NGOs and other entities such as universities from the subsidies granted by the MFA.<sup>51</sup> In 2007, the majority of projects were launched by the NGO *Člověk v tísni* (People In Need), which has been engaged in the promotion of democracy and human rights on a long-term basis.

Besides their projects in Myanmar, People In Need's project entitled 'Transformation of Iraqi Society, promotion of civil initiatives, local self-governments and their mutual cooperation', can also be considered a peacebuilding project. According to People In Need, the mutual distrust between the individual groups, whether religious, political or national, is currently a big problem in Iraq. The project, therefore, focuses on starting and developing cooperation and dialogue between important parts of civil society and local government – including CSOs, the commercial sector, and other prominent members of society. Applying specific activities, it promotes citizens' involvement in governance, the region's commercial development, the role of CSOs in defining and implementing development projects, and the ability of local governments to listen actively to the needs of individual groups and cooperate to meet their needs.<sup>52</sup> The results of the transformation cooperation projects are difficult to measure, as the changes concerned are primarily taking place in the peoples' minds (e.g. respect for institutions, participation in the functioning of society etc.). However, experience warns donors not to retreat from the target countries too early. According to Gabriela Dlouhá, Head of the Human Rights and Transformation Policy Department, 'at least one generation must be replaced by another before we can see the results'.<sup>53</sup>

### **Cross-cutting issues: transitional justice and human security**

Some of the activities that fall within the sphere of transformation cooperation fulfil human security and transitional justice aims. As regards transitional justice, transformation cooperation includes those fields critical to "social transformation", including the justice system, reform of special services and of the army, restitutions, and rehabilitation of political prisoners. The programme concept also lists as one of its priorities as 'assistance in resolving problems related to undemocratic rule, and/or to the practice of repressive regimes... provision of support to persecuted persons or groups (e.g. mediation of material, legal, psychological assistance)'.<sup>54</sup>

Although not referred to as "transitional justice", it is clear that transformation cooperation activities seeks to assist in transforming undemocratic and/or repressive regimes by promoting reform of abusive institutions and providing support to and seeking justice for victims of human rights abuses. This programme concept also recognises human rights abuse, lack of rule of law and undemocratic governance as key contributors to conflict, instability and insecurity. The corresponding emphasis on human rights protection, rule of law, and active participation of civil society in recipient countries as key to development demonstrates that the Czech MFA is familiar with the concept of human security as well, although there is no reference to the concept as such. It is clear that there is a need for more capacity building and awareness raising about these concepts amongst the Czech institutions.

### **3.1.2. PROVINCIAL RECONSTRUCTION TEAMS IN AFGHANISTAN**

Besides the "common" ODA provided to Afghanistan (as one of the medium-term priority countries), the Czech Republic also engages in the work of provincial reconstruction teams (PRTs).<sup>55</sup> These teams' activities are one of the determining factors essential for the overall stabilisation of Afghanistan. The Czech Republic took over the PRT in the Logar province and began working there on 19th March 2008. Besides the military presence, the Czech Republic's contribution to civil reconstruction is represented by a team of civil experts, consisting of eight civil experts and 200 soldiers. €3.3 million (CZK 80 million) was earmarked for the PRT project in Logar 2008 (Resolution of the Government of the Czech Republic No. 928/2007) which is expected to rise to €3.75 million (CZK 90 million) in 2009.

The conception of PRTs developed from the American 'Coalition Humanitarian Liaison Cells' project. Now PRTs are an inherent part of the International Security Assistance Force (ISAF) mission under the direction of NATO. Aside from the project head, the civilian component of the Czech PRT includes a project manager, civil engineers for technical supervision and construction planning, a PR specialist, a security expert and an agriculture expert.

The PRT's current development priorities under the direction of the Czech Republic are:

- In the field of economic and social development: Increased contribution to public health and education levels; promotion of agricultural development; projects in environment and sustainable use of natural resources;
- In the field of governance, the state respecting the rule of law and human rights: Capacity-building in the state administration at the provincial level, and promotion of the civil society development; and,
- In the field of security (security sector reform): Assistance in training/building of the Afghan National Police and army (depending on its presence in the province).

The main task of the Czech PRT is to assist the Afghan government in developing the Logar province, while ensuring a stable environment. The civil experts therefore work together with Afghan experts in extensive, long-term development projects. In urgent cases, and after considering all possible impacts, both the civil experts and soldiers from the Civil Military Cooperation (CIMIC) prepare so-called 'quick impact projects'. These mostly concern small-scale projects (minor repairs to schools, supplies of medicine and equipment for hospitals).

As far as the long-term projects are concerned, they are now being implemented in the following fields: agriculture (construction of cooling equipments, market research, and assistance to local farmers in joining the markets, construction of milk collection centres); water and water sources (reconstruction of traditional irrigation systems, reconstruction of the Surkhab dam in the Mohammad Agha district); education (reconstruction and completion of current schools, material equipment supply for and construction of new schools for girls and boys – in autumn this year, the repaired schools will be filled with more than 11,000 children who previously had no possibility of education, or studied in outdoor tents).<sup>56</sup>

### 3.1.3. DEVELOPMENT PROJECTS

As has been mentioned, the following priority countries are supported within the ODA: Angola, Bosnia and Herzegovina, Moldova, Mongolia, Serbia, Vietnam, Yemen and Zambia; Afghanistan and Iraq are classified as 'medium-term priorities'. Michal Kaplan from the Development Cooperation Department at the MFA says the Czech Republic seeks to stabilise a number of areas by promoting economic development.<sup>57</sup>

The thematic orientation of the ODA in individual countries has features of peacebuilding in some cases, which can be seen in the country strategy papers and their priorities in particular countries. The principal aims of assistance are always complemented by cross-cutting issues. These include, above all, capacity-building of state administration, promotion of civil society, equality between men and women, promotion of community development, promotion of human resources development, and sustainable return of refugees.

Certain elements of peacebuilding can be found right in those priority countries that are coping with armed conflicts that took place in the remote or recent past. Nevertheless, the fact remains, that it is not always possible to find implemented projects that correspond with the above mentioned cross-cutting issues.

In the country strategy paper for Angola, for instance, some elements of peacebuilding can be seen in the field of agriculture and countryside development. The programme says that the 'development of economic activities in rural Angola is also essential to the successful post-civil war reintegration of demobilised former fighters and internally displaced persons, and thus is a requirement for harmonious post-conflict reconstruction'.<sup>58</sup> On examining the projects actually implemented, however, it gives the impression that little attention is paid while investing in rural development to the direct reintegration of former fighters and refugees. Educational projects represent a distinct exception; but one of them was criticised for not having fulfilled a gender-sensitive approach.<sup>59</sup> While latent conflict in the Transnistria area of Moldova is a big challenge both for transformation cooperation and for development projects, the specific region of Transnistria is referred to as a priority area only for transformation cooperation.

In other post-conflict countries (Bosnia and Herzegovina, Serbia) one especially encounters promotion of economy and social sector transformation, as well as training for the state administration (training for the police managements of Serbia and Bosnia and Herzegovina).

Although not quite corresponding to the definition of peacebuilding as given, we consider it important to mention a project of the humanitarian organisation, the Adventist Development and Relief Agency (ADRA) in Šumadija District, Serbia. It is represented by a centre for domestic violence victims, which the ADRA Czech Republic started supporting in September 2006. The project is scheduled to end in December 2008. ADRA Czech Republic and its partner organisations, Oaza sigurnosti and ADRA Serbia, runs an advisory centre with a 24-hour telephone line and an asylum for its clients. Through more awareness and cooperation between the police, self-government and the Centre for Social Care, ADRA also tries to change the perception of domestic violence among the public.<sup>60</sup>

The peacebuilding effort is not specifically mentioned in other priority countries, perhaps with the exception of Vietnam, where the programmes focus on 'social tension reduction' by creating new job opportunities, social protection of the population (especially of the most vulnerable groups) and fighting against social exclusion.<sup>61</sup> The 'Assistance to Health and Socially Disadvantaged People' project is being implemented between 2006 and 2009 in a mountain location, which was subjected to area bombing by the US during the Vietnam War. The Viets moved into the area in the post-war period, gradually becoming a majority national group. The project is supposed to contribute to the integration of the socially excluded in the municipality and to improving the social and economic situation of the population.<sup>62</sup>

Afghanistan and Iraq, countries with armed conflicts in progress, have a specific status both in the Czech ODA structure and in terms of this report. The PRT in Afghanistan's province Logar was mentioned, which can be definitely designated as a peacebuilding activity. Similarly, the training of the Iraqi police can be designated as such. As both of these activities are implemented within the military aid budget (as civilian activities falling within military aid are counted as ODA), the way a part of the population in recipient countries perceives them is rather problematic. The Czech Republic is also engaged in the reforms of the Iraqi criminal justice system within the civil mission of the European Security and Defence Policy, the EU Integrated Rule of Law Mission for Iraq (EUJUST LEX).<sup>63</sup>

Since the beginning, development assistance to Iraq was aimed at post-war reconstruction and restoration, including, in most cases, reconstruction in the fields of economy, industry, ecology, power engineering, transport infrastructure and public health. The training within the development projects promoted by the Czech Republic was aimed particularly at these fields.

The Czech Republic also supports other 'project countries', which are not included in the main ODA priorities, such as Cambodia, Ethiopia, Kosovo and the Palestinian territories. The non-priority countries include those identified by the Ministry of Interior (Armenia, Georgia, South Caucasus, Ukraine, and Central, South and Southeast Asia).

Considering the latest development of the situation in Georgia, the MFA has announced a subsidy programme for this country, recently affected and still endangered by armed conflict. Besides the instant humanitarian aid and reconstruction of damaged premises, subsidies have been announced for projects aimed at long-term development cooperation with a special focus on areas of education, health and social care, promotion of local administration and self-government capacities, civil society development and promotion of employment.<sup>64</sup>

## 4. ROLE OF NGOS, CIVIL SOCIETY, PUBLIC AND MEDIA IN PEACEBUILDING

### 4.1. ROLE OF CIVIL SOCIETY

In the long term, the special-interest civil groups have had relatively good relationships with the MFA in the field of ODA in the Czech Republic, functioning as a valuable partner for consultations. Private companies and NGOs play an irreplaceable role in ODA implementation. They are in agreement with the MFA on many issues and they jointly aim to persuade the Czech Government of the importance of their demands. The founding of FoRS was a big step forward. The Business Platform for Foreign Development Cooperation is another important interest group.

The analysis of needs in defining ODA priorities is carried out by the MFA,<sup>65</sup> as the main coordinator in cooperation with a number of actors, including civil society. Civil society does have a role, albeit mostly advisory, in discussions in both the Czech Republic and the recipient countries. Actors also include the CDA, other ministries, embassies in receiving countries, independent experts, and other donor organisations in a particular country.

As regards peacebuilding, the respondents from NGOs indicate that they carefully decide every step they take in the field of development assistance, especially in countries where violent conflicts are in progress or where further outbreaks are imminent. They make decisions carefully and closely examine the local situation in order to prevent worsening tensions, or even the outbreak of violence. For example, if they require an advisor or service from the local community, they are extremely careful to give opportunities to representatives of all local ethnicities. Although this cannot be done on all projects – as it depends on the local circumstances – this approach can definitely be considered as conflict-sensitive/peacebuilding.

### 4.2. PUBLIC OPINION

The public awareness on Czech ODA can be assessed both on the basis of the opinion polls<sup>66</sup> that took place recently and on the basis of the experience of experts trying to raise knowledge of ODA by organising various campaigns and public education events.<sup>67</sup> Media monitoring is another source of information.

**According to the opinion poll** conducted in the Czech Republic in autumn 2006, more than half of Czech citizens have heard of the government's ODA programme. Only three percent of people think the Czech Republic should not provide any assistance abroad at all. The areas of assistance to poor countries the Czechs consider the most important are: (1) the fight against HIV and AIDS, and other diseases; (2) help for women and children; and (3) promotion of education. The main reasons for the assistance to developing countries are: (1) to help people in need; (2) to help children; and (3) the fight against poverty. The financial volume of the assistance was considered sufficient by 56 percent of respondents. Seventy-nine percent of respondents do not feel well informed about the Czech Republic's assistance to poor countries and most of them would welcome more information. The awareness of the Millennium Development Goals (MDGs) is very low according to this research, with 80 percent of Czechs having never heard of them.<sup>68</sup> The interviews with the research respondents imply that, in principal, the public makes no distinction between humanitarian aid and development assistance.

**The media image** of ODA was studied using the Newton database.<sup>69</sup> The notion of “peacebuilding” rarely appears in the Czech media; indeed, only two relevant mentions were found, one in the professional periodical *Mezinárodní politika* (International Politics) and one on the Czech Radio, informing people about the difference between the concepts of peacebuilding, peacekeeping and peacemaking. The more general inquiry about “ODA” generated more mentions including 14 relevant in total. The overwhelming majority were professional/interest periodicals focused on seminars, grants and subsidies. By far the most records were found when the search was made more general, providing 119 relevant records of more than 300 references, which appeared in a wide range of the media, including the nationwide dailies, TV and radio broadcasting. The information especially concerned Czech ODA, evaluation of the programmes (both positive and negative response) and some articles with rather general discussions on the ODA. Many records relate to specific projects, grant possibilities, or business opportunities. By no means can we say, however, that ODA is an interesting issue for the media, as ODA processes are not completely understood within this sector.

The experience of those launching the **information projects and campaigns** suggests that the awareness of ODA is improving and the interest of (not only young) people in this issue is growing. The two most significant information projects in the Czech Republic are conducted by NGOs with the state's support. These are the ‘Global Call to Action Against Poverty, Czech Republic’ and a project by the People in Need organisation aimed at raising awareness of ODA. The lack of information, or its distortion, seems to be the biggest problem, say the organisers of the ‘Global Call to Action Against Poverty’, Czech Republic campaign (the popular ‘travel’ shows on nationwide Czech TV channels are an example). In comparison to abroad, the ODA issue is not a very attractive one for the media and it takes a great deal of effort to push it through.<sup>70</sup>

People in Need focus both on the general public and on journalists, journalism students and politicians (publishing a specialised bulletin and organising study trips for politicians). The organisation runs the development awareness project ‘Rozvojovka’ and has already organised two nationwide campaigns – ‘Stop Child Labour’ and ‘Virus Free Generation’. Their experience is similar: the issue is not attractive enough for the Czech media, and therefore the organisation tries to process and hand over the information to the journalists while organising training for them, sending them newsletters and inviting them to see the development projects on site (People in Need cover only a small part of the costs for the journalists, the rest usually covered by their newspapers).<sup>71</sup>

# RECOMMENDATIONS

## RECOMMENDATIONS TO EU POLICY-MAKERS

It is necessary to say that the pressure of the EU (or other international actors) is one of the few factors that have a real potential to influence Czech ODA. As was mentioned above, peacebuilding is a rather unknown concept in the Czech Republic on a theoretical level, although certain elements of it can be found in Czech ODA. However, in terms of the number of projects implemented, peacebuilding activities are still limited in number, especially as regards private sector ODA projects.

Recommendations for EU policy-makers are therefore aimed both generally at ODA, but also at conflict-sensitive and peacebuilding approaches within it:

- Stress the usefulness of conflict-sensitive and peacebuilding approaches (such as the declared priorities of Czech ODA: promotion and consolidation of democracy, human rights and good governance; introduction of principles of lawful conduct; and post-conflict reconstruction) and also further develop declarations on these and towards gender mainstreaming; monitor whether these declarations are accomplished (through evaluation, field research among final beneficiaries etc.);
- Encourage the Czech Republic to fulfil its commitments made under the resolution of the European Council of May 2005 to increase its share of funding in ODA to 0.33 percent of GNI by 2015, including a detailed plan of how these financial resources will be raised and channelled into Czech ODA;
- Encourage the Czech Republic to set up an effective evaluation system – both external (independent of the MFA) and internal – in order to improve the ODA system; this could also help with definitively separating the ODA and export promotion;
- Continue supporting the NGO sector in the Czech Republic and recipient countries. The development NGOs in the Czech Republic are very well coordinated (not only thanks to their platform FoRS) and their cooperation with the MFA is very good. There is nevertheless a need to better inform the public about NGOs activities and increase advocacy activities; and,
- Support capacity-building among all relevant actors in the field of peacebuilding (provide information about peacebuilding best practices, trainings on conflict-sensitive and peacebuilding approaches, etc.).

## RECOMMENDATIONS TO CZECH AUTHORITIES

The majority of the research respondents see the current orientation of Czech ODA positively, especially as regards the current transformation of the system, which gives hope for changes aimed at greater efficiency and better quality of Czech ODA. The cooperation of the MFA, CDA and NGOs is seen positively too. A significant advantage of the Czech ODA is its fairly long tradition and transformation experience of the Czech Republic. Yet there are specific suggestions concerning various areas of the Czech ODA.

- Emphasise peacebuilding within ODA, as some aspects of it are declared among ODA priorities (e.g. promotion and consolidation of democracy, human rights and good governance; introduction of principles

of lawful conduct; and post-conflict reconstruction) and further develop these; moreover, make more efforts to fulfil these declarations;

- The current development of Czech ODA shows that the Czech Republic will probably not comply with the commitment to increase its share of funding in ODA to 0.33 percent of GNI by 2015. As a member of the EU, the world's largest development aid donor, Czech governmental authorities should take the Czech Republic's commitments and Czech ODA more seriously, and should fulfil them;
- Further focus on fields where the Czech Republic has strong experience, such as transformation and democratisation processes (especially in post-Soviet and Balkan countries). It is also necessary to encourage the Czech Republic to better focus its ODA (both sectoral and territorial priorities are defined too broadly) and put more emphasis on fighting poverty and not using ODA as a tool to support export;
- Regarding public awareness, first it is necessary to raise awareness of Czech ODA generally, as it is still not perceived as a real issue – both among the politicians and in the media (save for exceptions). However, how to motivate the press to cover Czech ODA remains a big question. Second, enable the public to have better control over ODA funds and make information on ODA projects more available;
- Publish relevant conceptual documents, reports, budgets without delays, and put the law/bill on foreign development cooperation and humanitarian aid into force (the sooner the better);
- Set up an effective evaluation system – both external (independent of the MFA) and internal. This would improve the development aid system (and could also help to definitively separate ODA and export support); and,
- Improve the capacities of the MFA and CDA, which require more experts in development cooperation (as indicated, for example, by the current delays in preparing key documents), especially during the transformation of the Czech ODA system now in progress.

## RECOMMENDATIONS TO THE CIVIL SECTOR

- Czech citizens have a relatively low level of awareness about development aid issues and peacebuilding priorities. By means of campaigns to raise public awareness of poverty, development or humanitarian issues, NGOs should cooperate with the key elements of mass media (press, television, radios) to coordinate awareness-raising activities.
- NGOs should improve their efforts regarding the publication and dissemination of the process, results and impact of their projects in recipient countries in order to attract and gain new financial resources for their future activities and increase public interest in and awareness of ODA activities.

## ENDNOTES

- 1 Government of the Czech Republic (2004). 'Úsnesení vlády České republiky ze dne 31. března 2004 č. 302 k Institucionálnímu zajištění a Zásadám zahraniční rozvojové spolupráce po vstupu ČR do EU' (The Resolution of the Government of the Czech Republic No. 302 of 31st March 2004 on Institutional Support and Principles of International Development Cooperation upon the Czech Republic's Accession to the European Union).
- 2 For more details, see the Organisation for Economic Cooperation and Development (OECD), Development Cooperation Directorate (DCD-DAC), website at <http://www.oecd.org/>.
- 3 Comparison of two opinion polls: Ministerstvo zahraničních věcí (2006). *Výzkum veřejného mínění 11/2006* (The ODA Opinion Poll 11/2006, MFA; 2006); Ministerstvo zahraničních věcí (2004). *Výzkum veřejného mínění 04/2004* (The ODA Opinion Poll 04/2004, MFA 2006). A more recent opinion poll was not at our disposal, aside from the EU Barometer 2007.
- 4 Tomáš Tožička, Coordinator of the Global Call to Action Against Poverty, Czech Republic, Interview by Karolína Kuncová, 23rd July 2008.
- 5 Blanka Medková, Head of the Awareness Projects, *Člověk v tísni* (People in Need), Interview by Karolína Kuncová, 1st August 2008.
- 6 For more details, see the Organisation for Economic Cooperation and Development (OECD), Development Cooperation Directorate (DCD-DAC), website at <http://www.oecd.org/>.
- 7 For more information, see <http://www.mfa.cz/aid>.
- 8 Marek Štys, Director of Relief and Development Department, *Člověk v tísni* (People in Need), Interview by Karolína Kuncová, 22nd July 2008; Tomáš Tožička, Coordinator of the Global Call to Action against Poverty, Czech Republic, Interview by Karolína Kuncová, 23rd July 2008.
- 9 Marek Štys, Director of Relief and Development Department, *Člověk v tísni* (People in Need), Interview by Karolína Kuncová, 22nd July 2008.
- 10 Marek Štys, Director of Relief and Development Department, *Člověk v tísni* (People in Need), Interview by Karolína Kuncová, 22nd July 2008; Daniel Svoboda, Chairman of the Development Worldwide Association, Interview by Karolína Kuncová, 11th July 2008.
- 11 Many important people and organisations with influence on politics and public opinion expressed their quite negative opinions towards development cooperation. For more information on this, see Chapter 1: 'Country Context Overview'.
- 12 Tomáš Tožička, Coordinator of the Global Call to Action Against Poverty, Czech Republic, Interview by Karolína Kuncová, 23rd July 2008.
- 13 For a definition of peacebuilding, see further part of the report.
- 14 Definition provided by International Alert, as part of the Initiative for Peacebuilding consortium. International Alert (January 2007). *Initiative for Peacebuilding Work Plan*. p. 19.
- 15 In producing this report, the authors interviewed the following:  
 Gabriela Dlouhá – Head of the Transformation Transition Program, MFA  
 Karolína Emanuelová – Head of the Foreign Projects Department, ADRA  
 Petr Chalupický – Deputy Director of the Security Policy Department, MFA  
 Michal Kaplan – Special Officer of the Development Cooperation and Humanitarian Assistance Department, MFA  
 Kristina Kosatíková – Coordinator of International Gender Policy Network (IPGN)  
 Jana Krczmářová – Head of the Secretariat of the Czech Forum for Development Co-operation (FoRS)  
 Blanka Medková – Head of the Awareness Projects, *Člověk v tísni* (People in Need)  
 Martin Náprstek – Deputy Director of the Czech Development Agency  
 Daniel Svoboda – Chairman of the Development Worldwide Association  
 Marek Štys – Director of the Relief and Development Department, *Člověk v tísni* (People in Need)  
 Tomáš Tožička – Coordinator of the Global Call to Action Against Poverty, Czech Republic  
 Lucie Bilderová – Volunteer, INEX-SDA/Peace Action Macedonia  
 Šárka Dvořáková – Volunteer, Bayazhan, Kyrgyzstan
- 16 MFA (2001). *Koncepce zahraniční rozvojové pomoci České republiky na období let 2002 až 2007* (The Concept of the Czech Republic Foreign Aid Programme for the 2002-2007 Period); the concept for the next period (i.e. 2008-2012) was not published by 31st July 2008.
- 17 Government of the Czech Republic (2004). 'Úsnesení vlády České republiky ze dne 31. března 2004 č. 302 k Institucionálnímu zajištění a Zásadám zahraniční rozvojové spolupráce po vstupu ČR do EU' (The Resolution of the Government of the Czech Republic No. 302 of 31st March 2004 on Institutional Support and Principles of International Development Cooperation upon the Czech Republic's Accession to the European Union), available at <http://www.rozvojovestredisko.cz/dokumenty.php>
- 18 Ministry of Foreign Affairs, Czech Republic, 'Targets and Principles of the Development Cooperation Programme', at <http://www.mzv.cz/www/MZV/default.asp?id=8622&ido=7633&idj=2&amb=1>
- 19 Government of the Czech Republic (2007). 'Úsnesení vlády č. 1070 ze dne dne 19.9. 2007 - Transformace ZRS ČR; Návrh na transformaci systému zahraniční rozvojové spolupráce ČR – vládní materiál' (The Resolution of the Government of the Czech Republic No. 1070 of 19th September 2007 on Transformation of the Czech Republic Development Cooperation; Proposal to Transform the Czech Republic Development Cooperation System).

- 20 The same division was suggested repeatedly by the research respondents – both NGO and government representatives. This is because the establishing of a development agency is a very important step forward for Czech ODA, as is explained further in the report.
- 21 Examples: Parliamentary debate on MDGs, Prague, 15th October 2007; OECD (2006). *Development cooperation of the Czech Republic, DAC Special Review*, available at <http://www.mzv.cz/wwwo/mzv/default.asp?id=47481&ido=7592&idj=2&amb=1>.
- 22 Government of the Czech Republic (2007). 'Statut rady pro zahraniční rozvojovou spolupráci, usnesení vlády ze dne 19. prosince 2007 č. 1439' (The Charter of the Council for Development Cooperation, the Resolution of the Government of the Czech Republic No. 1439 of 19th December 2007), available at [www.mzv.cz/servis/soubor.asp?id=30428](http://www.mzv.cz/servis/soubor.asp?id=30428)
- 23 M. Kaplan, Development Cooperation and Humanitarian Assistance Department, MFA, Interview by Karolína Kuncová, 19th August 2008.
- 24 J. Hecová (January 2007). *Střední Evropa na cestě k efektivní rozvojové pomoci* (Central Europe on its way to efficient development assistance), Research paper, available at [http://www.rozvojovka.cz/stredni-evropa-na-cestech-efektivni-rozvojove-pomoci\\_200\\_22.htm](http://www.rozvojovka.cz/stredni-evropa-na-cestech-efektivni-rozvojove-pomoci_200_22.htm).
- 25 The most recent Concept paper is entitled: 'Koncept zahraniční rozvojové pomoci České republiky na období let 2002 až 2007' (The Concept of the Czech Republic Foreign Aid Programme for the 2002–2007 Period) (December 2001).
- 26 The Ministry of Education administers scholarships and will continue to do so once the transformation of the CDA has been completed, while the terms of reference of the Ministry of Finance are to administer the budget, relieve debts and report on the ODA.
- 27 O. Horký (2008). 'Rozvojový rozměr české zahraniční politiky' (The developmental dimension of Czech foreign policy) in Michal Kořan et al. *Česká zahraniční politika v roce 2007* (Czech foreign policy in 2007). Prague: IIR Analysis, p.366.
- 28 Ibid. p.366.
- 29 The 2006 statistics are the latest available statistics.
- 30 See: <http://www.mfa.cz/aid>
- 31 Government of the Czech Republic (2004). 'Usnesení vlády České republiky ze dne 31. března 2004 č.302 k Institucionálnímu zajištění a Zásadám zahraniční rozvojové spolupráce po vstupu ČR do EU' (The Resolution of the Government of the Czech Republic No. 302 of 31st March 2004 on Institutional Support and Principles of International Development Cooperation upon the Czech Republic's Accession to the European Union), available at <http://www.rozvojovestredisko.cz/dokumenty.php>.
- 32 According to OECD-DAC guidelines, some of the countries supported by the Czech Republic should not be counted as ODA countries, but rather Official Aid (OA) countries (e.g. Ukraine, or transformation cooperation countries). According to the available statistics, however, the Czech Republic includes these in its ODA. See: MFA (2007). *The Statistical Annex 2002–2006 for the Ministry of Foreign Affairs, Czech Republic*, edited by the Development Centre of the Institute of International Relations.
- 33 Ibid.
- 34 Government of the Czech Republic (2004). 'Usnesení vlády České republiky ze dne 31. března 2004 č.302 k Institucionálnímu zajištění a Zásadám zahraniční rozvojové spolupráce po vstupu ČR do EU' (The Resolution of the Government of the Czech Republic No. 302 of 31st March 2004 on Institutional Support and Principles of International Development Cooperation upon the Czech Republic's Accession to the European Union); MFA (2001). *Koncept zahraniční rozvojové pomoci České republiky na období let 2002 až 2007* (The Concept of the Czech Republic Foreign Aid Programme for the 2002–2007 Period); MFA (2005). *Programy rozvojové spolupráce s prioritními zeměmi* (Country Strategy Papers for Priority Countries for 2006–2010 Period: Angola, Bosnia and Herzegovina, Moldova, Mongolia, Serbia and Montenegro, Vietnam, Yemen and Zambia), available at <http://www.rozvojovestredisko.cz/dokumenty.php>.
- 35 MFA (2001). *Koncept zahraniční rozvojové pomoci České republiky na období let 2002 až 2007* (The Concept of the Czech Republic Foreign Aid Programme for the 2002–2007 Period)
- 36 There are very few gender projects in the ODA, however. Selected projects are mentioned further in the text.
- 37 The Czech Republic is, as regards gender mainstreaming, bound by the following international and European conventions: CEDAW, Beijing 95, ECHR, ACP-EU (Cotonou Agreement), DCI Regulation No. 1905/2006. See: K. Kosatíková (2008). *A Gender Analysis of the Czech Republic Developmental Aid*. EU-CIS Gender Watch IGPN.
- 38 K. Kosatíková (2008). *A Gender Analysis of the Czech Republic Developmental Aid*. EU-CIS Gender Watch IGPN
- 39 M. Kaplan, Development Cooperation and Humanitarian Assistance Department, MFA, Interviewed by Karolína Kuncová, 19th August 2008.
- 40 According to the following research respondents: Jana Krczmářová – Head of the Secretariat of the Czech Forum for Development Cooperation (FoRS); Daniel Svoboda – Chairman of the Development Worldwide Association; Marek Štys – Director of the Relief and Development Department, Člověk v tísni (People in Need); Tomáš Tožička – Coordinator of the Global Call to Action Against Poverty, Czech Republic.
- 41 Government of the Czech Republic (2007). 'Střednědobý výhled financování zahraniční rozvojové spolupráce a humanitární pomoci do roku 2010, schválený Usnesením vlády ČR č. 847 ze dne 25.7. 2007' (The Resolution of the Government of the Czech Republic No. 302 of 31st March 2004 on Medium-term Outlook for the Financing of the Czech Republic's Development Cooperation and Humanitarian Aid until 2010).
- 42 Government of the Czech Republic (2007). 'Střednědobý výhled financování zahraniční rozvojové spolupráce a humanitární pomoci do roku 2010, schválený Usnesením vlády ČR č. 847 ze dne 25.7. 2007' (The Resolution of the Government of the Czech Republic No. 302 of 31st March 2004 on Medium-term Outlook for the Financing of the Czech Republic's Development Cooperation and Humanitarian Aid until 2010).
- 43 O. Horký. 'Rozvojový rozměr české zahraniční politiky' (The developmental dimension of the Czech foreign policy), in Michal Kořan et al. (2008). *Česká zahraniční politika v roce 2007* (Czech Foreign Policy in 2007). Prague: IIR Analysis. p.366.
- 44 Government of the Czech Republic (2007). 'Usnesení vlády č. 1070 ze dne dne 19.9. 2007 - Transformace ZRS ČR; Návrh na transformaci systému zahraniční rozvojové spolupráce ČR – vládní materiál' (The Resolution of the Government of the Czech Republic No. 1070 of 19th September 2007 on Transformation of the Czech Republic Development Cooperation; Proposal to Transform the Czech Republic Development Cooperation System), available at <http://www.rozvojovestredisko.cz/dokumenty.php>.
- 45 The list of organisations associated in the FoRS is available at: <http://www.fors.cz/e32members.htm>
- 46 FoRS. 'Introduction of FoRS and its organisations' document. Available at <http://www.fors.cz/>
- 47 FoRS. 'The Constitution of the Business Platform for Foreign Development Cooperation', available at: <http://www.spcr.cz/cz/infoservis/platforma/stanovy.pdf>.

- 48 In fact, peacebuilding is mostly unknown in the Czech Republic and we had to look for projects or activities which at least in some aspects fall under the definition of peacebuilding. One of the projects mentioned by interviewed stakeholders that we consider to be a “real” peacebuilding activity is “Peace Action” – though it is not part of Czech ODA, it works on promoting and strengthening local peace organisations in FYROM. It is also active at the regional level for the Southeast Europe Region through its programme for regional demilitarisation, which addresses the problems of gender-related militarisation of youth in the region. See: INEX, Peace Action in Macedonia, available at <http://www.mirovnaakcija.org/>.
- 49 Government of the Czech Republic (2004). ‘Úsnesení vlády České republiky ze dne 31. března 2004 č. 302 k Institucionálnímu zajištění a Zásadám zahraniční rozvojové spolupráce po vstupu ČR do EU’ (The Resolution of the Government of the Czech Republic No. 302 of 31st March 2004 on Institutional Support and Principles of International Development Cooperation upon the Czech Republic’s Accession to the European Union), available at <http://www.rozvojovestredisko.cz/dokumenty.php>.
- 50 For more information on transformation cooperation, see the MFA website at: <http://www.mzv.cz/wwwo/mzv/default.asp?id=58817&ido=18936&idj=1&amb=1&type=print>.
- 51 V. Bílková (2008). ‘Lidskoprávní rozměr české zahraniční politiky’ (The Human Rights Dimension of the Czech Foreign Policy) in Michal Kořan et al. *Česká zahraniční politika v roce 2007 – Analýza UMV* (The Czech Foreign Policy in 2007 – Analysis by IIR). Prague. p.348.
- 52 More information about People in Need projects is available at <http://www.clovekvtsni.cz/index2.php?id=288>.
- 53 Gabriela Dlouhá, Head of the Human Rights and Transformation Policy Department, Interview by Karolína Kuncová, 15th July 2008.
- 54 See: MFA website at <http://www.mzv.cz/wwwo/mzv/default.asp?id=58817&ido=18936&idj=1&amb=1&type=print>.
- 55 According to Marek Ätys (People in Need), merging of military activities and civil reconstruction can be seen as a risk factor for other civil actors in the area. These actors (mainly NGOs) can, after all, be considered by the local people as simply another “civil part” of military assistance.
- 56 See: <http://www.mzv.cz/www/logar/default.asp?idj=1> for further details about the Czech PRT; Petr Chalupický from the Security Policy Department, MFA, Interview by Karolína Kuncová, 8th August 2008; Email consultations with Karla Štěpánková from the PRT in Logar by Karolína Kuncová, 12th September 2008.
- 57 M. Kaplan, Development Cooperation and Humanitarian Assistance Department, MFA, Interview by Karolína Kuncová, 19th August 2008.
- 58 MFA (2005). *Program rozvojové spolupráce s Angolou* (Country Strategy Papers for Angola for 2006-2010 Period), available at <http://www.rozvojovestredisko.cz/dokumenty.php>.
- 59 The project involved is ‘Establishment of the Centre for Agricultural Education’ in Bié province. See: O. Horký (2007). *Ženy, muži a rozvoj* (Women, Men and Development), Research paper for the Association for International Affairs (AMO), available at <http://www.amo.cz>.
- 60 Karolína Emanuelová, Head of the Foreign Projects Department, ADRA, Czech Republic, Interview by Karolína Kuncová, 22nd July 2008.
- 61 MFA (2005). *Program rozvojové spolupráce s Vietnamem* (Country Strategy Papers for the Socialist Republic of Vietnam for 2006-2010 Period), available at <http://www.rozvojovestredisko.cz/dokumenty>.
- 62 See: [http://www.rozvojovka.cz/pomoc-zdravotne-a-socialne-znevychodnym-lidem\\_231\\_81.htm](http://www.rozvojovka.cz/pomoc-zdravotne-a-socialne-znevychodnym-lidem_231_81.htm) for further details
- 63 J. Bureš (2008). ‘Bližký východ, Středomoří a Afghanistan v české zahraniční politice’ (The Near East, Mediterranean and Afghanistan in the Czech Foreign Policy) in Michal Kořan et al. *Česká zahraniční politika v roce 2007 – Analýza UMV* (The Czech Foreign Policy in 2007 – Analysis by IIR). Prague. p.268.
- 64 MFA Call for proposals, ‘Výběrové dotační řízení na dotační titul “Rekonstrukční a rozvojová pomoc pro Gruzii” (Announcement of Reconstruction and Development Assistance for Georgia), available at: <http://www.mzv.cz/servis/soubor.asp?id=35525>
- 65 Michal Kaplan, Development Cooperation and Humanitarian Assistance Department, MFA, Interview by Karolína Kuncová, 19th August 2008.
- 66 Ministerstvo zahraničních věcí (2006). *Výzkum veřejného mínění 11/2006* (The ODA Opinion Poll 11/2006, MFA; 2006), available at <http://www.rozvojovestredisko.cz/dokumenty>.
- 67 Interviews with representatives of NGOs and their interest groups: Global Call to Action Against Poverty, Czech Republic, People in Need, ADRA and FoRS.
- 68 Ministerstvo zahraničních věcí (2006). *Výzkum veřejného mínění 11/2006* (The ODA Opinion Poll 11/2006, MFA; 2006), available at <http://www.rozvojovestredisko.cz/dokumenty>
- 69 The records of all nationwide media were studied during a one-year period (30th June 2007–30th June 2008).
- 70 Tomáš Tožička, Coordinator of the Global Call to Action against Poverty, Czech Republic, Interview by Karolína Kuncová, 23rd July 2008.
- 71 Blanka Medková, Head of the Awareness Projects, Člověk v tísni (People in Need), Interview by Karolína Kuncová, 1st August 2008.

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