

GERMANY

1) QUANTITY OF AID

1.1. Current/Recent Quantity Performance:

Net ODA (US\$m)	13,910
% of GNI	0.38%

Source: OECD/DAC, preliminary 2008 data.

Since 2001, German ODA has increased considerably in absolute terms (from US\$ 4,990m) and relative to GNI (from 0.27%). Germany's ODA was inflated by high levels of debt relief in 2005-07, posing challenges for future increases as debt relief is expected to be at low levels in the coming years, but it nevertheless managed to increase its net aid by 5.7% in real terms in 2008 (DAC, 2009).

1.2. Future Quantity Intent

In line with EU commitments, Germany has committed to providing 0.33% of GNI in ODA in 2006, and 0.51% by 2010. The DAC projects that this will mean Germany giving US\$17.7 billion in 2010 (DAC, 2009). Germany has also committed to give 0.7% ODA/GNI by 2015 as part of the coalition agreement underlying the future action of the government formed after the September 2005 federal elections. These pledges were reiterated during Germany's G8 Presidency in 2007 (BMZ, 2007, p9), but, the government has yet to agree an annual implementation plan.

2) KEY AGENCIES/MECHANISMS

2.1 Agencies and Structures

Federal Ministry for Economic Cooperation & Development (BMZ)

BMZ is responsible for almost all bilateral German aid. It draws up the German government's development policy guidelines and fundamental concepts, lays down the long-term development cooperation strategies and defines the rules by which they are put into practice (BMZ 2006a, p10)

The BMZ budget accounts for more than half of total German ODA, with other major ODA components being debt relief, imputed student costs and Germany's contribution to the EC. BMZ does not implement aid programmes directly, but passes funds to government implementing agencies (see below), NGOs, and multilateral agencies. BMZ relies principally on two implementing agencies: the Agency for Technical Cooperation (GTZ) and the KfW Development Bank (KfW). GTZ focuses on technical assistance, while KfW provides financial aid.

The Agency for Technical Cooperation (GTZ)

GTZ focuses on technical assistance and capacity development, through consultancy studies, resident advisors, training and equipment supply. The total value of contracts

received by GTZ in 2006 was EUR 1 billion, 70% of which came from BMZ or other federal ministries. GTZ implements around 25% of BMZ bilateral ODA. GTZ is in the process of decentralisation to the field, both of authority and of resources, although most programming decisions are currently still made at headquarters.

The KfW Development Bank (KfW)

KfW Entwicklungsbank (Development Bank), which is part of the KfW Bankengruppe (see KfW, 2007a) is German aid's principal implementing agency for financial co-operation, accounted for about 16% of total ODA in 2007 and around 25% of BMZ's bilateral funds. KfW has historically focused on project-based loans for infrastructure, but now has responsibility for a significant amount of grant resources, and a wider range of instruments including budget support. KfW has increased its in-country staff, and operates 46 field offices, although most programming decisions are currently still made at headquarters. Germany also provides support to the private sector through the German Investment and Development Company (DEG), a subsidiary of KfW, which provides long-term capital to private companies in developing countries.

German Development Service (DED)

DED manages services for Germany's cooperation personnel. Almost 1,000 DED development workers are currently working in approximately 40 countries. Legally, it is a not-for-profit, limited liability company owned jointly by BMZ, and the working group "Learning and Helping Overseas", a registered association. DED is financed by the federal budget and it also offers its services to international clients (DED, 2007).

Capacity Building International, Germany (InWEnt)

InWEnt – Internationale Weiterbildung und Entwicklung (Capacity Building International, Germany) operates human resources and organisational development programmes through education, exchange and dialogue for about 55,000 individuals every year. InWEnt works with partners in developing countries, transition states and industrialised nations (Inwent, 2007).

2.2 Key Policies and Documents

Poverty Reduction – A Global Responsibility: Programme of Action 2015 (BMZ, 2001)

The "Programme of Action 2015" is a comprehensive policy statement on poverty reduction adopted in 2001 as a response to the UN Millennium Declaration. This document establishes poverty reduction as the overarching aim of Germany's development co-operation. The policy offers a broad understanding of poverty, defined in terms of deprivation, vulnerability, injustice and lack of prospects as well as income. The policy sets out a range of priority areas and specific actions.

3) RECIPIENT COUNTRIES AND ALLOCATION CRITERIA

3.1. Recipient Countries

Top ten countries	% of total ODA gross disbursements	% of bilateral ODA gross disbursements	US\$m
Nigeria	12.9	18.3%	1520
Iraq	10.2	14.4%	1204
China	3.7	5.2%	441
Cameroon	1.9	2.7%	223
Indonesia	1.8	2.5%	213
Zambia	1.7	2.4%	203
Ghana	1.6	2.3%	191
India	1.6	2.3%	188
Egypt	1.3	1.8%	156
Serbia	1.2	1.7%	142

Source: OECD/DAC, 2005-2006 data.

NB: Iraq and Nigeria received uncharacteristically high ODA in 2005-06 due to debt cancellation.

The top ten recipients listed above received 53.6% of bilateral ODA in 2005-06. As can be seen from the table below, a considerable proportion of German aid goes to middle-income countries. Only around 42% goes to LDCs or other LICs, and only 35.3% to SSA, though Germany promised to double aid to Africa by 2010 at the 2005 Gleneagles G8 Summit. This pledge was reiterated during Germany's 2007 G8 presidency, where it promised an annual increase of 750m euro until 2011 – for a total of 3 billion euro extra (BMZ, 2007, p9).

BMZ intends to increase ODA to Africa by allocating additional resources to priority and partner countries in the region. So far, this has translated into a one-percentage point annual budget increase for the past five years.

Distribution among different groups of recipients (% country allocated / region specified gross ODA disbursements):

Least Developed Countries	16.1%
Other Low Income Countries	33.7%
Sub-Saharan Africa	39.0%

Source: OECD/DAC, 2005-2006 data.

3.2. Allocation Criteria

3.2.1. *Pre-selection criteria* (BMZ, 2006b)

Whether, and to what extent Germany provides aid to a country depends on its development orientation and prevailing conditions. BMZ analyses these based on:

1. Pro-poor and sustainable policies (orientation towards the Millennium Development Goals; sustainable, broad-based economic and financial policies; and support for ecological sustainability).
2. Respect for, protection and fulfilment of all human rights (implementation of international human rights treaties; recognition and promotion of women's rights; and observance of human rights standards by state actors).
3. Democracy and rule of law (democratic participation and a responsible parliament; limitation of state power through justice and law; peaceful resolution of internal conflicts).
4. Efficiency and transparency of the state (government willing and able to act effectively; corruption-free state institutions; and transparent, efficient, people-oriented public administration).

5. Cooperation within the international community (constructive participation in regional cooperation mechanisms; constructive and active participation in international processes and bodies; pro-peace stance in crisis and conflict situations).

These criteria form the basis of all BMZ country-specific decisions (on the volume of funds pledged, topics for negotiations, priority areas of cooperation, etc.). Priority area strategy papers identify preconditions for long-term cooperation with the country (see also section 5.1). However, in order to protect global interests, such as securing peace or ensuring the supply of basic services for the population, BMZ sometimes decides to engage in a country which does not fully meet the above-mentioned five criteria.

3.2.2. Allocation criteria:

As of 2006, KfW and GTZ were active in 113 and 131 countries respectively. However, Germany is committed to reducing the number of partner countries and has defined lists of 40 'priority partner' and 40 'partner' countries (see table below). The distinction has implications for programming modalities. For priority partners, BMZ aims to concentrate aid on three priority areas, and for partner countries on 1 area (BMZ, 2005a, p121). In 2003, priority partner countries and partner countries received about 73% and 19% respectively of total bilateral ODA. New commitments in recent years have been strictly limited to co-operation countries.

However, in 2003-04 there were a number of non-cooperation countries with relatively significant amounts of technical co-operation (US\$ 5-15 million for Angola, Argentina, Congo, Lebanon, Malaysia, Sudan, Togo, Venezuela and Zimbabwe) or student costs (USD 28-38 million for Iran).

BMZ has also identified a group of middle income or emerging market 'anchor countries' (Argentina, Brazil, China, Egypt, India, Indonesia, Iran, Mexico, Nigeria, Pakistan, Russia, Saudi Arabia, South Africa, Thailand, and Turkey), which are key to meeting the MDGs in countries belonging to their spheres of influence (BMZ, 2004).

The list of co-operation countries is reviewed annually. Criteria include: the need for co-operation in the context of Germany's own economic, social, ecological and political planning and development targets and interests; Germany's ability to make relevant contributions and to achieve significant development results; contribution by other bilateral and multilateral donors; and partner country's general situation.

The annual programming and resource allocation process takes into account an additional set of governance-related criteria: human rights, rule of law, participation, development orientation and market economy.

Priority Partner Countries	Partner Countries
<i>Europe</i>	
Turkey (2007-08)	
<i>North Africa & Middle East</i>	
Egypt, Morocco, Palestinian Territories, Yemen	Algeria, Jordan, Syria, Tunisia
<i>Sub-Saharan Africa</i>	
Benin, Burkina Faso, Cameroon, Ethiopia, Ghana, Kenya, Malawi, Mali, Mozambique, Namibia, Rwanda, Senegal, South Africa, Tanzania, Uganda, Zambia	Burundi, Chad, Cote d'Ivoire, Eritrea, Guinea, Lesotho, Madagascar, Mauritania, Niger, Nigeria
<i>Asia</i>	
Afghanistan, Bangladesh, Cambodia, China, India, Indonesia, Nepal, Pakistan, Philippines, Vietnam	Laos, Mongolia, Sri Lanka, Thailand, Timor Leste
<i>Latin America</i>	
Bolivia, El Salvador, Honduras, Nicaragua, Peru	Brazil, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, Guatemala, Mexico, Paraguay
<i>Central & Eastern Europe & New Independent States of the Former Soviet Union</i>	
Georgia	Armenia, Azerbaijan, Kazakhstan, Kyrgyz Republic, Tajikistan, Uzbekistan
<i>Southern Europe (Stability Pact)</i>	
Albania, Bosnia Herzegovina, Macedonia	Serbia (incl. Kosovo) & Montenegro, Bulgaria, Croatia (2009), Romania
<i>Potential Co-operation Countries (BMZ, 2005a, p120)</i> (countries where cooperation could take place after political and/or structural changes)	
Angola, DRC, Haiti, Iran, Myanmar, Sierra Leone, Sudan, Togo, Zimbabwe	

4) AID POLICIES

4.1. Concessionalities

Grant element of total ODA commitments (excluding debt reorganisation)	97.4%
Grant element of bilateral ODA to LDCs	100%

Source: OECD/DAC, 2006

Terms of ODA loan commitments:

Grant element b)	60.7%
Average maturity b)	31.2 years
Average grace period b)	6.1 years
Average interest rate b)	2.1%

Source: OECD/DAC, 2005-06 data.

Germany gives entirely grants to the least developed countries, though it has a window of very concessional loans (through KfW) whose most concessional terms are a repayment period of 40 years with a grace period of 10 years and interest rate of 1%.

4.2. Types of Assistance

Breakdown of different types of ODA (commitments unless otherwise stated):

	\$US mio	% of gross bilateral ODA disbursements
Stand-alone technical cooperation (disbursements)	3116	44.2%
General budget support	102	1.5%
Sectoral projects and programmes (including some technical cooperation)	766	10.9%
Debt relief	3015	42.9%
Developmental food aid	17	0.2%
Other commodity assistance	-	-
Emergency and distress (disbursements)	366	5.2%

Source: OECD/DAC, 2006 data.

Note: The breakdown into different types of assistance shown in the table is taken from different OECD/DAC data sources. As such, the final column does not add to 100%.

As can be seen from the table above, in recent years, German aid largely consisted of debt relief, sectoral projects and programmes and technical assistance, with virtually no budget support. Paris indicator 9, which measures the percentage of programme based arrangements (PBAs) in a donor's total aid portfolio, reports best practice in Tanzania (97%), Honduras (71%) and Mozambique (62%). HIPC's indicate a considerably lower level of programme support, with best practice in Benin, Cameroon, Chad, Mali and Mozambique, where more than 50% of aid is in budget or sectoral support.

However, BMZ has recently declared that it aims to disburse 50% of Germany's financial co-operation in Africa as budget support by 2010. To this end, EUR 300 million of budget support is planned for 2006-07. Germany's action plan for implementing the Paris declaration even states that "*in future, reasons must be given if any activities are launched outside the scope of programme-based approaches*" (BMZ, 2005b, p11).

Because it has a separate TA agency (GTZ), German TA mostly comes as stand-alone projects. Although, since 2001, more effort has been made to integrate TA with wider sector support programmes, and to move from TA to capacity-building, Germany's Paris implementation plan acknowledges that TA is largely not reported in recipient country budgets, and proposes to elaborate proposals for improved integration of technical assistance funds into partner countries' official budgets.

The Paris Declaration survey (indicator 4) suggests that the degree of country leadership and capacity-building of German TA varies considerably, with best practice in Bolivia, Indonesia and Mali (100% coordinated with Government strategies). However, HIPC's indicate a much less positive picture, with only 2 of 30

countries indicating that more than 75% of TA is government-led and capacity-building.

4.3. Channels of Assistance

In 2006 Germany allocated 33% of its ODA via multilateral organisations, of which 63% went to the EC, 7% to UN agencies and 17% to the World Bank (DAC 2007).

Between 1999 and 2003, ODA channelled to and through NGOs ranged between USD 439 and 471 million. As a share of BMZ's budget, funding for NGOs has increased from 9% to 12% between 1998 and 2005. The German government cannot provide core funding to civil society organisations and funding is mainly released on the basis of specific programme proposals.

As a member of the EU, Germany signed up to commitments in Paris in 2005 to channel 50% of government-to-government assistance through country systems.

Among HIPCs, only Mali indicates that almost all aid is provided through the budget, though Burkina Faso, Cameroon, Ethiopia, Nicaragua and Senegal indicate that around 75% of aid is on-budget).

4.4. Sectors and Projects

Sector	% of bilateral ODA (commitments)
Social and Administrative Infrastructure	34.5%
Of which: Education	14.5%
Health	2.6%
Population	2.4%
Water supply and sanitation	5.3%
Government and civil society	7.2%
Economic Infrastructure	14.6%
Of which: Transport and communications	3.2%
Energy	5.3%
Production	5.3%
Of which: Agriculture	3.8%
Industry, mining, construction	1.3%
Trade and tourism	0.2%
Multi-sector	5.7%
Programme Assistance	1.3%
Action relating to debt	32.1%
Emergency aid	3.7%
Administrative expenses	2.4%
Unspecified	0.4%

Source: OECD/DAC, 2006 data.

As can be seen from the table above, education, government and civil society, water supply and sanitation and energy are the main sectors of German aid (excluding debt relief). However, approximately 66% of aid to education is the imputed cost of subsidised tertiary education in Germany to students from developing countries.

Five priority areas have predetermined overall annual allocations. They are: basic education (at least EUR 75 million); HIV/AIDS (EUR 70 million); energy efficiency

(EUR 100 million); renewable energies (EUR 100 million); and tropical forests (EUR 100 million). The rest of the sector distribution depends on priority setting as part of the country programming process. Germany is committed to focus on 3 sectors in its priority partner countries and only one sector in its partner countries.

Since 2001, German aid has shifted its strategic focus towards the MDGs, and German agencies are making increasing efforts to align aid with partner country PRSP processes. UN WIDER indicates that Germany's aid allocation is "strongly motivated by recipient needs" (Isopi and Mavrotas 2006, p13). Similarly, HIPCs indicate that German aid is well aligned to PRS priorities (100% in Ethiopia, Gambia, Guyana, Mali and Rwanda).

4.5. Flexibility

Germany currently has little flexibility in its programming, especially in relation to increasing or reallocating its aid, due partly to the lack of budget support and partly to the division of aid flows among multiple agencies. However, the increase in budget support and the foreseen merging of agencies is expected to increase future flexibility.

HIPC assessments of flexibility (measuring donors' willingness to fund additional budget gaps or new government priorities) reflect this with countries indicating moderate-to-low flexibility, but best practice in Ethiopia, Ghana, Mozambique, Nicaragua, Sierra Leone, Uganda and Zambia.

4.6. Predictability

Germany's 2005 Paris implementation plan states that commitments will be extended to "two years in general, three years if possible" and goes on to say that Germany will explore in-year disbursement schedules (BMZ, 2005b, p12). German project aid will continue to have in-year disbursement schedules, so the key efforts here will be to make sectoral and general budget support disbursements more predictable.

HIPCs indicate that Germany makes multi-year pledges in relatively few countries (Ethiopia, Guyana, Honduras, Mali, Nicaragua and Uganda for 75% of funds). According to the 2008 Paris survey, Germany comes closest to matching its scheduled disbursements (indicator 7) in Egypt (97%), Ghana (97%), Madagascar (89%) and Moldova (87%). Among HIPCs, Guinea-Bissau, Guyana and Mali report that Germany comes close to matching its pledges.

4.7. Conditionality

Given its current lack of budget support, Germany does not condition its aid on macro-economic policies. It is expected to move more into this area with the expansion of budget support, but to adopt a more flexible position with a minimum of conditionality on its budget support – somewhat like that of the Nordic Plus and UK. The focus is expected to be on transparency of public financial management, good governance, democracy and protection of basic human rights – which already play major roles in German aid allocation and disbursement policy.

HIPCs assess German conditionality as less onerous (in terms of enforcement and delays caused), especially in Cameroon, Chad, Guyana, Malawi Senegal and Rwanda.

4.8. Policy Dialogue

Historically, reflecting its lack of budget support, Germany has played very little role in the policy dialogue between developing country governments and the BWIs. Nor does it link its aid to the status of the relationship between the country and the BWIs. However, increased field presence since 2003 in partner countries has enabled Germany to participate more effectively in the processes of policy dialogue with partner governments and co-ordination with other donors. This role is expected to grow as budget support rises. Nevertheless, Germany intends to continue to take disbursement decisions on budget support independently of BWI views, along the lines of the Nordic Plus/ UK group of donors.

HIPCs indicate that Germany is seen as being strongly engaged in support of country policies, especially in Ethiopia, Ghana, Guyana, Malawi and Mali. However, Germany's links to BWI decisions vary dramatically from nil to 100%.

5) AID PROCEDURES

5.1 Conditions Precedent

The key condition precedent is a medium-term country strategy for achieving the MDGs. A common development strategy is agreed with the cooperation country and set out in the priority area strategy paper, which also serves to place policy dialogue with the partner and coordination with other donors on a firm strategic footing (BMZ, 2005a, p123).

As for other conditions precedent, a request needs to be filed to the federal government based on programmes agreed upon during consultations. Grant financing contracts become effective upon signature. In the case of GTZ, the only preliminary requirement is filing a request for financing. According to HIPCs, Germany has relatively few conditions precedent in Malawi, Mozambique and Rwanda, and demands no counterpart funding in Gambia, Guyana, Sierra Leone and Malawi.

Germany rarely uses stand alone project implementation units (PIUs). The German Paris declaration action plan underwrites Germany's commitment to avoid new parallel implementation structures (BMZ, 2005b, p11) and Paris indicator 6 shows that for all responding country offices bar 2, 30 out of 47 don't have any PIU's and the remaining offices have very few.

5.2 Disbursement Methods

German aid makes use of three disbursement methods, linked to the nature of the activities: direct payment; reimbursement; and payment through documentary credit (direct to contractors). KfW also has a procedure of advances which enables the beneficiary to have an operating fund in a local bank. This account is replenished to the amount of justified expenditure when the balance falls below a certain threshold.

HIPCs indicate widely varying disbursement methods, with Sierra Leone and Zambia suggesting that more than 2/3 of aid is in cash-in-advance to Government. Similarly, delays caused by disbursement methods vary considerably, with Ethiopia, Ghana, Guyana, Sierra Leone, Mali and Mauritania reporting delays under 6 months.

5.3 Disbursement Procedures

The standard disbursement file for German aid programmes/projects comprises:

- The contract approved by the national institution responsible for procurement;
- Invoices and certificates for possible payment through studies consultancy firms;
- Freight transport papers;
- The payment request which indicates the amount of the payment, the currency to be used as well as the bank details.

In general, HIPCs indicate that Germany has relatively few additional (to beneficiary government) disbursement procedures, especially in Burkina Faso, Malawi and Sierra Leone. Germany's use of local Public Financial Management systems (Paris indicator 5a) is highly variable, with best practice reported by Germany in Egypt (92%), followed by Nicaragua (73%) and Indonesia (66%).

5.4 Procurement Procedures

The DAC reports 6.7% of German aid was tied in 2006 (excluding TA). Tendering for small quantities of goods and services may also be restricted to the developing country. GTZ technical cooperation is usually more narrowly tied to German enterprises. Procurement guidelines for KfW and GTZ are found at KfW (2007b) and GTZ (2007).

HIPCs indicate that procurement-related delays are minimal in Gambia, Guyana and Malawi. Paris Indicator 5b, which measures how much aid uses local procurement systems, reports best practice in Moldova (100%), Kyrgyz Republic (100%) and Burundi (99%).

5.5 Coordination

Germany is committed to the Paris Declaration on Aid Effectiveness. As a member of the EU, Germany committed in 2005 in Paris to reduce uncoordinated missions by 50%. Germany designs joint country assistance strategies with other donors (eg in Uganda).

According to the 2008 Paris survey (indicator 10a), joint missions are still the exception rather than the rule with highest scores found in Afghanistan (47%) and Ghana (34%). As for analytical work (Paris indicator 10b) best practice is found in Tanzania (97%), Honduras (71%) and Mozambique (62%).

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