

Meta-evaluation & Evaluation Synthesis 2011 – Executive Summary

Cross-section analysis of decentralised evaluations in the framework of human capacity development programmes 2010





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This study was written by an independent external expert. It reflects only the expert's opinion and assessment.

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1 Subject, objective & methodology

1.1 Objectives and users of the cross-section study

The study 'Cross-section analysis of decentralised evaluations in the framework of human capacity development programmes in 2010' was commissioned by the evaluation representative of the former company section InWEnt - Capacity Building International, Germany (now member of the Monitoring and Evaluation Unit of the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)) as a continuation of the first cross-section analysis in 2010, which was based on evaluations conducted in 2009¹. The analysis referred to 22 main reports on standardised decentralised evaluations of the human capacity development programmes² as well as a tracer study dating from 2010. On the one hand, the cross-section analysis includes a meta-evaluation³, an 'evaluation of evaluations', in order to assess the quality of the evaluations. On the other, it encompasses an evaluation synthesis to analyse the statements and content-related findings outlined in the reports, i.e. conclusions, lessons learned and recommendations, with regard to overarching insights. The objective of the meta-evaluation was to investigate the extent to which the analysed evaluation reports and results prove to be methodologically reliable. Sound findings made on key issues during an evaluation process are used to conclusively identify potential for improvements in the planning and implementation of future evaluations, and to serve as a basis for decision-making. Furthermore, good practices in terms of methodologically sound evaluations were identified for subsequent publication on the intranet. Meanwhile, the objective of the evaluation synthesis was to analyse the content-related findings of the evaluations in order to systematically determine cross-programme factors influencing success or failure, and to identify good practice programmes.

The findings of this study contribute both to the **further development of GIZ's results-based monitoring and evaluation instruments, and the advancement of its human capacity development (HCD) instrument,** with the formats 'vocational training for experts and managers of partner organisations', 'leadership development', 'e-learning', 'dialogue platforms', 'alumni', 'global knowledge partnership/networks' and 'capacity building for training

¹ *cf.* Caspari, Alexandra, 2010: Lernen aus Evaluierungen. Meta-Evaluation & Evaluationssynthese von InWEnt-Abschluss-evaluierungen 2009 (published by InWEnt), Bonn: InWEnt.

² Following the merger on 1 January 2011, the capacity-building (CB) programmes of InWEnt were converted to the human capacity development (HCD) programmes of GIZ.

The term *meta-evaluation* is taken to mean the assessment of *quality* of one or various evaluations according to Michel Scriven (1969: An introduction to meta-evaluation, in: Educational Product Report (2/5), p.36-38), in contrast to *meta-analysis* in the sense of a quantitative statistical method for combining evidence from several primary studies according to Gene Glass (1976: Primary, secondary and meta-analysis. In: Educational Researcher (5/10), p.3-8). A differentiation of the terms is given in Thomas Widmer (1996: Meta-Evaluation. Kriterien zur Bewertung von Evaluationen, Bern, Stuttgart, Wien: Haupt, p.3 et seq.).

and educational institutions'.⁴ Therefore, this cross-section analysis is addressed to GIZ's Monitoring and Evaluation Unit, the evaluation officers in the operational departments, the programme managers and their departmental and divisional directors, and heads of sections, who are responsible for final evaluations. As befits an organisation that promotes learning across programmes, the findings – especially those of the evaluation synthesis – benefit those organisational units of GIZ that deal with human capacity development, instruments, integrated programming and factors that influence results and broad impact. These include the Germany Department, the competence centres for HCD programmes in the regional departments, the competence Centre for HCD and the sector projects and programmes of the Sectoral Department in which HCD programmes were integrated, the Flexible Business Unit Global Partnerships/Emerging Economies, the Corporate Development Unit and the former Development Education in Germany Department (now Engagement Global gGmbH).

1.2 Methodology and approach

Methodology of the meta-evaluation

Within the framework of the first cross-section analysis in 2010, the *criteria* for the *meta-evaluation* of the final evaluations were defined based on various standards. All the reports were analysed based on those criteria. The *same methodology* is applied to the present meta-evaluation of the second cross-section analysis 2011. Since the same set of criteria was used in both studies, results are comparable and possible initial changes can be identified. On the one hand, the criteria focus on the assessment of the *quality of the reports*. In this case, the reports were generally analysed, e.g. with regard to their compliance with the specific report form, logical and clear structure, comprehensibility and transparency, as well as the presentation or transparency of the applied data collection methods. On the other hand, the criteria for the *methodological analysis* were formulated, asking questions such as: 'Did the evaluation consider all stakeholder groups?'; 'Did the evaluator take into account all M&E documents?'; 'Was the methodological approach appropriate?'; 'Is the neutrality of the evaluators given?'; 'Did the evaluation separate results and analyses from interpreta-

⁴ cf. GIZ/Working Group Instruments, 2011: Bestandsaufnahme der GIZ-Instrumente (internal working paper), 6 December 2011.

The central criteria of the meta-evaluation 2010 were defined on the basis of an available list of criteria: on InWEnt's standard reporting format and checklist for final evaluation (*cf.* PriME-step 6.2), which are closely aligned with the DeGEval standards, as well as BMZ's quality standards for evaluation reports, which not only take into account DeGEval standards but also explicitly refer to DAC standards. These checklists were complemented at various places by specific criteria that consider the international debate about adequate results measurement, and especially take a closer look at the designs used.

tions?'. During this process, the methodological approach itself is simultaneously studied in more detail (1. the systematic methodological approach, results chain listed, hypotheses and indicators formulated, theoretical concepts and research design appropriate; 2. applied methods of data collection, whether the evaluation used a mix of methods or participatory approaches; 3. appropriateness of methodology, causality problem discussed, control groups considered, baseline data used, appropriateness of sampling strategy). Furthermore, criteria for the *content analysis* are formulated (questioning whether the information was sufficient to justify the conclusions and recommendations; whether different perspectives of the participants, and strengths and weaknesses of the object, were indicated; whether all relevant levels (individual/organisation/system) were covered; whether all results levels (impact/input/output/outcome/impact) were analysed; and whether DAC criteria were addressed. The last part of the analysis assesses the *conclusions and recommendations* made in the evaluations, asking questions such as whether the conclusions were justified by the collected information; whether the data was appropriately analysed; whether the recommendations were solely derived from the collected information and conclusions.

All evaluation reports are analysed according to these criteria.⁶ For the analysis and assessment of the overall findings, the results of the preceding meta-evaluation are included in order to show changes compared to the previous year.

Methodology of the evaluation synthesis

The **evaluation synthesis** was largely able to build on the findings of the evaluation synthesis from last year. As a consequence, concrete criteria for analysis could be defined based on the cross-programme findings and best practice examples identified by the 2010 study. The evaluation reports were analysed with special regard to these aspects. In particular, both statements about the demonstrated **results** at individual and organisational level, and indications of broad impacts and results at superordinate level, were systematically collected. Furthermore, information was collected about the **programme in general**, e.g. with respect to the instruments used. Of particular interest were the decisive **factors** influencing results that were identified in last year's evaluation synthesis. These included the different types of programme design, programme quality, didactic methods used, planning of programmes, formulated programme objectives, outcomes and indicators, M&E systems and M&E data, overall coordination of programmes, and cooperation with partners and other relevant organisations,

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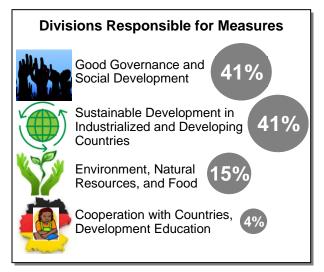
The quality assessment was performed for each criterion either in the form of a four-scale rating from 'very good', 2 'rather good', 3 'rather poor' to 4 'very poor', or it was merely noted that the criterion was met 'x' or met to a limited degree '(x)'.

as well as the partners themselves and the political conditions. Furthermore, the following aspects were considered: the selection and composition of course participants, as well as course contents and certification, systematic follow-up and coaching, alumni activities and maintenance of contacts, and statements about relevant framework factors. Following the same strategy as in 2010, statements by evaluators about the **overall assessment** of the evaluated programmes were compiled in order to derive an overall assessment of the programmes in the form of a numerical rating. In addition, the information or text passages about assessments of the *DAC criteria* relevance, effectiveness, impact, efficiency and sustainability were systematically collected.

The evaluation synthesis corresponds to a qualitative *textual analysis*. MaxQDA was used for the technical realisation (special software for computer-aided analysis of qualitative data with which text can be coded and managed). From the individual reports, all text passages that corresponded to the predefined individual criteria or so-called 'codes' had been identified, filtered and sorted by subject, i.e. the *entire content of the reports* was always analysed. The objective was to collect *all* references and statements in the texts to *all criteria* that are based on the findings of the last evaluation synthesis. As a result, a **comprehensive list** of important statements made in the reports is available **for each criterion**.

1.3 The basis: facts and figures

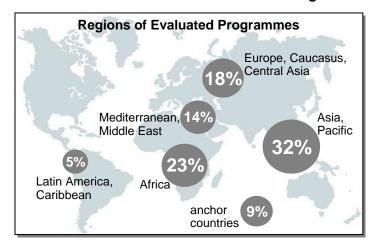
The cross-section analysis is based on a total of **23** submitted evaluation reports on decentralised evaluated programmes in **2010**, including the instruments 'qualification and training', 'dialogue', 'network building', 'advisory services for human resource development', including an accompanying evaluation and tracer study in each case.



The reports, or rather the evaluated programmes, on which this study is based cover all of the *core business areas* agreed with BMZ. In the case of eleven programmes, the *divisions responsible for* the measures operated in the areas 'good governance and social development' or 'sustainable economic development in industrialised and developing countries'; for four programmes, in the areas 'environment, natural

resources and food', and for one programme unit, 'cooperation with countries, development education'. One evaluation involves two divisions responsible for the measures, whereas another involves four. In a few cases, however, rather than the entire programme being evaluated, *sub-components* or *selected objectives of the measures* or sub-components were evaluated separately.

Most of the evaluations refer to countries/regions in Asia/Pacific and Africa. Nine of the re-



ports relate to evaluations of *bilateral* programmes, twelve to regional programmes and two to *global* programmes with anchor countries.

The **reporting language** of the evaluations is mainly German; approximately one third were (additionally) written in a language common to the partners. The **scope of the**

reports varies between 30 and 60 pages. Only seven of the analysed reports comply with the prescribed 30 to 40 pages as specified in the standard reporting format effective from 2010. The vast majority of the reports consist of more than 40 pages. On average, the reports are approx. 45 pages in length. The **provided working days** for carrying out each evaluation varied from 20 to 65. Most of the evaluations were scheduled between 31 and 40 working days. On average, 40 working days were provided.

The 22 reports were largely *final evaluations*, most of which were performed just before the programme ended. In addition to the above mentioned tracer study, there were also some *interim evaluations*. In that case, the evaluation was scheduled earlier on during programme *extensions* or the planning of *follow-on programmes/phases*. Since many HCD programmes comprise *several phases*, even if they are considered as independent programmes (for accounting purposes), it seems problematic that, according to the PM+E quality loop following PriME, programmes with multiple phases are not considered as an entity. As a result, evaluations are not always suitably classified.

Within decentralised evaluations the **entire programme** including *all components* should be evaluated.

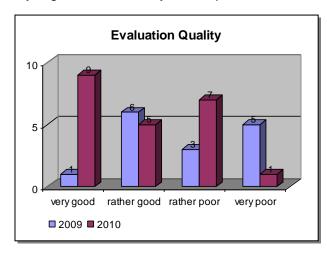
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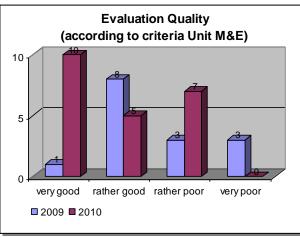
The definition of *final evaluation* should consider whether a follow-on phase or a follow-on programme is planned. If so, *interim evaluations* or *project progress reviews* should be considered, allowing for a more flexible schedule. (True) *final evaluations* should only be envisaged for programmes *without programme extensions*. In this case, the timing of the evaluation should be specifically chosen in such a way that the last implemented measures of the programme are showing (initial) results, which can be studied as part of the final evaluation.

2 Key findings & recommendations

2.1 High quality of evaluations

From a summarising overall view, the central finding of the *meta-evaluation* is that the *quality of the decentralised evaluations of HCD programmes performed in 2010* is remarkably high. Whereas only one report or evaluation was rated very good in the previous meta-





evaluation, this year, nine reports (41%) from 2010 are rated very good and five (23%) are rated rather good in terms of overall quality. As a consequence, almost *two-thirds of the evaluations are rated positively*. Seven reports are assessed as rather poor, only one report is inadequate (2009: 5). The average rating is Ø 2.0.

In addition, an overall assessment of the quality of evaluation reports has been conducted following the quality standards for evaluation reports elaborated by GIZ's Monitoring and Evaluation Unit. This enables comparison with other evaluations within GIZ. Since these quality criteria also encompass aspects of report quality, an even more positive picture is revealed. Ten reports (46%) are rated very good and five (23%) as rather good with regard to their

report quality. To sum up, **over two-thirds of all evaluation reports are of good quality (Ø 1.9)**.

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The *high quality of the evaluations* is very impressive, compared with the findings of international studies from the 1990s and 2000s.⁷ This key finding should be communicated. Furthermore, more recent meta-evaluations by international donors or implementing organisations should be examined to enable a truly up-to-date comparison.

A thorough review of the reports based on the individual analysis criteria shows that the majority of the reports adhere to the *standard reporting format*. In general, the *formal aspects have been satisfactorily fulfilled*, i.e. their structure is logical, understandable and verifiable, and concisely lists all key findings in the summary. Only the *central factors influencing the achievement of results* are not adequately quoted in some reports. Compared to the evaluations in 2009, the current reports from 2010 provide significantly more basic information about the evaluated *programme itself* and the *implemented evaluation*. Nevertheless, crucial statements are missing in parts. In particular, the evaluation reports sometimes lack the requested *annexes*, either in their entirety and/or with regard to the quality of their content.

The quality of the *applied evaluation methods* has enormously improved compared to the last year with *nearly two-thirds of the evaluations being ranked as good*. Particularly, the *illustrations* of the *underlying evaluation methods* in the majority of reports are markedly *transparent*. However, some descriptions are not sufficiently detailed, especially regarding the information on standardised interviews and/or chosen research design. Correspondingly, the problem of causality has been rarely discussed. Therefore, the selected *methods and procedures* are not always *appropriate for the object;* however, *systematic data collection methods* were used more frequently than in the previous year. By now, the implementation of *standardised questionnaires* seems to have become the norm: 13 evaluations carried out surveys, often online surveys. In this case, new challenges arise, however, regarding the *consideration of legal frameworks for data protection*, especially the protection of *anonymity*.

⁷ cf. Caspari, Alexandra, 2009: "Rigorose' Wirkungsevaluation – methodische und konzeptionelle Ansätze der Wirkungsmessung in der Entwicklungszusammenarbeit, in: Zeitschrift für Evaluation 8 (2), pp.183-213; USAID, 1989: Review of the Quality of A.I.D. Evaluations FY 1987 and FY 1988 (A.I.D. Evaluation Occasional Paper No. 19), Washington D.C.: USAID; van de Putte, Bert, 2001: Follow-up to Evaluations of Humanitarian Programmes (Paper submitted to the ALNAP Biannual meeting 26-27. April 2001), o.O.: ALNAP; Forss, Kim/Carlsson, Jerker, 1997: The quest for quality – or can evaluation findings be trusted? In: Evaluation (3/4), pp. 481-501.

Legal frameworks for data protection, especially anonymity, must be considered in evaluations. It is important to ensure that neither the reports nor the appendices quote individualised data/answers in connection with names of interviewees. In the case of *online surveys*, it is imperative to increasingly consider appropriate software and aspects such as (non-)reconstruction of IP addresses and server logfiles, SSL encryption and secure host/server.

To a large extent, the 2010 reports differentiate between results, analyses and interpretations and, additionally, take account of all groups of actors/stakeholders. However, problems occur with missing references not only to self-collected data (standardised interviews, in-depth interviews) and secondary data used (M&E data), but also to documents that were used in general. As a consequence, it is not always clear whether all groups of actors/stakeholders have been considered or whether M&E data have been really used. Furthermore, some evaluations did not specify whether statements have been quoted from documents or rather are conclusions drawn by the authors based on the collected information, and how and to what extent this information has been triangulated.

Similarly to the applied methods and the formal report standards, the quality of contents of the evaluations is rated as good. Significant improvements in comparison to the previous year can be observed regarding the presentation of strengths and weaknesses of the programmes, as well as the processing of the output, outcome and impact levels. The most elementary results level in the context of evaluations, Outcome II, is elaborated adequately more often than in 2009. Nevertheless, there is a repeated failure to distinguish between the Outcome levels I and II. 12 reports present comprehensive results chains of the evaluated programmes.



In the context of the merger of the implementing organisations, revision of the general results chain should include a reconsideration of the terms used, particularly regarding the two outcome levels - also with regard to the international context.



The programme-specific results chains resulting from various evaluations should be systematically collected in order to consider the possibility of creating a general results chain for human capacity development.

Just as last year, the evaluators judged the *indicators* formulated for the programmes, notably on the level of programme objectives, to be inadequate. In some cases, evaluators indeed reformulated the existing indicators and/or supplemented them with SMART indicators. However, the fundamental problem persists: it is simply difficult to formulate 'good', SMART indicators.

The creation and regular maintenance of a compiled data file of indicators should be considered. As a first step, all indicators elaborated in the programmes can be collected. For the planning of new programmes, programme managers can access this file in order to avoid the repeated creation of specific indicators. Instead, the established indicators should be modified and, if necessary, further specified. In a second step, an expert team should screen and assess the indicators in the data file in order to, eventually, provide a comprehensive *list of appropriate and SMART indicators*.

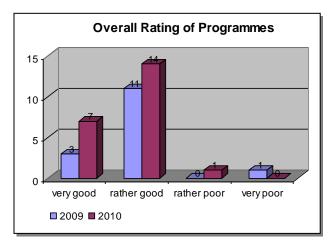
The recent evaluations show better analysis of the results levels 'individual', 'organisation' and 'system' compared to the evaluations of 2009, although some reports still leave room for improvement. There is substantial improvement regarding the examination of the DAC criteria. The aspect of efficiency in particular is considered more adequately. Many reports investigate inputs, especially the overall costs, as well as activities/implemented measures sometimes in a remarkably detailed manner – and then relate them to the results achieved. Nevertheless, some reports state that not even the total costs could be determined.

Based on the results of the meta-evaluation in 2010, the standard ToRs, as well as the standard reporting format have already been revised and various guidelines, e.g. in terms of lists, have been created. In drafting and developing GIZ's standard ToRs and the GIZ standard report form for evaluations, this should be used as a template, combined with the findings and recommendations of the current metaevaluation.

2.2 Results of the HCD programme

Positive overall rating of programmes and DAC criteria

Following last year's example, the evaluation synthesis includes a *quantitative* assessment of the overall rating of the evaluated programmes, based on relevant text passages in the



reports. Similar to the previous year, in 2010 the programmes are almost exclusively ranked as positive or 'successful' (Ø1.7; 2009: Ø1.9). Merely one report gives a rather poor overall rating for the evaluated programme.

Furthermore, this year quantitative ratings regarding the individual DAC criteria were also identified from relevant text passages.

Likewise, this analysis yielded remarkably positive results. Especially the relevance of nearly all evaluated programmes is rated as very good.

Select

Selected Text Excerpts for 'Relevance'*

- + ,Mehrere arabische und internationale Institutionen waren zum Themenbereich MR im Irak tätig. Der Schwerpunkt lag in der rein fachlichen Vermittlung der MR und weniger die Vermittlung der Trainingskompetenzen und weiterer ,soft skills'. Das bedeutet, dass der durch die Modifizierung des Programms gewählte Schwerpunkt auf der methodischen Ebene eine richtige Entscheidung darstellte, wodurch die Relevanz des Programms sich erhöhte und InWEnt ferner ein Alleinstellungsmerkmal aufbauen konnte' (#11).
- + ,Bei der Frage inwieweit das Programm aus heutiger Sicht auf die Lösung von entwicklungspolitisch wichtigen Kernproblemen der Zielgruppen abhebt, ist die Antwort ein klares Ja. (...) Betrachtet man das Programmziel unter den Aspekten heutiger Wissenstand und aktuelle Rahmenbedingungen, so ist festzuhalten, dass die Thematik vor mehr als fünf Jahren mit ,pionierhaftem' entwicklungpolitischen Weitblick formuliert und ausgewählt wurde und heute aktueller ist denn je' (#14).

* highlighting. (bold) AC

However, deriving a quantified assessment from text passages is not always feasible. In addition, it remains unclear whether evaluators distort the overall assessment by cautious or in some cases 'benevolent' formulations. Consequently, these ex-post quantifications merely represent *approximated values*.

When commissioning evaluations, evaluators should be required to make *quantitative ratings* (as figures), with regard to both a final *overall rating of the evaluated programme*, and to ratings for the individual *DAC criteria*. Such rating scales lead to an overall assessment that takes into account *all* aspects to be addressed for each specific subject. If such rating scales are introduced not only for the DAC criteria but for all aspects to be evaluated – such as *planning and steering*, *coherence*, *complementarity and coordination* – it will be possible to comprehensively analyse cross-sectional evaluations and as a result offer greater potential for knowledge. Such a requirement was made earlier in the review of the standard reporting format in 2010. This can serve as a template for preparing and developing the *GIZ standard report form*:

Positive results at the individual level

Human capacity building programmes and measures aim to enhance skills to promote change on *three levels*: strengthening operational capabilities at the individual level, increasing the performance capability at the level of organisational, company and administrative levels.

els, and enhancing the ability to act and decision-making skills at the political and system level.

Compared with last year's result, almost all programmes evaluated in 2010 have achieved positive results at the individual level. Actually, 13 reports explicitly address these results. Some participants gained an outstanding boost in knowledge and capability. As a consequence, they have been strengthened with regard to their everyday professional capability. Furthermore, the reports repeatedly point out that the measures also fostered the participants' personal development, the acquisition of new skills and changes in behavioural patterns. This is particularly true of soft skills such as analytical and communication abilities, management style, problem/conflict-solving skills, and also personal learning and independence. In summary, these changes have lead to a 'paradigm shift', a 'change in mindset' (#16) and 'empowerment' (#11). Some text passages point out that these results lead to professional advancement such as broader expertise, wider areas of responsibility or even promotion. Moreover, evaluators specifically assume that these results will be durable. In other words, the evaluated programmes are extremely successful at the output level (acquisition of skills). Moreover, the texts also indicate considerable success at the outcome I level (use of acquired knowledge).

Selected text excerpts on positive results at the individual level

- + 'wurde berichtet, dass die angeeigneten soft-skills auch über die Trainings hinausgehen Arbeit wertvollen Input geliefert habe. So habe sich der eigene Führungsstil, aber auch die Analyse- und Kommunikationsfähigkeit massiv verbessert und habe insgesamt zu einer Verbesserung der Arbeitsleistung geführt. (...) ,lch habe nicht nur beruflich, sondern auch für das Leben bei den InWEnt Workshops viel gelernt.' (...) Die Coachingelemente und der eigene Beitrag zu den Trainings und zu dem Handbuch hat zu einer Verfestigung des Lernerfolges und zu einem subjektiven Empowerment geführt, welches sie in einem höheren Masse befähigt, kritische Diskussionen während ihrer eigenen Trainings zu bewältigen. (...) Die positiven Wirkungen auf individueller Ebene, also der Lernerfolg, die Aneignung neuer Kompetenzen und eine Verhaltensveränderung der TN wird von Dauer sein, da durch die Verknüpfung der Vermittlung von hard facts und soft skills nicht nur fachliche Themen erlernt wurden, sondern eine auch persönliche Verhaltensveränderung stattgefunden hat' (#11).
- + 'Foundational to all other effects of the program is the impact it has had on the individual participants. This impact can only be described as a shift in paradigm from a position of powerlessness in the face of obstacles, to the conviction that with the application of logical thinking, solutions to problems can be found and implemented. Such an attitude is important for any society that wishes to take responsibility for its own development. (...) Nearly all participants interviewed reported a "change in mindset" and a newfound realisation that seemingly impossible things can be achieved. But beyond just changing their mindset, they acquired a set of tools for analysis, problem solving, conflict resolution and planning. (...) Almost all participants experienced the program as an intense and lasting learning experience, a "life transforming experience" (#16).

^{*} highlighting. (bold) AC

Limited results at the organisational/institutional level

In general, the reports stated fewer results at the organisational/institutional (Outcome II level. Nevertheless, some reports explicitly presented results at organisational level. These remarks suggest that the results achieved did not meet expectations to some extent, or did not correspond to the (programme) objectives. This might be attributed to a 'narrower evaluation perspective': if results are only considered at the level of sending organisations, they may not be identified because of staff turnover. After proving the outstanding results at the individual level, it can be assumed that these are sustainable to such an extent that they may generate effects in any position at any organisation. In order to examine this hypothesis, tracer studies are required.

Selected text excerpt for results at organisational/institutional Level

'Den größten Einfluss hat die Fortbildung mit Sicherheit auf individueller und organisatorischer Ebene. (...) Nutzen für die institutionelle Entwicklung der mexikanischen Organisationen: Die Unternehmen und Organisationen in Mexiko profitieren auf drei Ebenen von der Ausbildung von Fachkräften im Rahmen der ILT: der Stärkung technischer Fähigkeiten, der Verbesserung von Managementkompetenz und der Ausweitung der interkulturellen Kompetenz. Es zeigt sich jedoch auch, dass der Deutschlandaufenthalt für einen Großteil der Teilnehmer/innen mit einer beruflichen Veränderung verbunden ist. De facto profitieren nicht die Entsendeorganisationen vom Kompetenzzuwachs, sondern der Arbeitgeber nach dem Deutschlandaufenthalt oder in einzelnen Fällen das selbst gegründete Unternehmen' (#18-VSt.).

* highlighting. (bold) AC



Tracer studies should be performed on a regular basis. They are the only way to check whether former participants of HCD programmes continue to work in jobs that are relevant to the sector even after a change of employer and whether they apply and implement the acquired skills and knowledge in practice. Only then can it be analysed whether impacts may spill over to other organisations than the intended (sending) organisations, and only in this way can we assess efficiency and results at the level of Outcome II as a whole.

Scaling up – important exemplary broad impact

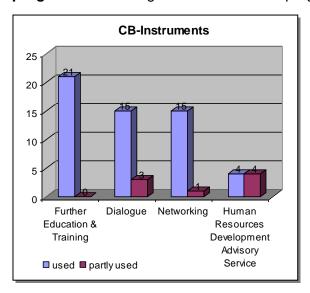
In the context of the discussion about scaling up, the subject of broad impact is of major importance. The question of particular interest is to what extent successfully implemented programmes or concepts are diffusing at the regional or national level and therefore producing broad-based, exemplary results. The HCD programmes with their instruments, their links to the three levels 'individual', 'organisation' and 'system, and their regional orientation, always focus on broad impact. Eleven evaluation reports present positive - in some cases remarkably - broad impact. In several cases, it is stated that the measure does have an exemplary character or exemplary impact or offers a strong multiplication factor. The MGG program is still in the process of developing a high-quality brand name on an international scale' (#6); 'Incidentally, regarding quality and prominence, the mentioned applications are helping to spearhead the worldwide FOSS.Movement' (#14); as well as 'One of the messages of the programme to be openly communicated is how InWEnt became a "real specialist" in training multipliers/trainers. Several European and international projects offer training or expert inputs, but no multipliers for the local and regional dissemination of knowledge and skills' (#22).

2.3 Central factors influencing the achievement of results

The instruments used

Based on the capacity building concept, the instruments 'further education and training', 'dialogue', 'networking', and 'advisory services for human Resource development' have been applied. Within the framework of GIZ's human capacity development (HCD) instrument, these instruments are reflected in the formats 'vocational trainings for experts and managers of partner organisations', 'leadership development', 'e-learning', 'dialogue platforms', 'alumni', 'global knowledge partnerships/networking' and 'capacity building for training and educational institutions'. Since the evaluation reports focus on programmes of the former InWEnt dating from 2010, the reports were analysed according to the old instruments.

Except for one case, the 'further education and training' instrument was employed in all programmes. 'Dialogue' was used in 15 programmes and in a further three programmes, it



was apparently used to a limited extent. Likewise, 15 evaluated programmes applied 'networking', one to some degree. 'Advisory services for human resource development' was implemented only in four programmes, while four other programmes only used this instrument to a limited extent.

More than *two-thirds* of the evaluated programmes applied a *combination of several instruments.* Two evaluated programmes deployed all four instruments; most programmes

focused on 'further education and training', complemented by one or two other instruments.

Overall, the instrument advisory services for human resource development was seldom used Some reports explicitly describe the positive results obtained when employing a combination of instruments. Equally, the compiled data indicate a correlation between the effectiveness of programmes and the combination of various applied instruments: programmes that only employed the 'further education and training' instrument, or only in combination with another instrument, tend to have lower effectiveness ratings. In other words, employing HCD instruments in combination leads to increased effectiveness and, hence, to results at organisational level (Outcome II).

In the context of the further development of the HCD instruments, attention should be paid to combining the identified formats expediently. Moreover, it should be more carefully examined in the framework of future evaluations to what extent the combination of formats has a positive effect on programme success.

High quality of the measures, and of the applied teaching methods

The demonstrated positive results particularly on the individual level can be attributed to the high quality of the measures, in general, and in particular, to the didactic methods used in courses and seminars. In eight reports, the selected programme concept was rated as positive while highlighting different aspects, such as the practical phase or the linkage between learning and implementation (action learning), the flexibility of project design or the emphasis on didactic and pedagogic aspects. Especially the seven didactic principles including the emphasised importance of soft skills, i.e. the development of independent learning, as well as anticipated reasoning, are obviously implemented in an optimal and exemplary way and are highly appreciated by the participants. The *modern teaching approach* with an emphasis on mixed methods seems to be a key factor for the success of the measures. Furthermore, the reports repeatedly point out that these didactic methods, including the transfer of soft skills, are a unique characteristic that clearly distinguishes GIZ measures from other donors' training measures, which merely focus on the transfer of professional knowledge: Thus, the *didactic methods* are obviously a 'unique feature' of GIZ.



- + 'Ein wesentlicher Faktor für den Erfolg des Programms war die Trainingsstrategie des Methodenmixes, Den TN wurde eine Bandbreite von Methoden vorgestellt und angewandt. Diese innovativen Methoden waren für die irakischen TN neu und im Irak nahezu unbekannt (...) Neben dem fachlichen und menschenrechtsspezifischen Input hat gerade die Vermittlung der sogenannten ,soft-skills' und die modernen Lehrmethoden zu einem Veränderungsprozess der TN beigetragen. (...) Sogenannte soft skills, vor allem Kommunikation, aktives Zuhören, Umgang mit Konflikten und Problemen, das Erlernen des Konzepts der Empathie und die Übertragung auf ihre Arbeitspraxis führten zu einer fachlichen Weiterqualifizierung und einem persönlichen Empowerment. (...) Die TN sind sich der begrenzten Effektivität des konventionellen Frontalunterrichts bewusst und haben das neue Wissen auf ihre Arbeit übertragen. Einige der TN äußerten sich weitergehend und konstatierten eine Veränderung ihres Verhaltens auf Grund der neuen Einsichten im Bereich Kommunikation, dass sie durch diese soft-skills für ihr Leben gelernt hätten und sich dies sowohl auf ihr persönliches als auch professionelles Leben ausgewirkt habe (...) Mehrere arabische und internationale Institutionen waren zum Themenbereich MR im Irak tätig. Der Schwerpunkt lag in der rein fachlichen Vermittlung der MR und weniger die Vermittlung der Trainingskompetenzen und weiterer "soft skills". Das bedeutet, dass der durch die Modifizierung des Programms gewählte Schwerpunkt auf der methodischen Ebene eine richtige Entscheidung darstellte, wodurch die Relevanz des Programms sich erhöhte und InWEnt ferner ein Alleinstellungsmerkmal aufbauen konnte' (#11).
- + 'These positive outcomes obtained at various levels achieved in the relatively short period of two and a half years, came from a capacity building approach that employed an effective mix of instruments, including technical training on waste management, TOC training, local and regional workshops and consulting and last but not least and this is the most important point: InWEnt has presented a new and plausible programme approach which allows implementation even in programmes of technical and financial assistance (...) The programme has a very unique and innovative approach' (#16).
- + 'In general, **InWEnt's didactic principles** of participation, variety, practical orientation, participant orientation, tolerance, transparency and joined-up thinking are **fulfilled in an exemplary way** and as adequate to reaching the programme objectives' (#16).
- + 'The applied didactical approach was mentioned by most of the interview partners as very unique feature, which has distinguished the WAVE programme considerably from ordinary training measures of other donors. (...) Trainers in all 4 WAVE countries have been very enthusiastic with the new didactic adult education approaches they had learned in the training of trainer (ToT) seminars that built on the InWEnt didactical principles. Many of them reported that they had been applying their gained didactical knowledge in their other training fields' (#21).

* highlighting. (bold) AC

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Being exceedingly successful and unique in the donor community, the *programme concepts* integrate *didactic methods* and *modern teaching approaches* and provide important expertise in the field of *soft skills*. Hence, they must be included in the further development of a concept for the new *HCD instrument*.

M&E system, programme steering and coordination

A further important aspect for achieving the programme objectives and the measures' effectiveness is the level of responsiveness, i.e. the extent to which the programmes reacted to changing conditions and needs during the programme term, and whether the *concepts* were adjusted. A well-functioning and *results-based monitoring and evaluation system* is the prerequisite. Last year's meta-evaluation already stated and outlined the *positive results* of

well-functioning M&E-systems and of good programme steering based on M&E data. In addition, it was pointed out that the adjustment or even reorientation of programmes can be regarded as a crucial success factor for positive outcomes. Equally, the majority of the recent evaluations in 2010 include explicit statements about M&E. In the framework of nine evaluated programmes, a well-functioning monitoring system apparently led to continuous adjustments of the programme, which in turn showed positive results. In five cases, the monitoring activities have appeared to be insufficient or non-existent.

Even if *no dedicated* M&E system was implemented in the programme, at least the *evaluations of measures according to PriME* took place at the end of an implemented measure, i.e. standardised surveys of participants (of participants' satisfaction). For 17 of the programmes, it can be safely assumed that evaluations of measures were performed. In some cases, the programme measures *could be adequately adjusted solely on the basis* of these evaluations, although no other M&E tools were used. This is confirmed by a key finding of the evaluation synthesis from last year, namely that practical tools or specific instruments/templates, such as the ready-made questionnaires for the evaluations of measures, which were developed in the context of PriME, were obviously used extensively in the programmes – such elaborated 'tools' seem to be highly relevant for the implementation of an M&E system. However, in order to adequately assess information on effectiveness beyond steering aspects, a comprehensive results-based monitoring and evaluation system including consistent outcome monitoring is necessary. Both have to be considered in the planning phase and established at an early stage, i.e. integrated into the programme.

The specific *templates/instruments* developed in the context of PriME, especially for *evaluations of measures*, must be incorporated into the *new GIZ concept for results-based monitoring*.

Results-based M&E systems should be established as a compulsory part of the programme work and include the outcome levels. The planning and implementation of functioning M&E systems must be ensured. The focus on programme-integrated impact-oriented M&E systems should be pursued.

Coordination & steering capacity and local presence

Good coordination and steering of programmes, however, does not depend exclusively on functioning M&E systems. *Staff continuity and local presence* appear to be key factors for *efficient steering* since they are necessary conditions for an intensive exchange of information, continuous liaison based on mutual trust, regular personal meetings, logistical and administrative support, as well as the continuity of assistance and coordination. The frequent

lack of local presence of (former) InWEnt programmes is or was a major problem and seems to have impeded playing an active role in the implementation of steering tasks. The sheer amount of text passages about coordination and steering capacity and accordingly, local presence illustrates the relevance of this issue: the frequent lack of field structures is perceived as a location disadvantage; usually there is no direct local contact person; regional offices provide rather logistical and administrative support but often do not play an active role in the implementation of steering tasks; contacting is mostly possible only by email, personal face-to-face meetings are rare. However, personal contact would be necessary both for intensive information-sharing and the development of mutual trust.

However, these problematic conditions could be offset in many cases. The central factor here seems to be staff continuity on the part of InWEnt. In the case of the absence of staff continuity, efficient steering work could be assured alternatively through staff continuity on the part of the expert partners or the partners themselves, through extraordinary commitment and ownership of individuals, or through cooperation with GTZ and DED.

As a result of the merger of the official implementing organisations DED, InWEnt and GTZ, the field structure has been integrated. Hence, it can be assumed that the above mentioned obstacles with regard to staff continuity and on-site presence will be removed. Following organisational integration, the functional integration of the field structure should be promptly and vigorously pursued.

Coordination & cooperation with other donors and implementing organisations -'Joined-up development cooperation'

Against the set target of 'joined-up development cooperation' it is of special interest to what extent the evaluated programmes were coordinated not only with other German but also international donors or implementing organisations, and to what extent objectives and measures were carried out complementarily. Equally, the large amount of text passages about coordination and cooperation underlines the relevance of this issue: 13 reports specify positive examples, whereas eleven reports mention rather negative examples. In sum, the coordination with other German DC implementing organisations (especially the former organisations GTZ and DED) in the evaluated programmes often succeeded. In some cases, the coordination with international actors was implemented successfully, although there is room for improvement. The reports demonstrated that pooling donor and implementing organisation activities is advantageous because interventions are complemented with regard to contents and the watering-can principle can be prevented. In addition, through the cooperation of German organisations and the coordination of measures, the perception of programme work is increased. Against the background of increasing competition between donors, this appears to be advantageous and additionally fosters an increased involvement in the activities of third parties. The unified local representation of German technical cooperation makes it possible to step up coordination between international donors and implementing organisations. Likewise, for the partner countries, a coordinated programme offer is advantageous since it helps to prevent 'cherry picking'.

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The *merger* of the official implementing organisations DED, InWEnt and GTZ is intended to *combine their capacities and decades of experience* and enhance effectiveness through the coordinated use of all instruments. In order to rapidly implement *integrated programming* (i.e. coordinating and making complementary use of the core competencies of the predecessor organisations), *guidelines and process descriptions* should be provided as soon as possible, in addition to the *integration of the field structure*. Furthermore, it is imperative to ensure that the instruments are sufficiently known in GIZ's field structure. Moreover, in future it would appear useful to carry out *evaluation syntheses of each GIZ instrument* (instrument evaluations) in order to investigate the profiles of individual instruments and their added value in order to initiate further developments.

Strategically strong partners & ownership

Another important factor for achieving sustainable results, particularly at organisational and system level, is to have a strategically strong, competent and reliable partner. The analysis of the evaluation reports validates the positive effects of strong and independent partners with a clear structure and high implementation capacities; partners who not only have operational capacity but also possess the motivation to take an active role in the programme. According to the Paris Declaration, ownership is expressed by the genuine willingness to change and a feeling of commitment, the assumption of responsibility and a leadership role, as well as by independent financial contributions. Ownership can be promoted by involving partner organisations in planning processes, through coordinated objectives, clear responsibilities, and joint implementation of the programme in close cooperation with the partner, but also by the joint design of training schedules and by developing appropriate selection criteria and procedures for the selection of participants. Not every programme has succeeded in establishing ownership, which is possibly due to the location disadvantage. However, if programmes are attached to key organisations with an excellent reputation, the relevance of the these programmes in the public perception and accordingly their legitimacy are strengthened and their political standing was boosted.

It is assumed that through *integrated programming*, the *alignment principle* of the Paris Declaration can be better implemented in the future: In the case of partners who are rather weak in terms of organisation and personnel, but nevertheless relevant – i.e. partners who hold key positions in the country and/or sector – the development capacities of partners are strengthened by the linkage of programmes. This empowers them to take on responsibility, to manage and implement programmes. Through the *complementary use of the core competencies* of the three former implementing organisations, the partners' structures can be strengthened, which in turn sustainably enhances the effectiveness of the programmes.

Ex-ante examinations of competencies and operational capacities and/or analyses and assessments of partners can improve the choice of partners. Integrated programming should be applied if partners are rather weak in terms of personnel and organisation, but relevant because they hold key positions in the country and/or sector. The complementary use of the instrument 'experts' strengthens the partnership structure (alignment), which in turn positively affects the HCD instrument and sustainably enhances effectiveness. In order to implement integrated programming as quickly as possible, guidelines and process descriptions for integrated programming should be developed as soon as possible.

The future *integration of the field structure* is expected to lead to a more intense dialogue, thus ensuring closer involvement of partners in the formulation of objectives, programme planning and implementation. Hence, this process leads to greater *ownership* by the partners. Apart from organisational integration, the *functional integration of the field structure* should be followed up as soon as possible and combined with training on all instruments.

2.4 Political framework conditions and political will

Ownership on the part of partner organisations is not always sufficient to make a programme successful. The analysed evaluation reports indicate that a clear *political will expressed by the very highest level*, support at the *national level*, and precise political agreement with policy-makers are absolutely essential. Lack of will to reform and change at the political level as well as lack of support from decision-makers/politicians, but also different political interests of the stakeholders, may block progress and marginalise programmes.

However, the following is to be considered: Although negative political framework conditions represent a risk to the programme's success, the promotion of **good governance** is also a **priority area** of German development cooperation. In other words, political conditions for successful social, environmental and market-economy development should be created in the partner countries. In this case, **integrated programming** seems to provide promising approaches. For example, GIZ has extensive experience in the promotion of good governance

in the areas of democracy and rule of law, law and justice and constitutional and administrative reforms. With this approach, a policy framework for a more successful continuation of the programme can be created according to the priority areas of German development cooperation.

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Based on *situation analyses* conducted prior to programme planning, the 'suitable' political partner can be identified and that partner's support gained through *intensive dialogue*. In the case of *bad governance, integrated programming* can provide promising approaches. GIZ's vast experience in the promotion of good governance could create a policy framework for successful continuation of programmes in accordance with the priority areas of German development cooperation. However, this requires very precise planning, also of time frames, i.e. when is which GIZ instrument to be applied. In addition, intensive results-based M&E appears necessary in order to continually check whether the necessary preconditions for the start of another instrument are fulfilled as planned.

2.5 Special aspect in detail: courses held

As described, 'further education and training' is a central element of the HCD programmes that generates very successful results, particularly at the individual level. This success stems largely from the integration of teaching methods and modern teaching approaches into the programme concept. However, the analysed evaluation reports contain further indications on specific aspects of the *courses held* within *the context of the HCD programmes*, which have already been addressed in the previous evaluation synthesis.

Selection of course participants

Last year's evaluation synthesis already outlined the importance of the **selection of (course) participants** especially with regard to the **transfer of individual knowledge on institutional changes** - a finding which is confirmed again this year. In most programmes, the selection of participants seems to be performed very well. In some reports, potentials for improvement are listed. Important aspects are:

- **Selecting the 'right' participant:** Participants must be technically suitable and able to apply what they have learned in their respective professional field.
- **Professional selection criteria & transparent selection process:** A verifiable and transparent selection process based on professional selection criteria is important for selecting the 'right' participant.
- Active role of partner organisations: The selection process must be steered primarily by the partner organisations, with support and/or in close partnership with GIZ.

- **Professional profiles of the candidates:** In order to ensure a targeted selection process based on professional criteria, the *job profiles of the candidates*/potential participants must be collected in advance and entrance tests have to be conducted.
- Interests of the sending organisations: When selecting participants, it is also important to consider the fundamental interests of the sending organisation and those of the line manager. In addition to 'skills and will' on the part of trained employees (individual level), 'permission' from the organisation or the line manager is necessary in order to achieve results at the institutional level. Such support can be expressed in extended skills and responsibilities, or the provision of resources (labour and money). The foundation is the will of the sending organisation to bring about fundamental change. This can be created or maintained by continuous and systematic involvement and close contact.
- Homogeneous composition of participants: The groups of participants should be homogeneous in terms of their areas of responsibility and work context as well as function or position. If participant in groups are mixed with academics/practitioners and/or persons from the decision-making and executive level, participants may hinder each other in the learning process because of different expectations about content and thematic priorities.
- **Critical mass:** For each sending organisation there has to be a 'critical mass' of trained people in order to achieve results on *institutional* level.
- Managers: Training courses for people in leadership positions ('head of department and higher') should increasingly be focused as a target group. In this context, there is a need to hold training courses that teach key skills, especially in the area of personnel management and management. In most of the cases, this group of people is not able to attend training courses with long schedules (several days or weeks) since they cannot be absent from their jobs. In this case, dialogue events, such as meetings and conferences, are an appropriate solution.
- **Multiple training courses**: Multiple training courses can lead to greater *effectiveness*, especially in the context of networking.
 - The *long-term experience in the selection of participants* should be *systematically compiled and processed*, e.g. as a *handout*. It seems appropriate to summarise possible *selection criteria*, including advantages and disadvantages, as well as experiences. Also, experience with *entrance tests* should be discussed and possibly standard instruments developed.
 - In view of institutional results, a 'critical mass' of employees should always be trained for each sending organisation. It may be necessary to offer separate events for management staff in the area of corporate governance and management. Furthermore, the aspect of multiple training courses must be reconsidered.

In principle, close contact with sending organisations and line managers of the participants is required in order to ensure that participants get the necessary support to apply what they have learned.

Coordination of course content & certification

The analysis of the reports shows that the training sessions and courses of the evaluated programmes were highly practice-oriented and learner-centred and met the specific needs and abilities of the target groups and corresponded to a large extent to local and regional contexts. This was achieved by continuous changes and adjustments, inter alia based on evaluations of measures, e.g. the continuity of expert partners. In three reports, the necessity of a needs assessment is emphasized. The results of the analysis again corroborated the high quality of the measures already outlined.

As part of last year's evaluation synthesis, the increasing global importance of the certification of training courses was underlined. Also, the reports from 2010 highlighted the importance of a formal training qualification. Amid growing competition for the best students and junior staff, the issue of certification is not to be underestimated, and the absence of a recognised certificate for the GIZ courses is a disadvantage. Through accredited educational qualification, the number of potential participants can be increased, as the relevance and value of the courses from the perspective of the participants/students, but also their line managers, increase. Thus, certification can improve opportunities and support for applying learning content within the institution, which in turn increases the effectiveness at institutional level.



In the context of systematic collection of long-term experience in the selection of participants, experience with needs assessments should also be checked and possibly compiled (in the form of a *handout*).



It is imperative to pursue the issue of certification of future HCD courses. Consequently, it should be investigated as systematically as possible what preconditions must be met, what differences exist in different partner countries, which universities accredit courses, how other donors or implementing organisations accredit their courses and, ultimately, what types of certification are available.

Systematic follow-up, individual coaching and mentoring

Last year's evaluation synthesis states that systematic follow-up of alumni is not always given. In some reports, the need for individual coaching and mentoring was expressed. In addition, the reports from 2010 repeatedly stated that the programmes did not always provide systematic follow-up for participants. Such follow-up appears highly relevant to promote and increase the sustainability. Obviously, one-off training is not always enough to enable participants to translate what they have learned into practice. Especially qualified coaches, who themselves are supposed to carry out ToT training, need support at the beginning. Accordingly, the majority of the reports outline a need for systematic follow-up. Possible forms could be a buddy or mentoring system, short courses, coaching components/measures, (small) group coaching, backstopping, follow-up visits, distance learning or distance-coaching, or professional ad-hoc consultations, round table consultations or a 'regulars' table'.

The **objective of this follow-up** is to *intensively* support participants in the *first phase after* the measure in applying what they have learned in order to promote behavioural change and to enhance activities as multipliers. Judging from the reports, it is clear that this follow-up should be deliberately and systematically initiated and implemented on the part of 'officials', i.e. part of the overall concept. In some programmes, this was obviously implemented successfully. Hence, systematic shorter follow-up measures in the form of coaching or additional training (refresher courses), seminars or workshops seem to be a practical way to promote sustainability of the measure.

In future HCD programmes, systematic follow-up measures should be included as an integral part of the overall concept. Experiences with various formats made in HCD programmes - such as additional shorter training (refresher courses), seminars, workshops or coaching (in group and individual coaching) - should be systematically collected and relevant best practice examples identified. In conclusion, specific formats for follow-up measures should be developed and made available in the form of a **handout**.

Alumni relations & follow-up contacts

In terms of follow-up contact, alumni relations are an essential factor for the broad impact and sustainability of programmes. Based on last year's evaluation synthesis, it could not be conclusively determined whether the alumni concept is integrated into the programmes to an adequate extent. The sheer amount of text statements in the current evaluation reports of 2010 confirmed, however, the high relevance of alumni relations work, with the objective of networking, institutionalisation, exchange and broad impact, and achieving long-term links between expert and managerial personnel and policy-makers, and Germany. In most of the programmes evaluated in 2010, no systematic alumni concept had been implemented. Only four reports mention successful alumni activities partly initiated by the alumni themselves and not implemented as part of the programme. In particular, the text

passages criticising the *lack of alumni relations work* illustrate the importance of this instrument: 'the lack of alumni deprives InWEnt of an essential competence' (# 4), 'the long-term alumni relations work and active maintenance of adequate networks offers one of the greatest potentials that can be integrated more systematically in existing approaches by InWEnt'(# 22). Nevertheless, it is clear from the reports that *networking not only among alumni but also among partner institutions is highly desirable*. It appears to be problematic that, on the one hand, alumni relations work is or has not been sufficiently integrated into the overall concepts of the programme. On the other hand, the *internet platform 'Global Campus 21'* does not seem to be ideal for alumni activities, since successful alumni networking takes place via mailing lists, newsletters, Google groups or Facebook.

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The alumni concept was redesigned in 2010 and in future will be a separate *format* in the framework of the HCD instrument. It should be *systematically investigated* to what extent the newly designed alumni concept for *programmes that use the HCD instrument is integrated and if so, how.* The HCD format 'alumni' has to be fully integrated into the overall concept of the future HCD instrument and designed as an integral component so that each programme uses the 'alumni' format when applying the HCD instrument.

Conclusion: 'Human capacity development' is obviously a successful GIZ instrument. In particular, the format 'vocational training for experts and managers of partner organisations' (the former 'further education and training' instrument) is a unique feature due to the special didactic methods. Hence, this format is an important GIZ element for demand-driven, tailored and effective services for sustainable development. In general, remarkable results are achieved, especially in combination with other formats.

WHAT WORKS

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