EVALUATION REPORT 2020
USING KNOWLEDGE
GIZ PROFILE

As a provider of international cooperation services for sustainable development and international education work, we are dedicated to building a future worth living. GIZ has over 50 years of experience in a wide variety of areas, including economic development and employment, energy and the environment, and peace and security. The diverse expertise of our federal enterprise is in demand around the globe, with the German Government, European Union institutions, the United Nations, the private sector and governments of other countries all benefiting from our services. We work with businesses, civil society actors and research institutions, fostering successful interaction between development policy and other policy fields and areas of activity. The German Federal Ministry for Economic Cooperation and Development (BMZ) is our main commissioning party.

All these commissioning parties and cooperation partners place their trust in GIZ by working together with us to generate ideas for political, social and economic change, develop these into concrete plans and implement the envisaged change processes. As a public-benefit federal enterprise, German and European values are central to our work. Together with our partners in national governments worldwide and with our partners from business, academia and civil society, we work to deliver flexible and effective solutions that offer people better prospects and sustainably improve their living conditions.

The registered offices of GIZ are in Bonn and Eschborn. In 2019, our business volume was around EUR 3.1 billion. Of our 22,199 employees in some 120 countries, almost 70 per cent are national personnel working in the field. In our capacity as a recognised sending organisation, we currently have 556 development workers in action in partner countries. In addition, the Centre for International Migration and Development (CIM), a joint operation of GIZ and the Federal Employment Agency, placed 262 integrated and 515 returning experts with local employers abroad in 2019 while providing them with financial support and advisory services.*

Cover:
USING KNOWLEDGE: sharing knowledge and learning how to use it forms the focus of the Academy for International Cooperation in Bonn. More than 15,000 participants each year know the benefits of this approach.

The image on the cover directs the viewer’s gaze up the stairwell of the Academy on Campus Kottenforst – GIZ’s educational site. The graphics come from the ‘Cooperation with the private sector’, ‘Corporate culture’ and ‘Methods of impact evaluation’ sections.
Evaluation report 2020

Using knowledge
Evaluations by GIZ

Central project evaluations for BMZ business
- Evaluation of a representative sample
- Given a rating according to binding DC evaluation criteria
Steered by the Evaluation Unit
Reports are published

Corporate strategic evaluations
- Evaluation of the co-financed sub-project or project
- According to DC evaluation criteria
Steered by the Evaluation Unit or operational units
Reports are published following approval from the commissioning party/client

Cross-section evaluations of evaluation products
- Evaluation syntheses for company-wide learning
- Meta evaluations for insights into evaluation quality
Steered by the Evaluation Unit
Reports are published

Evaluative studies for specific information requirements
- During implementation
- Flexibility regarding the object of the evaluation, evaluation criteria, the evaluation process and evaluation methods
- No rating given
Steered by operational units
Results are communicated as needed

Central project evaluations
Central project evaluations account for the vast majority of GIZ evaluations. GIZ uses central project evaluations to evaluate the results, cost-effectiveness and sustainability of projects that it carries out together with its partners on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ). To this end, since 2017 all BMZ projects coming to an end in a particular year that have a commission value of EUR 3 million upwards have been placed in the pool of samples – separately for each region, from Asia to Africa through to global programmes. Since 2020, this sample has been selected according to BMZ budget items and, for bilateral projects, by region too. This results in budgets set on the basis of specific topics, with approximately 40 per cent of the projects covered being selected at random.

Central project evaluations provide evidence-based information for accountability, the planning of a follow-on commission, steering of the ongoing project or strategic reflection with partners and commissioning parties/clients. If necessary, predecessor projects are also taken into consideration in order to be able to provide a more robust basis for statements on long-term results and sustainability. Central project evaluations can also be implemented for individual projects if they are of particular strategic importance to the commissioning party, GIZ and its partners, for example.

Corporate strategic evaluations
Corporate strategic evaluations investigate how GIZ delivers its services and how the company is organised in terms of its policies, strategies and processes and the approaches, concepts, instruments and portfolios it uses to deliver services. The Management Board, departmental directors general and corporate unit directors propose topics for evaluation depending on which decisions and change processes are pending within the company. The Evaluation Unit reviews these based on significance in terms of corporate policy, need for decisions in the medium term and need for evidence and the feasibility of the evaluation. The Management Board decides what projects will be included in the corporate strategy evaluation programme.

Cross-section evaluations
Evaluation syntheses entail synthesising the content of several evaluation reports. Evaluations and, if necessary, evaluative studies with appropriate methodology from a given year, sector, region or regarding a topic are analysed and factors influencing success or failure are identified, along with best practices. Existing experience-based knowledge and expertise are pooled, thereby supporting the planning and implementation of projects as well as the further development of services or sector and country strategies. The Evaluation Unit receives suggestions from the company and proposes topics itself. The unit decides which topics to select in consultation with the managing director responsible for the evaluation.

Meta evaluations evaluate evaluations. They review the usefulness, process quality and methodological quality of evaluations and evaluative studies and provide insights into how these factors can be improved.

Contracting evaluations
If there is a particular epistemical interest that cannot be addressed by GIZ’s standard evaluations either in terms of the time frame or the methods used, the Evaluation Unit also offers internal clients evaluations for specific reasons.

GIZ also provides evaluations for external commissioning parties in the German public sector and the International Services business sector. Here, the objectives, design and criteria of the evaluation are always agreed with the corresponding commissioning party or client, without affecting our quality standards.

Evaluations of co-financing arrangements
Evaluations of co-financing arrangements assess the project or just one part of it.

Evaluative studies
Evaluative studies provide insights for steering and learning in ongoing projects. The Evaluation Unit offers advice – particularly for evaluative studies that are especially demanding in terms of the methods used, such as randomised control trials, as well as for evaluative studies of innovative or strategically important projects.

External evaluations
GIZ’s work is also evaluated by other organisations: for example, the European Union, the German Federal Foreign Office, the German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU) and the German Institute for Development Evaluation (DIfEval). These evaluations examine individual projects as well as overarching themes, strategies, instruments and programmes in order to focus German development cooperation.
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For the first time, the report also has a main topic of focus: governance. As such, the ways in which GIZ’s governance portfolio developed from 2005 to 2018 and the extent to which GIZ’s various measures successfully supported the interplay between democracy, social justice and the rule of law and the effective and efficient structures required for this in the partner countries will be considered. What the findings of the evaluations mean with regard to corporate strategy and specifically with regard to practical implementation is covered in two discussions with GIZ managers and practitioners.

As always, our evaluation report also includes the statistical assessment of our evaluations themselves: for 2017 to 2018, these are the last decentralised project evaluations and for 2019, these are the first central project evaluations steered by the Evaluation Unit following the evaluation reform. We will also give you an overview of our ongoing and planned evaluations and cross-section evaluations as well as the findings shown by our results data from the data collected for 2019.

DEAR READERS,

‘Knowing is not enough; we must apply. Willing is not enough; we must do.’

It feels as though Johann Wolfgang von Goethe wrote these words just for us, for he expresses precisely those objectives that GIZ pursues when conducting its evaluations. On the one hand, we want to ‘know what works’. Put simply, the evaluation results give us insights in order to meet accountability requirements towards our commissioning parties and clients and present our work transparently to the public. On the other hand, though, we also apply the findings and recommendations in a tangible way. We use them to improve the work undertaken by GIZ: individual tasks carried out as part of projects that we implement on behalf of our commissioning parties and clients and the services provided by GIZ as a whole. We look to achieve evaluations that have a sustainable impact.

Since the last evaluation report was published in 2017, GIZ has commissioned six corporate strategic evaluations and two cross-section evaluations. In our current report you will find the results and the consequences derived from these.
For even more sustainability regarding the results of international cooperation, it is not only the measures themselves that must be well-coordinated with each other: the evaluation framework must be too. Our central project evaluations must therefore be adapted in future to meet BMZ requirements on dealing with OECD-DAC criteria in evaluations of German bilateral development cooperation, for example. Joint programme evaluations of complementary projects must also be developed together with BMZ, the German Institute for Development Evaluation (DEval) and other implementing organisations. Likewise, we need to coordinate with the European Commission’s Directorate-General for International Cooperation and Development (DEVCO) in order to evaluate BMZ projects co-financed by the EU.

In addition to these challenges for the Evaluation Unit, the further strengthening of evaluation culture as an element of corporate culture is particularly important to me – so that the evaluation process is not seen as an imposition but as real added value instead. Just as Goethe intended.

I hope you find this report both stimulating and enlightening.

Best regards,

Thorsten Schäfer-Gümbel
Member of the Management Board
Labour Relations Director
Increasing value and use – can you explain this in even more concrete terms?

To give you a really specific example, we want to create evidence maps: users need to see at a glance the topics for which evaluation findings are available, and these findings need to be easily accessible. And in addition to concepts regarding central project evaluations and corporate strategic evaluations, the Evaluation Unit has also created a new concept for cross-section evaluations. We now need to implement it. This involves pooling findings from individual evaluations, on a topic or a country for example, and putting them at the service of GIZ as a whole. We also plan to publish new short formats of the evaluation reports online alongside the main reports so that people can access the most important content easily.

You have also set yourself the mission of ensuring greater cooperation.

We are focused on close and networked cooperation with everyone who works in the fields of monitoring, evaluation and results data. Monitoring, by which I mean recording and documenting findings in the first place, forms the basis for evaluations that then assess the processes, findings and results. Results data then processes findings and results in a completely different way once again. Together with the Sectoral Department, which is responsible for the monitoring process, we would like to forge stronger links between these departments and foster dialogue. To this end, we brought together colleagues from both Germany and abroad for an evaluation conference for the first time in 2019. We plan to continue this exchange in virtual and digital formats.
What do you see as the next important step to take now?

We have two steps to take next: first of all, we plan to formulate our concept for evaluative studies with colleagues from the operational departments. As you know, these are managed by the individual staff responsible for the project or subject matter rather than centrally by the corporate unit. However, and this is another innovation, we in the corporate unit intend to provide advice to support these decentralised evaluative studies commissioned by the projects or organisational units themselves. We want to enhance the quality of these studies and facilitate their use for cross-section evaluations and knowledge management. And then, secondly, we want to work with these colleagues to select topics for other cross-section evaluations that are relevant to them.

Does the objective of ‘greater cooperation and networking in the evaluation process’ also include other organisations?

Absolutely. And we’ve already achieved some results in this regard. For instance, all BMZ implementing organisations in a working group headed by BMZ agreed in 2020 to include in their future evaluation reports a question asking how the relevant measure helps to implement the goals and principles of action of the 2030 Agenda for Sustainable Development. The reports will then also have to contain a summary of this information. The goal of the working group was to harmonise the evaluation systems used by German development cooperation organisations and implement the reform of the OECD-DAC criteria in German development cooperation within the framework of the 2030 Agenda. So, in the future, a sixth section will be included in the evaluation reports alongside the familiar five evaluation criteria: ‘coherence’, or, in other words, ‘how suitable is the measure in the context?’. Of course, we have already pursued this question before as part of the relevance criterion – ‘has the measure been thought out properly?’. Now, however, the question is to be assessed separately as a self-contained evaluation criterion, which has made it more significant.

‘Users need to see at a glance the topics for which evaluation findings from evaluations are available, and these findings need to be easily accessible.’

Does this also apply to external commissioning parties?

Yes, absolutely! GIZ works on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ) in addition to other external commissioning parties. With these, our aim is to examine the needs for project evaluations adapted to them in each case. A project evaluation system is coordinated with our main commissioning party, BMZ. I would like to consolidate this further while also adapting it to meet new challenges. ‘Remote’ and ‘semi-remote’ evaluations will play an important role in the future, particularly in the case of evaluations in fragile states and crisis regions and due to the restrictions during the coronavirus pandemic. This means ‘remote-managed’ evaluations without a team of appraisers on the ground and ‘somewhat remote-managed’ with only local evaluators on the ground. We have now also agreed on the basic principles of an evaluation system with the German Federal Foreign Office for the evaluation of projects that GIZ implements on its behalf.
Live and livestream – a discussion of the interim results of the corporate strategic evaluation on governance with GIZ colleagues from all over the world at the 2019 evaluation conference
Focus: governance
'Governance': a key role in sustainable development

Introduction

‘Peace, Justice and Strong Institutions’—SDG 16 presents ‘governance’ as a goal in its own right in the 2030 Agenda for Sustainable Development. It is anchored as an essential core element in numerous targets and indicators for the 2030 Agenda. The international community thus sees governance as playing a key role in global sustainable development.

For GIZ as a development cooperation (DC) organisation, advising on governance and implementing projects that deal with governance as a central field of activity in their respective sector are of great importance. This also presents GIZ with challenges, as the increasing fragility in crisis countries, the pernicious rise of autocracy and the changing needs of partners, such as the huge issue of digitalisation, are requiring GIZ to adapt its governance strategies further and improve the relevance, effectiveness and sustainability of its governance interventions.

Good governance: a central element in future cooperation with partners

Good governance is a prerequisite and the goal of successful development policy. This significance accorded to governance is further enhanced by the ‘BMZ 2030’ reform strategy: ‘At the heart of the BMZ 2030 reform strategy’, says Federal Development Minister Gerd Müller, ‘is a new quality of cooperation. We are calling on our partner countries to provide measurable evidence for the progress made with regard to good governance, observing human rights and fighting corruption.’

Covering good governance, peacebuilding and crisis prevention, the matter of governance will thus play a key role in future cooperation with our partners as a cornerstone of the BMZ 2030 reform strategy.

Governance in German development cooperation

BMZ defines governance as the manner in which decisions are prepared and taken in a state, how a political framework is formulated and how it is implemented – at local, national and international level. ‘Good governance is transparent, effective and accountable. It involves the whole population and considers the opinions and needs of minorities and disadvantaged groups. Every citizen is supplied with the necessary public goods and social services’.2

Governance in GIZ’s work

GIZ defines governance as ‘the systems – consisting of actors, rules and structures – that determine how governmental and non-governmental stakeholders reach decisions and use public resources to guarantee public services’.3 In the view of the appraiser team for the evaluation, this sets out GIZ’s mandate and the focus of the advisory service that the company provides on governance: how public decisions are made and how public resources are used.
More effective institutions – but a limited impact on policy

Corporate strategic evaluation on ‘advisory service on governance’

In 2018, ‘participatory development and good governance’ was the main or secondary objective – set as a critical field of activity in a sector – in eight out of ten GIZ projects. However, the success of these projects has not yet been investigated comprehensively. The objective of the corporate strategic evaluation is to close this gap and assess previous experience of the advisory service on governance. We set out to determine whether there are fields in our governance portfolio in which we are more successful and any in which we are less successful. And we asked ourselves whether we are still on the right track with our governance approaches in an environment that has changed significantly and continues to do so, for instance, with the increasing fragility of states and the particular dynamics with regard to displacement and migration.

Dr Christoph Beier
Vice-Chair of the Management Board up to 2019
Manager of the ‘Governance in South Caucasus’ programme in Georgia since 2020

AT A GLANCE

Good governance has a clear goal: providing optimal support to the people of a country in leading a productive life in line with their desires and opportunities. And allowing them to do so in a safe and peaceful environment. Essentially, this involves a combination of democracy, the welfare state, the rule of law and the effective and efficient structures required for this.

The evaluation investigated the development of GIZ’s governance portfolio from 2005 to 2018 and asked to what extent the cooperation measures in the projects were successful.
THE KEY FINDINGS

Governance portfolio has grown steadily

Since 2008, the number of projects with good governance as their main objective has increased by 65 per cent, and the overall volume of governance-related commissions has more than tripled. Many relate to operational activities in Europe, the Mediterranean and Central Asia followed by Africa. The percentage of GIZ’s total commission volume and regional portfolios accounted for by governance has also consistently increased.

Fragile contexts increasingly present

GIZ projects are increasingly being implemented in contexts marked by structural fragility, violence and conflict. In 2018, more than half of the governance-related commission volume pertained to partner countries in which the risk of unsuccessful implementation was very high. Governance projects are also financed from BMZ’s ‘Stability and Development in the Middle East and North Viet Nam country case study, ‘Social Dimensions of Sustainable Green Growth’ project: over 100 people involved in legislation and policy-making took part in the 2019 ‘Social Impact Assessment Forum’ in Hanoi.

THE RESULT

On average, the governance projects were assessed as ‘successful overall’. Sectoral and organisational advisory services and Human Capacity Development at GIZ proved particularly effective in increasing the performance and transparency of governmental institutions, fostering policy coherence and the coordination of state levels and improving access to state services.

Regardless of the context, however, the evaluation also made it clear that the advisory service on governance cannot and does not necessarily endeavour to significantly or even decisively influence the macro-policy framework conditions of a partner country, such as democracy, rule of law or the transparency of governmental action. The report therefore sees a need for two complementary project types: governance projects for improving framework conditions on a policy and institutional level as well as governance projects that are aimed at improving the living conditions of specific target groups.
Africa’ (MENA) and ‘Tackling the Root Causes of Displacement, (Re)integrating Refugees’ special initiatives as well as from the ‘peacebuilding measures’ budget item. While governance projects are primarily commissioned by BMZ, the share accounted for by other clients and commissioning parties has increased steadily in recent years. The German Federal Foreign Office is now GIZ’s second-largest commissioning party in the field of governance and finances peacebuilding measures in particular.

Very effective with regard to governmental institutions

Governance projects improve the performance and transparency of governmental institutions; they enhance policy coherence, i.e. how various policy fields work together to achieve overarching development goals; they improve the coordination of various governmental levels and make it easier for the population to access state services.

Limited impact on political framework conditions

However, the evaluation showed that the impact of governance projects on political framework conditions is limited and that they can only make people and organisations better able to resolve conflicts in crisis and conflict situations to a limited extent over the long term.

Primarily sectoral and organisational advisory services

Governance projects employ a range of advisory approaches and methods depending on the commission, the political context and the scope for action in the partner landscape. Sectoral and organisational advisory services and measures for strategic competence development (human capacity development) were employed most frequently.

Greater clarity needed on shaping policy advice and its limits

It also became clear that the matter of how policy advice can be shaped within the framework of technical cooperation, which tasks and results can be allocated to it and how it differs from other advisory approaches is frequently unclear in the projects. However, policy advice in particular – according to the appraiser team – is a necessary service element of governance projects if the aim is to bring about structural changes to political and institutional framework conditions. This requires a clear mandate from the commissioning party as well as acceptance on the part of governmental partner institutions to tackle politically sensitive themes. The evaluation also found that governance projects do not adequately manage to become active in political arenas outside the public sector – particularly in areas where civil society and private-sector organisations could be involved and policy networks fostered.

Success hinges on context

Framework conditions that promote or hinder development in the partner country and political decision-makers that are able and willing to implement reforms. Factors critical to the success of a project are the political will, political assertiveness, political values and the structure of the economic order in the partner country. Weak institutions and the fragility of a country make work more difficult.

Context-related factors need even greater consideration

Despite the high degree of dependence on the respective context, governance projects still do not address the context continuously and systematically enough. According to the evaluation, context-related factors that promote or impede development were not taken into account either as standard as part of strategic project planning or consistently in the ongoing project, at least not before 2017. This has a number of consequences, including the fact that risks and areas of potential, as well as obstacles to the effectiveness and useful-
Mainstreaming success factors for effective implementation even more systematically

The evaluation identified five closely interlinked elements that are critical to the successful implementation of governance projects.

- A multi-level approach is one of the most important factors for success. This presupposes that the approach can be pursued strategically in consultation with the partners and the commissioning party and that the measures at the different levels can be meaningfully linked.
- Upscaling is a prerequisite for ensuring the broad impact of governance projects. However, transferability to other levels or fields was not always sufficiently mainstreamed into partners’ general procedures or given the resources required over the long term.
- Neither has the added value of synergy effects in terms of ensuring broad impact been systematically pursued in the projects to date, e.g. by dovetailing governance projects and sector projects with governance objectives.
- Strategies for ensuring sustainability are rarely part of the project design and implementation process.
- Exit strategies were also not set out in the project design or management approach in the projects investigated.

THE EVALUATION DESIGN

In the theory-based evaluation, the basic principles of a ‘realist evaluation’ were combined with a contribution analysis. A realist evaluation asks more than just ‘Did it work?’ It goes further and asks: what worked? Who did it work for? In what respect? To what extent? In what context? And how exactly? A contribution analysis (according to John Mayne) identifies, in six steps, which results can unequivocally be attributed to the project and which positive results were triggered by other factors instead. As part of an evaluation synthesis of 65 evaluation reports and three cross-section evaluations, hypotheses were set out and correlations were identified that were investigated using four country-specific case studies – Afghanistan, South Africa, Viet Nam and Peru. This used a mixture of qualitative methods: document analysis, focus group discussions and semi-structured interviews.

Rather than focusing on the impact of individual governance projects at the target group level, the evaluation looked at the overall success of the governance portfolio. As such, the factors influencing success and failure as well as the influence of different contexts on governance projects were assessed. First of all, an evaluation of literature and documents set out the historical development of GIZ’s advisory service on governance since 1980, while a portfolio analysis for the period of 2005 to 2018 showed the financial development of the governance portfolio.

The evaluation report is available online:

www.giz.de/knowing-what-works

- Corporate strategic evaluations
- GIZ advisory service on governance

Contact: tatjana.till@giz.de
Lots of success regarding governmental institutions, less of an impact regarding overall policy in partner countries – what does this finding mean for future governance projects?

**Lorenz:** Firstly, it means that the Sectoral Department was commissioned to analyse the strategic foundation of our advisory service on governance and update this in a practical manner. We have adopted this recommendation from the evaluation in this way. This is also intended to help us to pledge to our commissioning parties realistic results that are better adapted to the respective contexts. In the case of such macro results in particular, technical cooperation can only be a lever that, together with financial cooperation – potentially as part of EU joint programming – as well as in political dialogue, shapes the overall policy of a partner country in the long term. Should we therefore forgo efforts to achieve results on a macro policy level if the other factors for success are not present? I don’t think so. Rather, we should be even more flexible and define cut-off points together with the commissioning parties in order to potentially realign if it becomes apparent that sustainable macro results cannot be achieved.

This requires continuous observation and analysis of the political and economic context, good monitoring and the preparation of interim results as a basis for open dialogue with commissioning parties and partners.

**Göske:** And we also have to ask ourselves: how much time do we need in order to understand to some extent the partner system in its drive for reform, to gain our partners’ trust in order to be able to advise on important processes and, finally, to really get to the point where structural changes can be expected? Political decision-makers and commissioning parties are becoming less and less patient.

‘This is also intended to help us to pledge to our commissioning parties realistic results that are better adapted to the respective contexts.’ Dr K. Lorenz
The evaluation criticised the fact that civil society and private-sector actors are often not yet adequately involved in governance projects. How is GIZ responding to this?

**Beier:** The finding doesn’t surprise me. After all, governments and their administrative bodies are our most important partners now. It is with them that projects are negotiated and agreed. Many measures are therefore aimed at increasing the capacities of parliaments as well as local councils, audit institutions and the judicial system. However, this doesn’t mean that we don’t have to strive for multi-stakeholder approaches much more intensively than in the past in our governance projects. A number of challenges regarding the 2030 Agenda can only be overcome if we establish new forms of cooperation and new alliances between the public sector, private sector and civil society. We must therefore be more successful than we have been to date in enabling our state or community partners to shape dialogue with the private sector and civil society such that solutions are developed together, decisions are made collectively, and initiatives are implemented jointly. Specifically, this means, for example, that private-sector actors may not only be the target group and partners for projects for sustainable economic development, but also for governance projects.

**Lorenz:** The finding surprised me a little, as civil society often plays a role in governance projects commissioned by BMZ. Instead, I see a qualitative, not a quantitative question – namely, how should civil society be involved? Because, although civil society partners are often involved as implementation partners – as a ‘means to an end’ – for better development at local level, for example, they aren’t considered and supported as direct governance actors. It is in this regard that, alongside governmental and civil society dialogue, discourse in society on the benefits and challenges of political involvement and the common good is incredibly important. We have to develop our multi-stakeholder approaches further in this qualitative dimension.

‘Our projects have the impact that they do thanks to – and not despite – a willingness to embrace change.’  J. Göske

In view of the challenges in many partner countries – increasing fragility, an increased tendency towards autocracy as a result of the coronavirus crisis, digitalisation – what role do you see the advisory service on governance playing?

**Göske:** In this context, it is necessary to first make a distinction: increasing fragility is the result of various internal and external, economic, political and often also military factors. Autocratisation tendencies that fuel fragility in some cases or aim to be an answer to it or are even nothing to do with it are generally intentional strategic actions undertaken by current governments. By contrast, digitalisation is, at least for now, a neutral mega-trend that brings its own opportunities and risks. When we’re reflecting on the effectiveness of our approaches, a great deal of modesty is required above all in addition to this distinction. The erosion of democracy, which can currently be observed all around the world, frequently happens in a very short space of time. Just a few new laws are often all that’s needed to completely reshape the political playing field. Considerable political forces are at play here. By contrast, our governance projects, which usually have administrative partners in government departments, do not have the power to make decisions. We cannot pretend otherwise. Our projects have more of an impact when it comes to strengthening and stabilising positive trends and developments, such as digitalisation. Our projects have the impact that they do thanks to – and not despite – a willingness to embrace change.
How, then, should GIZ clarify the relevance of governance projects to commissioning parties and the public?

**Beier:** The arguments remain the same: economic development requires legal security. Many current challenges can only be overcome by a capable state. And citizens’ trust in the state is a prerequisite for stability. GIZ can contribute to all these points – and has always done so. To that end, governance projects also need to be able to make effective contributions in a reasonable period of time. In light of this, we also need to adopt a new way of thinking and proceed selectively with regard to geography and/or sectors.

**Lorenz:** It is important that we use windows of opportunity. These may arise regionally, for example, such as in connection with the upheavals in the Arab world or the recent protests in Latin America. Alternatively, of course, windows of opportunity may be opening as we speak in the context of the coronavirus to highlight the opportunities and need for the promotion of democracy and governance in times of crisis. The COVID-19 pandemic has shifted the focus of international cooperation onto short-term measures. However, it has become clear around the world too that strong governmental institutions are necessary to tackle crises effectively. There is a window of opportunity now to reflect on strategies regarding how governmental structures and governance processes can be strengthened again after the crisis. We need to start a dialogue with our commissioning parties to this end.

**Jawad:** Such a distinction can actually function as a guide or basis for which prerequisites and factors for the two project types should be given particular attention. However, it would also be good to make it clear that it is a question of ‘ideal types’ for systematisation, which do not strictly have to be maintained in the implementation process. The current three-year BMZ projects are definitely more realistic for governance projects that are aimed at the level of target groups.

**CONSEQUENCES AT THE PRACTICAL LEVEL**

Answers from Alexandra Hilbig, Dr Pamela Jawad und Dr Stefanie Harter

The evaluation recommends making a distinction between projects that aim to improve political and institutional framework conditions or results for the target groups. What does this mean for your advisory service on governance?

**Jawad:** Such a distinction can actually function as a guide or basis for which prerequisites and...
Nevertheless, we need clearer definitions of terms in this respect so that the exact meaning of ‘target group’ is unequivocally clarified. With this in mind, particular attention must be paid to ensuring sustainable results during the planning and implementation stages in order to avoid false incentives to produce ‘presentable’ facts and figures at the expense of sustainability. In this context, it is important to manage expectations and discuss matters with the commissioning party in a transparent manner early on, during the preparation phase.

‘Governance projects of this type should definitely be planned with a longer-term perspective from the outset, and the project phases should build systematically on one another.’ Dr P. Jawad

My experience lies primarily in advisory services on governance that are aimed at improving political and institutional framework conditions. Several elements pose a challenge here: governance projects of this type should definitely be planned with a longer-term perspective from the outset, and the project phases should build systematically on one another. Another prerequisite is support by means of consistent, well-prepared, structured political dialogue – ideally not only with our main commissioning parties, but coordinated with other development partners, such as in the framework of European Joint Programming. This makes consultation and coordination processes very time-consuming but is crucial – particularly because GIZ does not have a political mandate.

Harter: I think that the distinction between target-group orientation and improving political and institutional framework conditions cannot really be sustained. In the political decision-making process, there are always conflicting objectives – such as balancing the budget versus increasing social security benefits or tax revenue versus promotion of small and medium-sized enterprises – that affect individual target groups but that undoubtedly enable political and institutional framework conditions to be improved. What’s more, political and institutional reforms must be prepared and implemented with civil servants, members of parliament and top-ranking policy advisers, must be legally enforceable in the legal system, and must be enforced with the governmental sanctions system. In other words, government personnel are the target group here. When it comes to creating opportunities for women and young people to participate in their communities, then that is also only feasible with political reforms too. In the case of project types for specific target groups, the monitoring process should be switched to digital and large-scale data gathering methods in order to actually be able to formulate the interventions on the basis of evidence.

According to the evaluation, it is primarily sectoral and organisational advisory services that are employed in governance projects, less so policy advice. What do you say to that?

Hilbig: Advice on governance always touches on issues of distribution and access to resources and power as well, which makes it political advice. What’s more, I don’t see political advice as being solely for top-ranking government officials. This means that, when we provide technical advice on more budget transparency at a local level or making changes to employment and career development processes for the civil service, this is politically sensitive because it affects the interests of persons that have political responsibility. In this respect, I don’t agree with the evaluation’s finding that the projects are in or retreat to a comfort zone with regard to technical advice.
**Jawad:** In addition, starting with more technical issues – particularly in challenging governance contexts – makes sense in order to build trust regarding advice on more sensitive topics that also touch on political issues. Such advice is often given in a ‘protected space’ and ‘behind the scenes’ and is therefore not necessarily represented in reports and results matrices, as our high-ranking partners don’t necessarily want to be seen as the recipients of advice. As such, they do not necessarily make an explicit request in this regard.

One of GIZ’s responses to the findings of the evaluation is to give greater consideration to operational elements of implementation right from the design phase. How can instruments and strategies that have already been developed help to resolve the challenges, and what’s the best way for them to be anchored in day-to-day operations? Where do you see the greatest potential?

**Harter:** An important point is the exit and sustain ability strategy. It’s true that we haven’t factored this in up to now. It’s an area under development. Nevertheless, we need a long-term strategic direction from our commissioning party for this: what are the long-term factors for success that an exit strategy needs to include? Further conceptual development would also certainly benefit from scientific research supporting our work at local level. The transfer of scientific findings into day-to-day work is still the exception, not the rule. This is also because the projects are too focused on having to take action. It would be good if our highly formalised offer, implementation and report processes were made more flexible once again. This should be combined with technical and digital methods for gathering data in order to check whether we’re still achieving expected results.

‘**HOW are the knowledge and experience that exist in GIZ as a company incorporated into a project and then used in the implementation process?**’  

**Hilbig:** First, I have to ask: WHAT do we actually know, and who is WE here? In other words: ‘**HOW are the knowledge and experience that exist in GIZ as a company incorporated into a project and then used in the implementation process?** And WHO establishes it? Is there a kind of recognisable common approach that is implemented by GIZ? And is it the aim to have this? In my opinion, the greatest potential for the possible transfer of successful approaches lies in checking for new or follow-on measures. In this context, we could provide adapted strategies: firstly, by improving the integration of the analysis of socio-economic framework conditions on the ground and, secondly, by means of GIZ’s empirical knowledge gained from other projects and regions as well as – as just proposed – a transfer of scientific findings. In theory, the first two points are already provided for. In practice, there’s still room for improvement. Making lessons learned from other projects accessible remains a challenge. Publishing the information in reports and fact sheets doesn’t usually work all that well. There’s no culture of sharing information, which is difficult to enforce.
‘Strengthening Good Financial Governance in Zambia’

Central project evaluation

Public finances in Zambia are in a very fragile state. Government spending is significantly outstripping income, due not least to insufficient tax revenues. The ‘Strengthening Good Financial Governance in Zambia’ project (2016–2018) therefore advised the Ministry of Finance, the Ministry of National Development Planning and the Zambia Revenue Authority on increasing tax revenues, improving the processes for budget planning and implementation and thus making more effective use of public funds. According to the evaluation result, this achieved only limited success, scoring 78 out of a maximum of 100 points.

**RELEVANCE**

*Needs-based focus in project planning*

The project’s focus on the exclusively technical and administrative dimension of good financial governance was in line with the needs expressed by the Zambian government while the project was being planned, BMZ’s strategy on good financial governance and the recommendations from the evaluation of the predecessor project. However, this focus was no longer adequate later on as a result of changing policy framework conditions and rising public debt and would have had to be supplemented by policy and strategy elements.

**EFFECTIVENESS**

*Capacity development makes an impact*

With a contribution analysis, the evaluation showed that the measures for capacity development among the partners made an impact: their skills and knowledge regarding management responsibility, tax services and information technology improved. The quality of tax audits also increased, while the services provided by the revenue authority improved; small and medium-sized enterprises are increasingly complying with their tax obligations.
DEVELOPMENT POLICY RESULTS

Limited due to economic and policy framework conditions

Nevertheless, the project only achieved overarching development policy results at the level of the entire population, such as stabilising public debit or increasing tax revenues, to a limited extent. However, this was primarily due to factors that the project could not influence, such as the fall in world market prices for copper or the lack of transparency in the management of public finances.

SUSTAINABILITY

Strategies and methods mainstreamed in institutions

The project found and implemented technical solutions with the partners; strategies and methods were mainstreamed in the partner institutions. The appraiser team therefore anticipates that the results will persist beyond the end of the term. However, it will be difficult for the Zambian Government to continue implementing the planned reforms due to the fragile budget situation and lack of personnel.

EFFICIENCY

Seeking synergies with other donors

Although the project made sensible use of its resources overall, it should have set other priorities with regard to the assignment of personnel. The project could also have been more efficient if synergies with other donors had been leveraged better.

RECOMMENDATIONS AND CONSEQUENCES

A key finding of the evaluation was that the project's technical and administrative approach is helping public finances in Zambia to work more effectively. However, it is neglecting normative and political factors for success such as more transparency and accountability in the public-sector finance system. The appraiser team therefore recommends involving civil society actors or the Anti-Corruption Commission of the Zambian State Audit Commission to a greater extent in order to reduce the political risks to the success of the project.
The findings and recommendations of the evaluation were addressed by the follow-on project (2019 – 2022) by means of a number of measures, including the following:

- A new management structure was introduced. Project staff and partners regularly exchange information with one another at both technical and management level.
- In order to better leverage potential synergies with key actors, the follow-on project is engaged in continuous dialogue with the other cooperation partners working in the field of public finances.
- Risks are now assessed every six months. And, thanks to cut-off points factored in as exit strategies, the follow-on project can respond quickly and flexibly to unintended negative consequences and, if necessary, change course.
- Instead of just seeing Zambia’s total population as the target group, experts and managers in ministries and authorities were taken into account in their role of mediators for the population.

The evaluation report is available online:

https://mia.giz.de/qlink/ID=246075000

Contact: claudia.kornahrens@giz.de

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Rating of scores 1 to 6

[very successful to very unsatisfactory]

2 / successful
2 / successful
3 / rather successful
3 / rather successful
2 / successful
3 / rather successful

Advice as part of the Good Financial Governance programme on budget planning for 2020.
‘Strengthening Civil Society in the Palestinian Territories’

Central project evaluation

Civil society in the Palestinian territories is caught up in the conflict between crisis and peace, between fragility and development. The project therefore aimed to support non-governmental organisations (NGOs) in order to counteract the weaknesses affecting some parts of the state and the neglect of socially disadvantaged sections of the population. The project focused on young people, women and people with disabilities. The objective was to strengthen selected Palestinian partner organisations within civil society so that they could fulfil their mandate even more effectively. With 88 out of a maximum of 100 points (a score of 2), the evaluation demonstrated that the project succeeded in this mission.

RELEVANCE

Well integrated into international and national strategies

The project is designed such that it is tailored to international and national strategies as well as BMZ’s strategies for human rights, peacebuilding and equal opportunities. The evaluation also confirmed that the project supported the NGOs in taking on the role of overseeing public-sector accountability in an environment with limited democratic rights. However, there was not a systematic focus on reaching the most disadvantaged groups, particularly in remote regions.

EFFECTIVENESS

Capacities and services improved

The contribution analysis showed that GIZ’s interventions improved capacities and thereby the services offered by the NGOs too. In particular, it stressed advice on setting up a support service for inclusion-related projects as well as the services of the projects in which NGOs develop the capacity required in order to influence policy-making and represent the interests of disadvantaged groups.

DEVELOPMENT POLICY RESULTS

Participation and inclusion above all

The project primarily contributed to overarching development policy goals with regard to political participation and human rights and to a
lesser extent to peacekeeping, gender and poverty reduction. The NGOs enhanced the quantity and quality of their work in terms of political participation and the inclusion of people with disabilities in particular. According to the appraiser team, however, there was even more potential for broader impact in this regard – despite the different goals, approaches, beneficiaries and locations of the NGOs.

**EFFICIENCY**

**Resources used appropriately**

Over 80 per cent of the result was achieved within budget. The project’s resources were used appropriately. Nevertheless, the proportion of travel costs in relation to the total costs was relatively high.

**SUSTAINABILITY**

**Guaranteed as a result of personal responsibility**

The evaluation confirmed that the participatory and capacity-building approach of the project ensured considerable personal responsibility and sustainability as a result. In the appraisers’ view, this enabled the partner NGOs to work successfully with the knowledge acquired and methods introduced even after the project had ended. To counteract high staff turnover in the NGOs and the associated loss of expert knowledge, the evaluation recommended focusing more on an exit strategy and knowledge management.

**RECOMMENDATIONS AND CONSEQUENCES**

The recommendations set out by the evaluation have been integrated into the follow-on project and are now being implemented. The most important recommendations and their consequences are as follows:

- When planning activities, groups of the population that suffer discrimination on multiple levels are now identified according to the United Nations classification. The project therefore followed the recommendation of integrating marginalised groups more systematically in the spirit of the ‘leave no one behind’ principle and developing clear and transparent selection criteria and tendering procedures for this.

- In order to have a greater impact, a recommendation was put forward to develop criteria for the selection of civil-society partner organisations and, additionally, integrate smaller community organisations as partners. This is being implemented for the current phase. There are now guidelines for this at country level, which the project was involved in creating.

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**Rating of scores 1 to 6**

[very successful to highly unsuccessful]

2 / successful

2 / successful
The evaluation report is available online:

https://mia.giz.de/qlink/ID=246988000

Contact: benjamin.braeuer@giz.de

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During a training session, project participants plan a campaign against child marriage.

The recommendation to focus more on an exit strategy was addressed in the current phase. Partner organisations are helped to become more resilient so that they can better deal with stress factors.

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EXTERNAL COMMISSIONED EVALUATIONS

The German Federal Foreign Office adopted a framework strategy for evaluating foreign policy measures in 2019. The Evaluation Unit and GIZ Sectoral Department were involved in developing the conceptual bases and standards. Within the framework of the new strategy, the Federal Foreign Office carries out project and programme evaluations itself. In this context, the projects that are to be evaluated are selected according to their relevance to policy. These are generally interim evaluations, whose recommendations are incorporated into the next project phase. In addition to the evaluations managed by the Federal Foreign Office itself, the office commissions the Evaluation Unit to evaluate projects that GIZ undertook on its behalf. In 2019, the Evaluation Unit completed the external evaluation of the Promoting the Rule of Law in Mexico and Preventing Torture in Mexico projects. In 2020, the unit is evaluating the Stabilisation and Peace Process in Mali and Memory Culture & Historical Dialogue in Sri Lanka projects.

Contact: ulrike.haffner@giz.de
RELEVANCE
Confirmed, but rule of law interpreted differently
The project supported the current reform efforts of the Chinese Government and were in accordance with strategies formulated by the German Government. However, the different interpretation of the rule of law in some cases limited the opportunities to deal with politically sensitive topics as well.

EFFECTIVENESS
Legal support proves very helpful
The long term of the Sino-German programme – more than 20 years now – and the trusting relationship with the partners were considered the most significant factors for success. To formulate draft legislation according to the international standard, the provisions of German law were confirmed to be a good example and legal support was confirmed to be very helpful. Nevertheless, the effectiveness was assessed as being only rather successful: although over 2,000 judges possessed methodological knowledge to apply laws, it could not be proved that this expertise resulted in a higher quality of judicial verdicts.

DEVELOPMENT POLICY RESULTS
Apparent in legislation
German support resulted in laws that follow rule-of-law principles in the field of civil law, labour law, competition law and financial law. Yet how these can find a way of becoming long-term policies and being implemented in the Chinese legal system was not systematically pursued.

EFFICIENCY
Utilising more synergies
More cooperation with other GIZ projects – particularly in the environmental field and focused on rule of law elements in this regard – would have made the project even more efficient. According
to the evaluation, better use of synergies with the activities of other donors would also have contributed to this.

**SUSTAINABILITY**

Knowledge not systematically passed on

All the activities of the project – except for training administrative experts of national and local authorities – were carried out with suitable partners and were firmly mainstreamed in the Chinese partner institutions. Nevertheless, the project is rated as fairly unsustainable. Why is this? Those who took part in training did not pass on their knowledge systematically.

**RECOMMENDATIONS AND CONSEQUENCES**

The weaknesses identified reflect the political context in which the project is operating. More intensive project management and an effective monitoring system would have been able to minimise these weaknesses. In view of sustainability being assessed as weak, it was recommended that this context be considered realistically with regard to project objectives. Furthermore, ways in which transferred knowledge could be more firmly mainstreamed at an institutional level need to be identified together with partners.

These and other findings of the evaluation were incorporated into a follow-on project in 2019:

- On the basis of selected legal and legal policy topics, legal cooperation and mutual legal understanding are to be improved.
- In order to strengthen and better record the results, the new project is committed to training multipliers and introducing a new monitoring system.

The evaluation report is available online:

https://mia.giz.de/qlink/ID=246063000

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Rating of scores 1 to 6 [very successful to very unsatisfactory]

3 / rather successful
3 / rather successful
3 / rather successful
3 / rather successful
4 / rather unsuccessful
3 / rather successful
Results data

‘Political participation’ as an indicator

As an indicator, ‘political participation’ measures the number of people (citizens; members of organised civil society) who have participated in local, regional or national political consensus-building or decision-making processes with support from the project.

Political consensus-building or decision-making processes can relate to statutory and non-statutory processes or procedures. Topics may include:

- District, urban and regional development
- Planning, implementation and monitoring of development and investment plans, budget plans, land-use plans and investments
- Accountability and participatory budgeting
- Participation in sectors: e.g. water use and water management, parent committees at primary schools, etc.
- Consultations/statements regarding legislative processes.

WHAT DOES PARTICIPATION MEAN?

Participation means different forms of interaction between state actors, including local authorities, and the public (citizens, members of organised civil society).

Consultations: obtaining opinions and ideas, ideally with feedback from public institutions
Involvement: systematic and continuous involvement of the public, e.g. in planning and implementation processes – ideally with feedback from public institutions as well
Cooperation: partnership with the public throughout the decision-making process; obtaining suggestions and proposed solutions, with the proposals to be taken into account as much as possible.

Outcome 2019: ‘Governance’

Good governance: promote political participation and make governmental services accessible

Over 4.6 million people have participated directly in political processes
**Accreditation/authorisation**: transferring decision-making power to the citizens, e.g. in the case of participatory budgeting.

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**OUTCOME 2019**

Over 200 projects reported results regarding ‘political participation’: 4,627,442 people directly participated in procedures/processes that were supported by GIZ projects.

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**‘State services’ as an indicator**

As an indicator, ‘state services’ determines the number of people that have obtained access to improved state services as a result of GIZ’s contribution.

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**WHAT ARE ‘STATE SERVICES’?**

- Civil status system
- Registration system
- Building permits
- Land registration system
- Company registration
- Instruction on the right to appeal
- Payment of social security benefits (pension, unemployment benefit, basic income)
- Business registration
- Citizens’ advice line/complaint hotline

**OUTCOME 2019**

Over 70 projects reported results regarding ‘state services’: 121,892,688 people potentially benefit from improved services that were supported by GIZ projects.

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The results data is available online:

- www.giz.de
- About GIZ
- GIZ-results data

Contact: tanja.baljkovic@giz.de

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**121.9 million**

people benefit from improved administrative state services
Country case study, Morocco: advising a young mother on the asylum procedure in Morocco as part of the Strengthening Selected Moroccan Municipalities in the Management of Migration project.
2

Displacement and migration
Results despite difficult conditions

Corporate strategic evaluation on ‘Displacement and migration’

‘The commission from the German Government and European Union was clear and urgent and presented GIZ with major challenges: migrants and refugees must be supported. And this must be done as quickly as possible with immediate and tangible successful outcomes. The purpose of the evaluation was therefore not to conclusively assess the projects but rather promote learning in the process and use the findings of ongoing projects to help shape new ones.’

AT A GLANCE

Since 2015, the number of GIZ projects aimed at refugees and migration – some of which have been allocated large amounts of funding – has risen continuously. In 2017, the total portfolio included 138 projects at the time of evaluation. Of these, 95 were investigated. To launch a company-wide reflection process, the evaluation aims – given the high requirements and expectations of the commissioning parties – to clarify how GIZ implements their objectives, what assumptions are made with regard to results and how plausible and quantifiable these are given the difficult framework conditions under which the projects are planned and implemented.

THE RESULT

In addition to migrants and refugees, governments and civil societies in transit and host countries have been supported in dealing with the challenges presented by migration. And, according to the evaluation finding, this support has been provided under very difficult conditions, considerable time pressure and high expectations to rapidly achieve visible results. The appraiser team emphasised not only GIZ staff’s high level of expertise ‘as a major asset’ but also the high level of commitment and great flexibility that they show in dealing with complex and restrictive conditions. It was recommended that projects in the areas of migration and displacement be designed in a more results-based manner and that the results monitoring system also be improved for this purpose. In addition, given the high pressure to deliver, projects are to be more closely linked so that a more networked approach is possible.
THE KEY FINDINGS

Project focus: displacement

The ‘displacement and migration’ portfolio that GIZ implements around the world on behalf of the German Government and the European Union focuses primarily on refugees, internally displaced persons and returnees as a target group. Only a small number of projects relate to other migrants, such as highly skilled workers. In particular, the projects pursue the following objectives:

- Stabilising regions and countries affected by acute crises and conflict
- Improving living conditions and livelihoods
- Supporting return and reintegration
- Improving psychosocial support
- Improving migration policy, asylum systems and border management
- Strengthening the development-related potential of migrants.

Design and implementation under high pressure to deliver results quickly

The projects sometimes had to be designed and implemented at very short notice and with tight deadlines. This was reflected in shortened appraisal missions, for example. Even if the commissioning party had not made an explicit request, GIZ usually still carried out conflict and context analyses. Do-no-harm criteria and risks were also discussed, albeit to varying degrees. However, the do-no-harm criteria were only implemented to a limited extent. The project staff members interviewed attributed the implementation pressure in the respective countries affected by crisis and conflict to domestic policy issues in the partner countries.

Rapid success expected

More than ever before, commissioning parties’ expectations were linked to relatively quick results, which presented the company with major challenges. In line with the requirements set out by the commissioning parties, the projects and monitoring system focused on short-term results (outputs) for the target groups, such as cash-for-work measures and training courses. Where possible, medium- to long-term results (outcomes) were also taken into account.
Integrative approach as a foundation

Virtually all GIZ projects concerning displacement and migration employ an integrative approach. This means that they make resources or services available not only to a very limited target group of migrants but also to the host community. As the evaluation showed, however, this approach was defined in different ways and was mostly applied as a means of conflict management. A challenge in all projects was establishing an allocation formula for the available resources that was suited to the specific target group and accepted by all parties.

Return and reintegration supported

In terms of assistance with ‘return and reintegration’ at least, the appraiser team confirmed the results given these difficult framework conditions. The evaluation demonstrated that improved services for returnees and host communities can help improve the return and reintegration process.

The sustainability and success of reintegration measures are also determined by factors outside of GIZ’s influence. The projects investigated thus did not confirm the expected result, namely that supporting reintegration can prevent repeat migration.

Living conditions and social infrastructure improved in the short term

The evaluation also showed that cash-for-work measures improve recipients’ feeling of self-worth and living conditions as well as the public and social infrastructure in the short term. However, the appraiser team questioned whether this costly process of awarding cash funds was efficient. As the long-term effects of cash-for-work measures could not be demonstrated, it was not possible to conclude that this approach could replace long-term development cooperation or peacebuilding measures.
Clear results orientation and more monitoring procedures required

Overall, the appraiser team only rarely found enough evidence to be able to correct ongoing projects or design new projects on a basis of decisions informed by evidence. The appraiser team therefore recommended maintaining – in spite of high performance pressure with regard to design and implementation – clear results orientation and employing monitoring procedures differentiated according to target groups in order to be able to rely on a greater supply of reliable information when designing new projects in the future.

THE EVALUATION DESIGN

The evaluation was not designed to be a summative review but rather a formative, concurrent evaluation. It aimed to help improve ongoing and future projects and support knowledge management as well as internal reflection. To this end, a qualitative, non-experimental four-stage design was chosen:

- Identification of the typology of the projects’ objectives
- In-depth analysis of the selected individual projects
- Review of the documented knowledge of selected anticipated results
- Two country case studies in Morocco and Northern Iraq as well as a thematic case study on returning to and reintegrating into Albania

It proved very challenging to carry out and steer the evaluation because it was performed in a very dynamic and fast-moving environment and had to examine ongoing projects in sometimes fragile contexts. To ensure that the evaluation was relevant and needs-based, a series of dialogue events were held with different stakeholders at both decision-making and implementation level in addition to document analyses and semi-structured interviews in order to discuss provisional findings and their validity and ensure a needs-based approach.

The evaluation report is available online:

www.giz.de/knowing-what-works

→ Corporate strategic evaluations
→ Displacement and migration

Contact: franziska.krisch@giz.de
In view of the pressure to deliver results, the evaluation recommended linking projects and taking a more networked approach. What does that mean going forward?

In 2014 and 2015, GIZ was confronted with an extreme situation: host communities in partner countries such as Iraq and Jordan were completely overstretched in trying to care for people. We had to respond to this very quickly. In the first year, we laid the groundwork and could barely see beyond the task immediately in front of us. This taught us a lot about the need to monitor the context of our work together with partners on the ground. Since then, our projects have aimed not only to provide direct support to people at local level but also to improve local governments’ ability to take action in the medium term and foster a situation in which people coexist in peace.

How are you planning to improve the recommended results monitoring in order to generate evidence even under challenging circumstances and make it useful?

As the evaluation showed, it is not always easy in crisis situations to prove ‘what works’. Sometimes we cannot collect data regularly, or statistics in the countries are inadequate. We are often unable to support people for a prolonged period of time. In this context, we are increasingly using neutral teams of observers – ‘third-party monitoring’. We also employ behavioural approaches, among other things, that show us whether people’s perceptions and attitudes have changed as a result of our interventions. And, in new projects, concurrent online monitoring enables decisions to be made based on evidence.

The evaluation also made reference to migration policy controversies within GIZ. How did you react to this?

Migration is a contentious subject. It is for this reason that we at GIZ have confronted the reasoning behind our activities in a very thorough and, yes, also controversial way. The result of this is a guiding framework for migration. It outlines the development policy and corporate policy premises of the subject as common ground for planning and implementing our activities concerning displacement and migration. After lengthy discussions with our commissioning parties, we also reached a consensus on the ‘integrative approach’ – that is to say an approach that does not just benefit a single target group. Over the next few years, our task will be to achieve greater harmonisation between development-policy, domestic-policy, security-policy and labour market-policy aspects.
Has the ‘Qudra’ programme (Arabic for strength, capacity and ability) achieved its objective? Have the measures implemented from 2016 to 2019 in Syria’s neighbouring countries of Iraq, Jordan, Lebanon and Turkey increased the resilience of refugees and internally displaced persons (IDPs) as well as host communities? To evaluate this, almost 390 people were interviewed in all four countries. The short answer: yes.

With the regional Qudra programme⁵, the German Government and European Union (EU) are working together to support Syria’s neighbouring countries in their efforts to cope with the refugee crisis. To support refugees and IDPs as well as host communities in the countries, the programme invested in measures concerned with securing a livelihood and promoting employment, improving school facilities or strengthening local administrations. A particular focus of the work was on fostering social cohesion and including disadvantaged locals as well in the measures for integrating refugees.

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Rating of scores 1 to 6
[highly successful to highly unsuccessful]
1 / highly successful
2 / successful
2 / successful
3 / moderately successful
2 / successful
2 / successful

⁵ Qudra brings together the knowledge and experience of GIZ, Expertise France (EF) and the Spanish Agency for International Development Cooperation (AECID) as well as Hungarian Interchurch Aid (HIA) for joint European approaches to solving problems in the region. The Qudra programme is financed primarily by the ‘EU Trust Fund Syria’ and BMZ.
DEVELOPMENT POLICY RESULTS

Rated positively: good risk monitoring procedures

The contribution analysis for the overarching results revealed that the programme demonstrably helped to improve school facilities, social cohesion and social services as well as to promote dialogue and exchange. In particular, good risk monitoring procedures were rated positively in this regard: there were no unintended negative results.

EFFICIENCY

Scope for improvement: clarification of responsibilities

The results and effects of the programme were considered appropriate by the appraiser team in relation to the costs of over EUR 80 million. The team saw a need for improvement with regard to the clarification of roles and responsibilities as well as steering and transparency. Close cooperation in the individual countries, synergies with other donors, management in this highly complex and fragile environment and the development of innovative, digital solutions were appraised positively.

SUSTAINABILITY

Successful: many approaches mainstreamed in institutions

To what extent were the results successfully mainstreamed in partner structures? How easy would it be to build on the measures implemented as part of the programme? Based on close cooperation with many political and civil society stakeholders in all four countries, the evaluation considered that the programme was a ‘success’ in this regard. A lot of approaches could be mainstreamed in institutions given that a significant factor in implementing the measures was conflict-sensitivity.

RELEVANCE

A particular area of focus: ‘leave no one behind’

The evaluation confirmed the great relevance of the Qudra programme. The programme resolutely endeavoured to help vulnerable groups of the population and thereby took special account of the 2030 Agenda pledge centred on inclusion: ‘leave no one behind’.

EFFECTIVENESS

A mixed picture: from targets exceeded to unquantifiable results

Was the programme effective in the countries? In other words, were the respective indicators of goal fulfilment met: school facilities, vocational training, social cohesion, improved local administrations and dialogue between refugees and host communities? The variety of subject matters resulted in a mixed picture in the four countries: some objectives were exceeded, many were met, and some could not be measured.
CONTRIBUTION ANALYSIS

In order to determine whether there is a causal link between the activities and the results of the project, three out of a total of twelve hypotheses in the results logic were selected and examined in more detail using a contribution analysis:

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<th>Hypothesis</th>
<th>Finding</th>
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<td>Reliable and cost-effective school transport for children from vulnerable backgrounds improves the framework conditions for access to education for refugees and host communities.</td>
<td>The evaluation confirmed this hypothesis for the pilot phase in Jordan. In collaboration with the private sector, a ‘Smart Move’ model for school transport was created and, with a strong media response, was replicated nationwide.</td>
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<td>Measures such as providing innovative vocational training and advice and increasing the capacities of training providers improve the employment opportunities for refugees and host communities.</td>
<td>This could only be partly confirmed. The number of short-term training courses is high and the respective indicator was achieved, but there is no concrete evidence for improved employment opportunities. Innovative concepts, guidance on the labour market and links with the private sector were not adequately taken into account according to interviewees.</td>
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<tr>
<td>Strengthening community centres and public educational institutions in Turkey as well as centres for social development in Lebanon improve social cohesion between the target groups.</td>
<td>86 per cent of Syrian interviewees and 74 per cent of Turkish interviewees confirmed that interaction, empathy, dialogue and friendships between the Turkish and Syrian participants increased. Even though no more empirical data is available, the appraiser team considers the results hypothesis to be correct.</td>
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RECOMMENDATIONS AND CONSEQUENCES

The project’s participative approach that was focused on personal responsibility and the high level of commitment shown by the partners and target groups were recognised as an important factor for success. Good cooperation with the municipalities was also highlighted. It was recommended that training courses be adapted to better reflect the needs of the labour market and that measures for fostering social cohesion and reducing social tensions be further facilitated. This is already being implemented in the follow-on project Qudra II (2019 to 2022): fostering cohesion remains a guiding principle of all programme activities; with regard to employment promotion, work is being carried out more closely with the private sector and European partners are investing more in shared learning.

The evaluation report is available online:

https://mia.giz.de/qlink/ID=246984000

Contact: benjamin.braeuer@giz.de
Results data

‘Persons in the context of displacement’ as an indicator

Results data supplements GIZ’s evaluation system. It is collected globally – across all projects and countries – with different aggregate indicators. With regard to displacement, the indicator ‘persons in the context of displacement’ identifies how many refugees, internally displaced persons, returnees and residents of host communities were reached by GIZ measures.

HOW IS ‘PERSONS IN THE CONTEXT OF DISPLACEMENT’ DEFINED?

For individual target groups of the overarching term ‘persons in the context of displacement’, the definitions put forward by the UN Refugee Agency UNHCR are used as a basis:

- **Refugees:** people who, as a result of generalised violence, war, mass violations of human rights or a well-founded fear of being persecuted for personal reasons, seek refuge outside their home country because that country is unable or unwilling to protect them.

- **Internally displaced persons:** people who are on the run in their country of origin and do not cross an international border. Accordingly, they do not fall under the definitions and conventions of refugees mentioned above regardless of the reasons for their displacement.

- **Returnees:** refugees who return to their country of origin as well as internally displaced persons (despite there being no legal basis) who, after being displaced, return to their home region but not necessarily their own home.

- **Residents of host communities:** refugees or internally displayed persons who live in host communities or communities neighbouring

**Outcome 2019:**
‘Persons in the context of displacement’

- 273,000 refugees reached
- More than 562,000 internally displaced persons supported

More than 835,000 displaced people reached
refugee camps and are therefore a particularly vulnerable population group within a host country.

WHAT ARE THE MEASURES FOR ‘PERSONS IN THE CONTEXT OF DISPLACEMENT’?

GIZ’s measures for persons in the context of displacement, recorded within the framework of the results data, include basic services for required for survival and/or everyday life as well as measures designed to help people secure a livelihood and measures for strengthening peace and security.

Basic services

- Food and items necessary for survival (= non-food items: blankets, plastic tarpaulins, buckets, water containers, cooking utensils and hygiene items, etc.), cash and vouchers
- Basic health services, including family planning, medicines, rehabilitation measures, maintenance and repair of health centres and hospitals
- Psychosocial support
- New/rehabilitated non-drinking water supply systems, sanitary facilities and hygiene measures as well as waste disposal
- Accommodation and rent payments
- Energy sources (generators, solar power, improved cooking stoves)
- Distribution of seeds, fertiliser and pesticides
- Access to education for all age groups (access to primary and secondary schools and higher education). This includes financing wages for teachers, creating curricula as well as constructing, rehabilitating, maintaining and equipping schools, sports facilities and school gardens
- Support for refugees and internally displaced persons returning voluntarily to their country of origin

The results data is available online:

www.giz.de
→ About GIZ
→ GIZ results data

Contact: tanja.baljkovic@giz.de

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Almost 70,000 people have received support after returning to their home country

1.5 million people in host communities have better living conditions
Country case study, Ghana. Quality assurance at a processing facility, part of the Competitive African Cashew Value Chains for Pro-Poor Growth III project.
Cooperation with the private sector
Clear added value at the project level – less systemic

Corporate strategic evaluation on ‘Cooperation with the private sector’

‘Whether it is a question of solving global climate issues, tackling the root causes of displacement or achieving the sustainability goals of the 2030 Agenda – we can only do it by working together. It is for this reason that GIZ has planned, financed and implemented development cooperation projects together with partners from the private sector for a long time now. Now, it is important that we focus more closely on the issue across the board and make cooperation with the private sector easier for officers responsible for commissions.’

AT A GLANCE

Commissioned by the Management Board, the corporate strategic evaluation investigated how GIZ cooperates with the private sector from a holistic perspective across different sectors and regions for the first time. A number of questions were posed, including: what specific contribution do partners from the private sector make to GIZ’s development policy objectives? And how can GIZ make such cooperative activities even more effective?

THE RESULT

The findings show that cooperation with the private sector plays a role in myriad ways in initiating long-term economic activity in the partner country that is not dependent on funding, thereby achieving long-term effects for sustainable development. This has already been successful at individual project level and in specific programmes and is appreciated by commissioning parties and cofinanciers. As most projects involving cooperation with the private sector had not formulated objectives with measurable indicators, however, the amount of added value in each case was very difficult to quantify. To fully utilise the potential available, the recommendation put forward at the end of the 2018 evaluation sets out that GIZ needs a coherent overall concept and overarching coordination of cooperation with the private sector.
THE KEY FINDINGS

Definition: achieve more together with the private sector

To distinguish ‘cooperation with the private sector’ from other approaches such as ‘sustainable economic development’, GIZ’s internal reference group came up with a definition at the very beginning of the evaluation: cooperation with the private sector means planning, financing and implementing activities in partnership with economic stakeholders with the purpose of achieving development policy objectives with a broader and more sustainable impact.

More and more projects with partners from the private sector

More than half of the GIZ projects surveyed for the evaluation – from international groups to start-ups, from business associations and chambers of commerce and industry to private foundations – cooperate according to this definition. The main commissioning party for cooperation with the private sector is the German Federal Ministry for Economic Cooperation and Development. The groups targeted by these projects are the poorer sections of the population in the partner countries. Cooperation takes place primarily in the fields of rural development, energy and (vocational) education and training. In terms of regions, Asia and Africa are the top priorities.

Companies appreciate GIZ’s established local presence

Asked why they choose to work with GIZ, representatives of the private sector indicated that they do so primarily because GIZ’s country offices have strong local roots in the partner countries and good access to policymakers and civil society. The role of GIZ as a mediator was appreciated as well. Also rated as very useful were GIZ’s information and advisory services, which enable German and European companies to professionally assess the risks and opportunities for their involvement in partner countries for development cooperation. The various private sector partners would have preferred longer-term cooperation as a basic principle.
**Added value: access to modern technologies and training**

GIZ project managers also saw added value in cooperation with the private sector. In addition to financial involvement, those surveyed primarily appreciated access to information, the qualification and vocational training of workers as well as access to new technology – and thus the creation of new jobs and new opportunities to generate income for people in the partner country.

**Evidence of results achieved: only for projects, not as a whole**

The data collected as part of the projects so far is not sufficient to provide evidence of results. As things stand, evaluating this data does not permit any statements to be made on the extent to which cooperation with the private sector plays a role in achieving the overarching development policy objectives of international cooperation. However, they do demonstrate results in individual projects and the respective areas of application and largely confirm the results hypotheses of the theory of change. The idea that development partnerships with the private sector contribute little to systemic changes is also generally supported by the online survey for GIZ officers responsible for commissions. At the same time, data gathered as part of case studies provides examples of how development partnerships that are used strategically have a positive and sustainable impact at sector level too.

**Recommended: overall concept for a joint strategy**

Cooperation with the private sector has now become a cross-cutting issue at GIZ. In addition to proven development partnerships in bilateral projects or as part of the develoPPP.de programme, there are more and more regional and global projects that also involve close cooperation with the private sector on a range of matters. The evaluation showed that the individual projects employed plausible and appropriate approaches to cooperating with private sector actors to achieve their respective objectives. However, this happens from various points of view and often in a parallel manner. In order to arrive at a coordinated strategic orientation, the appraiser team recommended developing a comprehensive strategy with overarching objectives.

**Desired: more advice and information for projects**

The evaluation also demonstrated that project managers wanted more information and advice on how to successfully cooperate with private sector stakeholders within the framework of their projects. The appraiser team therefore recommended providing more capacities in the country portfolios for the management and steering of cooperation with the private sector in order to better coordinate contacts in the private sector and implement successful approaches across the board.

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**Diagram:** Contributions of public sector partners

- Financial contribution: 20%
- Access to information: 18%
- Technology transfer: 17%
- Training: 12%
- Consultancy: 11%
- Logistics: 8%
- Access to products: 5%
- Other: 5%
A key recommendation of the evaluation was that GIZ bring together the different cooperation platforms for cooperation with the private sector strategically and communicate these coherently both internally and externally. How are you implementing this?

To maximise the potential of cooperation with the private sector even further, the Client Liaison and Business Development department took on the task of coordinating this internally. To develop a joint strategic orientation, findings from the evaluation were incorporated into a guidance paper that helps project managers to start cooperating with public sector partners. The paper sets out which cooperation platforms and types of contract are available, where additional information and best practices for cooperation with the private sector can be found and who at GIZ offers methodological and technical support on the matter.

‘GIZ’s Private Sector Advisory Board, on which companies and trade associations are represented, discusses current and potential partnerships twice a year.’

The evaluation also recommended increasing strategic dialogue with the commissioning parties (BMZ and other federal ministries) and the German private sector.

Our department has fostered this dialogue with companies, trade associations and private foundations for a long time now. GIZ’s Private Sector Advisory Board, on which companies and trade associations are represented, discusses current and potential partnerships twice a year. In addition, the Management Board launched the ‘CEO Dinner – business and economic development’ series of dialogue events with high-ranking representatives of German and international companies in order to be close to decision-makers in the public sector. With regard to strategic meetings at Management Board level regarding business development with private companies and foundations, members of their respective management boards are also involved. Examples of this include meetings with Bayer and DHL.
**THE EVALUATION DESIGN**

The evaluation investigated a range of areas, including the results of different cooperation platforms, the added value of cooperation with private sector actors and cooperation between the organisational units involved and interfaces with private sector actors. In a portfolio analysis, the type of projects in which GIZ cooperates with private sector stakeholders was first examined. Then, in cooperation with GIZ experts, the added value that was expected from cooperating with the private sector was defined (theory of change). The resulting results hypotheses were then reviewed in three country case studies in China, Ghana and Morocco.

The Evaluation Unit also examined contributions to results made by private sector partners as part of an online survey of project managers, and the appraiser team interviewed German public sector representatives on their experiences of cooperating with GIZ.

The evaluation report is available online:

www.giz.de/knowing-what-works

− Corporate strategic evaluations
− Cooperation with the private sector

Contact: franziska.krisch@giz.de

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**DEval EVALUATION**

**Fundamental added value of cooperation with the private sector in agriculture**

The German Institute for Development Evaluation (DEval) examined the added value in development policy brought by cooperation with the private sector, specifically in the agricultural industry. The result: as a basic principle, GIZ programmes that entail cooperation with the private sector are an appropriate means of creating added value in the achievement of development policy goals regarding a number of issues, such as poverty reduction, food security and environmental sustainability. However, activities need to contribute to the core business of the company. This is because it was easier to reconcile the objectives of companies that purchased raw materials or products in partner countries with development policy objectives than the objectives of companies that wanted to sell their products there. The evaluation voiced the criticism that human rights aspects have not yet been considered across the board in terms of the political/strategic or operational steering of projects involving cooperation with the private sector in the agricultural industry. In light of this, the appraiser team recommended the mandatory Safeguards+Gender management system implemented at GIZ in 2016 (following the end of the evaluation), which enables human rights risks to be minimised in the planning and implementation of projects by means of a relatively uncomplicated review.
The ‘Agency for Business and Economic Development’ (AWE) is the primary BMZ contact for German and European companies looking to work in developing countries and emerging economies. The agency aims to make it easier for companies to access development cooperation promotion and financing instruments and thus support their own activities. The AWE, which is managed by GIZ, was established in 2016 with an initial term of five years. In the 2019 interim evaluation, the agency was assessed as ‘fairly successful’ with 76 out of 100 points (score of 3); continuing the AWE was clearly recommended.

**RELEVANCE**

In line with the objectives of the 2030 Agenda and the needs of the private sector

The evaluation results show that, as an institution, the AWE is fundamentally relevant. Its mandate — improving the prerequisites for collaboration between development cooperation and the German and European private sector at a structural level — is in line with the sustainable development objectives of the 2030 Agenda, BMZ’s strategies and the needs of the private sector. However, the lack of coordination and division of tasks with business organisations — i.e. trade associations — and development cooperation implementing organisations limits its relevance.

**EFFECTIVENESS**

Companies satisfied with advice on development cooperation

In particular, companies that received comprehensive advice were satisfied with the AWE as an institution. They appreciate the service and believe that it offers added value. With regard to advice on matters of development cooperation, the evaluation therefore considers that the AWE is well set to achieve its objectives. In terms of networking activities and public relations work, however, it is enjoying only limited success as companies do not see the AWE as a central point of contact for the private sector in matters regarding development cooperation.
DEVELOPMENT POLICY RESULTS

Company engagement initiated

With regard to the companies advised by the AWE, there is an observable increase in engagement in developing countries and emerging economies. The majority of customers who are increasing their activities in emerging economies and developing countries or are currently considering undertaking such activities indicated that the AWE initiated or encouraged this decision. However, the evaluation also identified risks to achieving overarching results: insufficient acceptance due to a lack of networking activities with business organisations, unrealistic expectations on the part of companies, and instruments inadequately aligned with the needs of the private sector.

EFFICIENCY

Greater efficiency with more cooperation

The AWE is managed efficiently by GIZ. Nevertheless, according to the appraiser team, measures to optimise the ratio of costs to results could have been implemented at an earlier stage. Furthermore, the minimal cooperation with business organisations meant that opportunities to make the AWE even more visible through potential cooperation arrangements with trade associations were not harnessed.

SUSTAINABILITY

Companies would recommend the service to others

A significant proportion of AWE customers indicated that they would recommend the service to others. In its interim evaluation, the appraiser team anticipates that more companies will approach the AWE for its services as a result of its operational activities and that the advisory service can therefore be scaled up.
RECOMMENDATIONS AND CONSEQUENCES

The appraiser team issued a clear recommendation for continuing to support the AWE. With a clearer position and improved expectation management through more public relations work, the AWE can minimise companies’ misconceptions as regards concepts and generate even more satisfaction and thus sustainability.

The Agency for Business and Economic Development has heeded the recommendations and is implementing them. In particular, cooperation with business organisations is being stepped up and a results-oriented monitoring system is being established.

The evaluation report is available online:

https://mia.giz.de/qlink/ID=247086000

Contact: claudia.kornahrens@giz.de

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Rating of scores 1 to 6 [highly successful to highly unsuccessful]

3 / moderately successful
3 / moderately successful
3 / moderately successful
2 / successful
3 / moderately successful
3 / moderately successful

At the 2018 World’s Leading Trade Fair for Water, Sewage, Waste and Raw Materials Management (IFAT)
Central project evaluation, ‘Water and Sanitation Programme for the Palestinian Territories’: introduction of gender mainstreaming for better planning, management and regulation of the water supply and wastewater disposal system in the Palestinian territories.
Value for money
Planning and implementing projects even more efficiently

Cross-section evaluation ‘value for money of projects’

‘GIZ projects must perform well and, above all, get results. But they must also do so efficiently – that is to say they must be good value for money. The Organisation for Economic Co-operation and Development (OECD), BMZ and Germany’s supreme audit institution (the Bundesrechnungshof) set clear requirements in this regard. An across-the-board evaluation of all our projects according to the ‘efficiency' evaluation criterion was to help GIZ refine its own definition of value for money and further improve the value for money offered by its projects.’

Tanja Gönner
Chair of the Management Board

EFFICIENCY – VALUE FOR MONEY
One of the five international evaluation

German development cooperation is based on international principles and guidelines. All projects are reviewed according to the criteria for bilateral cooperation, which are based on the criteria set by the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC). They are assessed according to their:

- **Relevance**
  Are we doing the right thing?
- **Effectiveness**
  Are we achieving the objectives?
- **Efficiency**
  Are we achieving the objectives and offering value for money?
- **Result**
  Are we contributing to the achievement of overarching development policy objectives?
- **Sustainability**
  Are the positive results durable?
AT A GLANCE

The ‘value for money’ task force made the suggestion, and the Management Committee awarded the commission. The task at hand: the Corporate Development and Evaluation Units were to work together to analyse the ‘efficiency’ evaluation criterion across all GIZ projects.

The results were intended to indicate how GIZ itself defines value for money and how projects can be planned and implemented even more efficiently.

THE RESULT

Value for money is achieved when the best cost/benefit ratio is achieved. With this in mind, the cross-section evaluation isolated evidence-based criteria that are critical to a positive assessment of the value for money of projects.

Projects can achieve good value for money if they take into account lessons learnt as early as the planning phase and if the responsibilities of all those involved are clarified during the implementation phase. Other factors that facilitate value for money are leveraging synergies, implementing monitoring systems and establishing a good risk management system. This includes reviewing projects on an ongoing basis to determine how decisions impact value for money.

THE RESULTS IN DETAIL

Clarifying understanding

In a GIZ context, value for money means that projects deliver the best possible services and results using a certain amount of resources (commission value and partner contributions) and waste is avoided. It is therefore a question of ‘transformation efficiency’ – transforming funds into services and results. This comprises two aspects: any measures that have a positive effect on an advantageous ratio of costs to services (input to output) increase production efficiency. Any measures that are favourable to an advantageous ratio of costs to results (input to outcome) increase allocation efficiency.
Success criteria for efficiency

The cross-sector evaluation defined success criteria and success factors that have resulted in a better rating with regard to the ‘efficiency’ criterion in evaluations, external quality checks carried out by BMZ and other appraisal formats.

According to this, value for money can be improved as early as the planning phase if:

- Lessons learned from the past (e.g. between project phases) or from other development cooperation projects are used and documented.

In the implementation phase, efficiency improves if:

- Monitoring systems for the regular review of costs, activities and results are established and used, and sufficient resources for monitoring and evaluation are provided.
- Synergies with other projects, donors and stakeholders are utilised.
- Measures are implemented that ensure clear communication of responsibilities and roles among stakeholders.
- A risk management system that clearly describes risks and potential measures – for organisations rather than individuals – is established.

The evaluation also identified another success criterion for the efficiency evaluation: decisions made during projects must be checked with regard to their value for money on an ongoing basis.

THE MOST IMPORTANT RECOMMENDATIONS

The appraiser team recommends taking into account the efficiency criteria and success factors identified in every phase of the project cycle using open-ended key questions and documenting the resulting findings internally. Questions may include: are there regular workshops for reconciling expectations? Are responsibilities for addressing risks and challenges clearly allocated? Are approaches for the systematic recording of lessons learnt described? It was also suggested that the cross-section analysis be repeated in some years in order to check whether the success criteria for value for money have changed. Furthermore, it was recommended that the findings of the cross-section evaluation be included in the discussion with BMZ for a better understanding of value for money.
THE EVALUATION DESIGN

The cross-section evaluation was based on GIZ project evaluations, reports on project evaluations by other commissioning parties and other review formats (external quality control undertaken by BMZ and EU audits) on the topic of value for money. The analysis incorporated 247 appraisal, control and evaluation reports. Based on the factors for success identified, the next step involved developing ideas for operationalisation – the basis for the first key questions, such as: Is the monitoring and evaluation system used to steer the project? Are lessons learned discussed and evaluated together with partners?

As part of a ‘reality check’, these key questions were finally presented to and revised together with the reference group to take better account of the particular GIZ context.

The recommendations of the cross-section evaluation are a key component in us enhancing the value for money of our projects even further. In practice, this means:

- Existing, internal process aids for the projects are supplemented with the results of the cross-section evaluation.
- A review is carried out to determine how the evaluation questions for the ‘efficiency’ evaluation criterion can be adapted for central project evaluations in BMZ business – i.e. which of the key questions regarding the factors for success are posed in the project evaluations.
- The discussion with BMZ regarding a common understanding of value for money is being continued.
- In 2022, the criteria, factors for success and key questions regarding the value for money of projects will be reviewed again if necessary – the findings of the external quality control undertaken by BMZ are critical in this regard.

EVALUATION ACCOMPLISHED – WHAT’S NEXT?

ANSWERS FROM TIMO MENNIKEN

The recommendations of the cross-section evaluation are a key component in us enhancing the value for money of our projects even further.

In practice, this means:

- Existing, internal process aids for the projects are supplemented with the results of the cross-section evaluation.
- A review is carried out to determine how the evaluation questions for the ‘efficiency’ evaluation criterion can be adapted for central project evaluations in BMZ business – i.e. which of the key questions regarding the factors for success are posed in the project evaluations.
- The discussion with BMZ regarding a common understanding of value for money is being continued.
- In 2022, the criteria, factors for success and key questions regarding the value for money
Training Centre for the Academy for International Cooperation in Bonn. Around 20 amateur beekeepers at GIZ look after the insect hotels and beehives in the campus's wild herb meadows.
Corporate sustainability management
A credible commitment to sustainability

Corporate strategic evaluation on ‘Corporate sustainability management at GIZ’

‘Sustainability is GIZ’s mission and mandate and is part of our corporate purpose. Everything we do is aimed at developing solutions for our partners that bring every dimension of sustainability into alignment with one another in the best way possible. We cannot separate our internal, corporate sustainability management system from this. It is part of the standards we set ourselves and the services that we pledge to provide. After all, we are only credible if we show that the principles of sustainability also apply to us. Evaluating how we are achieving this is therefore of particular importance to us.’

Dr Christoph Beier
Vice-Chair of the Management Board up to 2019
Manager of the ‘Governance in South Caucasus’ programme in Georgia since 2020

AT A GLANCE

How well is GIZ positioned with regard to corporate sustainability management, including in comparison with other federal enterprises, for instance? Have the internal measures been chosen correctly? Do they achieve the objectives as undertaken? Do they function as anticipated? And what can we learn from them and optimise? To this end, the evaluation determined the current status of the corporate sustainability management system and compared it with an ideal target model that was developed on the basis of international standards. The fields of sustainable procurement and sustainable mobility were examined in detail.

THE RESULT

GIZ credibly commits to the corporate principles of sustainability, according to the overall result of the evaluation. However, closer inspection also revealed the need for a clearer definition of exactly how GIZ’s sustainable corporate model is to function. In line with the recommendation, this would ideally be through an integrated corporate strategy that defines clear sustainability objectives and underpins them with corresponding responsibilities and thus integrates sustainability requirements into GIZ’s business processes.
THE KEY FINDINGS

Even greater success with a clearly defined and integrated corporate strategy

Sustainability is a key corporate value in GIZ’s corporate principles. As such, GIZ credibly communicates internally as well as externally that the company and Management Board are committed to its sustainability services within the framework of development cooperation as well as corporate sustainability management. According to the evaluation findings, its organisational structures leave it well placed to achieve its objectives of corporate sustainability management. At the same time, however, the evaluation recommended defining these objectives more clearly and systematically integrating them into GIZ’s business areas. The appraiser team suggested a sustainable, integrated corporate strategy for this that consistently and clearly defines the objectives as well as the responsibilities and allocation of roles between organisational units and the country offices.

Improving data management in the field of sustainability

Sustainability is the guiding principle of GIZ’s work and connects all employees around the world. However, the objectives and commitments of corporate sustainability management are perceived and implemented differently by GIZ staff members. In order to be able to derive and communicate objectives and targets, for the sustainability programme for example, and the corresponding action plans on the basis of collected data, it was recommended that the entire system for managing data concerning sustainability be improved in the company. A good database also helps to highlight inevitable instances of conflicting objectives in the implementation phase. For the negotiation processes that arise, the company is to develop guidelines that departments, country offices and employees can follow.

Building in line with the gold standards of the German Sustainable Building Council: ‘Kottenforst Campus’, GIZ’s educational site
More data and uniform rules required

With regard to the matter of corporate sustainability management, two company departments in particular are relevant: sustainable procurement and sustainable mobility. In this regard, it became clear that the two departments do not have an overarching concept that defines and structures the strategic objectives and requirements for more sustainability based on the ‘SMART’ model – in other words, objectives that are ‘specific, measurable, achievable, relevant and time-bound’. Relevant and effective measures that have the potential to achieve these objectives have therefore not been developed to date. As there are no uniform rules, incentives or guidelines for dealing with conflicting objectives for procurement and mobility within the company, they were individually negotiated in most cases. Good data management is also a challenge in the two departments. However, gathering and providing good quality data is essential if sustainability services and requirements are to be defined effectively and efficiently.

Making progress with initial measures

Despite the restrictions, the appraiser team confirmed that the measures implemented so far play a role in the procurement and mobility departments becoming more sustainable. In early 2020, for instance, GIZ had its travel expense guidelines reviewed in order to harness areas of potential for reducing greenhouse gas emissions. To strengthen the company’s sustainable corporate procurement policy, the roles, responsibilities and internally binding processes have been co-ordinated since 2019. In addition, GIZ is already collecting data on its greenhouse gas emissions and the risks in sustainable procurement in order to develop and implement effective and efficient measures and incentive systems for reducing emissions on this basis.

THE EVALUATION DESIGN

The evaluation consisted of a quantitative and qualitative analysis of all important databases and documents, in-depth interviews and case studies in Germany and abroad (India and Ethiopia). GIZ’s existing governance architecture (current situation) was assessed in relation to the ideal structures, processes and instruments of a state-of-the-art catalogue of requirements (target model), which was developed on the basis of international standards. With regard to sustainable procurement, a risk matrix was developed in order to examine conflicting objectives and risks for selected product categories. Regarding sustainable mobility, possible fields of activity for GIZ to reduce greenhouse gas emissions were identified in a scenario and potential analysis. Case studies were used to examine the extent to which existing, planned or absent strategies, structures, processes and instruments influence the corporate sustainability management system currently in place. This involved analysing how conflicts in objectives and interests between the social, ecological and economic dimensions of sustainability are currently resolved. Relevant employee initiatives were considered in the framework of domestic case studies and the analysis of foreign case studies.

The evaluation report is available online:

www.giz.de/knowing-what-works

→ Corporate strategic evaluations
→ Corporate sustainability management at GIZ

Contact: christoph.mairesse@giz.de
The evaluation showed us where we have made a good start and where there is still progress to be made. At the same time, the recommendations help us to close these gaps and set targeted priority areas.

**We are continuing to develop the corporate strategy.**

For GIZ’s next strategy cycle (2023 – 2025), we are planning to integrate sustainability requirements into GIZ’s business processes (integrated corporate strategy).

**We are revising the sustainability programme**

Based on the findings, we are now defining our goals so that they are clearer, more ambitious and ‘SMART’. We are underpinning them with clear responsibilities and are integrating these into all relevant business processes in Germany and the field structure.

**We are improving data management.**

We are supporting the processes for harmonising our data systems, implementing corresponding software systems and clarifying the type, quality and format of data that must be gathered and processed – and how the field structure is also being involved in data management. This is a huge task on which we are working with the Procurement, Property, Contracting, International Language Services (ELVIS) department and the Digital Transformation and IT Solutions (DIGITS) department.

**We are providing guidelines for negotiating conflicting objectives.**

The evaluation shows that conflicts between, say, ecological compatibility and economic viability are individually negotiated and resolved. In light of this, we would like to define guidelines that offer insight into how to negotiate these conflicting objectives.

‘Based on the findings, we are now defining our goals so that they are clearer, more ambitious and “SMART”.

**We are aiming to implement corporate sustainability management on an equal scale across the board – including globally in the country offices.**

With the Corporate Sustainability Handprint (CSH), GIZ collects, assesses and fosters corporate sustainability in the field structure. In the future, therefore, we will align the instrument more closely with the objectives of the sustainability and environmental programme.
'Evaluation in dialogue': 2019 exchange of expertise in Eschborn regarding evaluation findings and consequences for 'quality assurance in line management'
Quality assurance
Positive impact on management practice

Corporate strategic evaluation on ‘Quality assurance in line management’

‘With our Management Board initiative ‘Quality assurance in line management’ in 2014, we responded to the fact that the quality of our projects was criticised again and again in evaluations. The objective was to establish uniform and binding minimum standards regarding technical/material and commercial aspects for projects in the non-profit sector in order to improve the management and implementation of the respective projects. Furthermore, we made recommendations as to how peer learning between officers responsible for commissions can and should be organised by the country/state director. The objective of the evaluation now is to check whether the specifications are seen as being appropriate and useful in practice and whether they are actually implemented and thus help to increase quality as a result of improved management practice.’

Dr Christoph Beier

Vice-Chair of the Management Board up to 2019
Manager of the ‘Governance in South Caucasus’ programme in Georgia since 2020

AT A GLANCE

As defined by GIZ, quality means achieving the objectives that were agreed upon with commissioning parties and partners while complying with the rules, standards and GIZ’s corporate principles in the process. For this purpose, binding minimum standards must be agreed between officers responsible for commissions and their managers and the quality of the services must be ensured on an ongoing basis and monitored through regular quality dialogue.

The evaluation investigated which factors exist in practice that support or hinder the implementation of quality assurance in line management, whether the specifications are perceived by those responsible as appropriate and useful with regard to steering projects and whether they help to improve management practice.
THE RESULT

Although the binding tools and formats are implemented by most interviewees in some cases, only a handful make full use of them. Nevertheless, the evaluation shows that quality assurance in line management has a positive impact on management practice by providing guidance regarding the quality expected in GIZ projects. According to the recommendation, the minimum standards defined here should therefore remain in place, but other formats and more monitoring are not necessary. Instead, the framework conditions for implementing management and quality dialogue should be established and communication regarding quality assurance in line management should be improved across the board.

THE KEY FINDINGS

Tools ticked off the list but not actually used

Only a handful of interviewees also use all the binding minimum standard tools in their daily work. A number of reasons were given for this, including a lack of time, doubt regarding how easily the tools can be picked up by other donors and changing framework conditions in the project environment.

Employees often lacked an understanding of the questions underpinning the minimum standards, such as: which capacity development strategy is promising in light of the project’s intended objectives and results? What individuals and organisations are or should be involved in the project? What would a suitable steering structure be for the project? In contrast, the tools were often only used as a matter of form but not actually applied in management practice or used with partners for joint strategy work or steering.

Role of managers often unclear

With regard to the dialogue formats between officers responsible for commissions and their managers (‘management and quality dialogue’), the evaluation identified weaknesses. Interviewees stated a lack of resources as the primary reason for this. It was also apparent that the there was a lack of clarity about the binding nature of the dialogue formats and about the role of the managers among employees. It was often incorrectly assumed that responsibility for quality assurance

Country case study, Burkina Faso, Water and Sanitation Services in Boucle du Mouhoun, Hauts-Bassins and Sud-Ouest project: employees in the drinking water supply and sanitation provision sector are trained in participatory methods to raise awareness of hygiene and sanitation facilities.
in line management lay solely with the officers responsible for commissions and that managers only had to keep track of whether the binding minimum standard tools are in place but not whether their content is discussed or whether they are actually applied. It was also clear, and thereby recommended by the appraiser team, that dialogue formats particularly help officers responsible for commissions to improve their management practice if the formats are not primarily intended for support and guidance rather than monitoring.

**Fast-changing work environment inadequately taken into account**

Quality assurance in line management does not yet take sufficient account of the increasingly complex, highly dynamic environment of projects, new project types, the expansion in management structures and other commissioning parties. This was also apparent in the implementation of quality assurance in line management: the requirements of commissioning parties, GIZ and partners did not always marry up and there was uncertainty regarding the use of tools and responsibilities in line management. The appraiser team therefore recommended communicating and discussing GIZ’s understanding of quality on a continuous basis.

**THE EVALUATION DESIGN**

The evaluation used a mix of different qualitative and quantitative methods: the results of a random sample of six country case studies and two case studies in sector projects were triangulated with an online survey in which a total of 532 officers responsible for commissions and their line managers participated, as well as interviews with departmental directors general and experienced GIZ staff. External quality controls commissioned by BMZ were also analysed.

The evaluation report is available online:

www.giz.de/knowing-what-works

→ Corporate strategic evaluations
→ Quality assurance in line management

Contact: tatjana.till@giz.de
EVALUATION ACCOMPLISHED – WHAT’S NEXT?

ANSWERS FROM ELKE WINTER

‘We have improved communication and exchange regarding the binding nature of our minimum standards for quality assurance in line management and how they are applied correctly.’

- Improved communication and exchange regarding the binding nature of our minimum standards for quality assurance in line management and their correct application. To this end, we extensively revised documents on quality assurance in line management, for example, and made them more user-friendly and available in all relevant languages of communication at GIZ. This is intended to ensure that all employees are more engaged with the topic of quality from a content perspective.

- Clarified and clearly defined the roles and tasks of officers responsible for commissions and their managers. This will ensure that the issue of quality is addressed on a regular basis.

To meet our own quality standards, the binding specifications and standards involved in quality assurance in line management are of enormous importance. However, the results of the evaluation revealed serious shortcomings. We responded to these as a company.

In particular, we have now...

- Embedded quality assurance in the field structure in our comprehensive quality management system and developed an overarching guide regarding the requirements of project management at GIZ. This is designed to ensure consistency with the company’s internal quality requirements.
'How do we want to cooperate?' Group work on the topic of 'Co-Create' at a country workshop organised by GIZ's Thailand and Malaysia office, Bangkok, 2020
Corporate culture
Desire for more flexibility and creativity

Corporate strategic evaluation on ‘GIZ’s corporate culture’

Tanja Gönner
Chair of the Management Board

‘A good corporate culture is crucial to fostering loyalty among employees and is therefore the key to the company’s success. However, a mature corporate culture is also fairly solid. It cannot be changed and adapted to new requirements as quickly as the corporate strategy might sometimes want. The first step in being able to further develop and shape our own corporate culture with sensitivity therefore involved using a corporate strategic evaluation to firstly determine its actual nature as well as have a good understanding of it.’

AT A GLANCE

On behalf of the Management Board, the evaluation (2018–2019) investigated how employees in Germany and abroad view GIZ’s corporate culture, what type of culture they would like and what motivates the behaviour of GIZ staff. Key questions included: what are some of the key features of GIZ’s corporate culture (as it stands)? And how can it be further developed (intended result)?

THE RESULT

In the evaluation, corporate culture is defined as the set of shared values and standards that determine or shape the decisions, actions and behaviour of members of an organisation. Considering that there are more than 20,000 employees in around 120 countries, it is surprising that the corporate culture is perceived similarly across all sites and job categories: as a federal enterprise, GIZ is well accepted and so too are the associated accountabilities, standards and controls. However, there is even greater unanimity among those surveyed with regard to their preferences: more cooperation, including across departmental boundaries, as well as more flexibility and creativity.
THE KEY FINDINGS

According to the competing value framework, a corporate culture can be described based on the extent to which each of the four cultural dimensions make up the respective culture:

**Clan culture.** Focus: inward-facing; organisational structure: flexible; values: sense of belonging, cooperation; behaviour: teamworking, participation, staff loyalty

**Adhocracy** (from the Latin ‘ad hoc’: spontaneously, for a particular purpose). Focus: outward-looking; organisational structure: flexible; values: versatility, independence; behaviour: creative, willing to take risks, adaptable

**Market culture.** Focus: outward-looking; organisational structure: controlled and stable; values: communication, competition, competence, performance; behaviour: target-oriented, methodical, task-oriented and competitive

**Hierarchy culture.** Focus: inward-facing; organisational structure: controlled and stable; values: routine, reliability, communication; behaviour: formalised, compliant

**Actual situation: hierarchy culture and competitive market culture**

According to this approach, the actual culture in GIZ (orange line) indicates a more pronounced hierarchy culture (control), which is more oriented towards controls and standards, and a market culture, which is oriented towards competition (compete).
Desired: more cooperation and participation as well as more flexibility and creativity

People were then asked what type of corporate culture they would like in the future (red line) and the almost unanimous answer was: more cooperation across departments, more creativity and less of a focus on market competition and hierarchies.

High degree of acceptance as a federal enterprise

By comparison, the culture at GIZ is largely congruent with that of public administration institutions. Only the cultural dimension of ‘competition’ is slightly more dominant. The corporate culture is perceived similarly across all locations and job categories. The degree of acceptance for GIZ as a federal enterprise – and the associated accountability – is very high. GIZ employees around the world are united on this, regardless of whether they are in Germany, abroad, work as national personnel and whether or not they manage staff.

Personal attitude shapes behaviour

To better understand why GIZ employees do not behave in accordance with their desired culture, work was undertaken to identify what influences the behaviour of GIZ employees. The result: for most GIZ employees, it is their personal attitude in particular that determines how they act in the company, for example: ‘I (don’t) find it enriching to cooperate with others’. Another element that equally shapes the behaviour of GIZ employees is whether they have the necessary skills and resources for the desired behaviour. In contrast, what managers or other people important to them expect from them has only a minor influence.

Managers have important parts to play as role models

According to the appraiser team, however, managers play an important role in changing the corporate culture, although employees could not be encouraged to adopt a certain desired behaviour just by being told to do so. Managers have to demonstrate the desired behaviour and provide their employees with the necessarily skills and resources, say the appraisers.

Creativity fosters a willingness to change

As a matter of principle, all four cultural dimensions – ‘cooperation, creativity, control, competition’ – are equally important. There is no such thing as a ‘one size fits all’ corporate culture focused on one particular dimension. To ensure GIZ’s long-term viability, the appraiser team recommended more measures for fostering creativity. A stronger focus on creativity with more opportunities and improved framework conditions for creative thinking and action was conducive to innovations, they said, and also fostered employees’ willingness to change.

THE EVALUATION DESIGN

In order to obtain representative, comparable results, the evaluation used two internationally recognised approaches: the competing value framework was used as a basis to investigate how GIZ employees perceive the corporate culture (actual status) and what their desired culture would be (target status). The theory of planned behaviour formed the basis of the analysis of which factors influence employees’ behaviour. All GIZ employees at home and abroad were able to express their views in two company-wide online surveys as well as interviews, focus group discussions and a moderated discussion on a digital platform.
GIZ's corporate culture has now been mapped. What do you think about the results?

Although the results show that there is a great desire for more room for creativity and cooperation at GIZ, these cultural dimensions actually make up a slightly above-average proportion of the corporate culture here in comparison with other companies. The idea that the hierarchy culture with its standards and controls is more pronounced at GIZ is related to the fact that we are a public sector institution. I was surprised by the finding that there are no major differences in how the culture is perceived. This is a good basis for being able to work together to develop the corporate culture further.

What would you like to develop further?

The corporate culture is already being shaped everywhere within GIZ, such as with our ‘cooperation and leadership’ change process or the ‘digital change’ strategy project. The results of the evaluation are very helpful with regard to shaping it further. The Evaluation Unit and representatives of different organisational units and processes involved in defining corporate culture are now working to have the findings of the evaluation incorporated into ongoing initiatives.

Could you give some specific examples?

Yes. For instance, we would like to foster employees’ willingness to change in a targeted way in the future and utilise managers for this in the role of agents of change. With regard to the development of managers, there will therefore be a greater focus on how they can create the framework necessary for this and empower their teams for creative work. There are a few other starting points for promoting creativity and innovation in the company. This begins with the attitude of new employees who, ideally, will already be motivated to undertake creative work. And in terms of new forms of cooperation, the Campus – the new GIZ building in Bonn – offers a wide range of spaces that can be put to even better use.

The evaluation is available online:

www.giz.de/knowing-what-works

→ Corporate strategic evaluations
→ GIZ’s corporate culture

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Impact evaluation in the ‘Green Innovation Centres for the Agriculture and Food Sector’ global programme: in Farmer Business Schools, smallholders – like here in Mozambique – are trained in business administration.
Methods of impact evaluation
At a Glance

‘Rigorous impact evaluations’ (RIEs) determine the impact of an intervention by comparing two groups: one group has benefited directly from an intervention measure while the other control or comparison group has not. The importance of this evaluation approach to fighting global poverty is demonstrated by the destination of the 2019 Nobel Prize in Economics. For their pioneering role in the use of this particular means of impact assessment, the prize was awarded to Esther Duflo and her husband Abhijit Banerjee from Massachusetts Institute of Technology as well as Michael Kremer from Harvard University. In order to be able to use this evaluation method more often at GIZ and better support it, the Management Board commissioned a strategic review of examples of its application at the company to date.

The Result

The large majority of project managers surveyed confirmed the benefits of RIEs – despite the effort and high costs involved. However, it also became apparent that considerable potential has not been exploited so far. According to the recommendation, this can be utilised to a greater extent than has so far been the case at GIZ by systematically mainstreaming the evaluation.

Verifying and quantifying results clearly

Cross-section evaluation ‘Experimental approaches to impact evaluation’

‘To what extent has an intervention actually had an impact? Or do the results observed also have other causes completely unrelated to the intervention? With regard to impact assessment in development cooperation, these are crucial questions to which evaluation units around the world have to find answers or, in other words, suitable evaluation methods. One answer is ‘rigorous impact evaluation’. At GIZ too, we are seeing growing demand for this method among our donors. The cross-section evaluation therefore set out to establish how GIZ can use this particular approach to impact evaluation in the best way possible.’
approach and applying its benefits in a more purpose-driven way. Establishing a central support structure within the company is essential for this.

THE KEY FINDINGS

Benefits clearly confirmed but not always intended

Between 2014 and 2018, the strategic review recorded 39 cases in which the RIE method was applied. Of these, 19 case studies were examined in detail. The project managers surveyed largely rated the use of the RIEs that they implemented as positive (93 per cent) – even in relation to the costs incurred.

Clear additional benefits were attributed to this evaluation approach:

- Causal proof of results regarding accountability towards partners and commissioning parties
- Evidence for operational steering decisions
- Conceptional learning regarding the cross-contextual effectiveness of specific interventions
- Strategic positioning with regard to commissioning parties
- Support of partners.

Tailoring the evaluation design in a benefit-oriented way

However, it was found that the value added was often not originally set as an objective during the design stage. Therefore, the review not only summarised the value that was added with RIE, but also provided detailed information on how the respective benefits for GIZ can be increased and promoted. One of the most significant findings was to align the RIE structure with the intended benefits and tailor the evaluation design to this in a targeted way.
Creating a central support structure

In addition, advisory services offered on a centralised basis and platforms for dialogue are required in order to be able to implement RIEs at GIZ in the best possible way. In this regard, the review made it clear that sharing information on the results of RIEs across different intervention contexts is an important prerequisite for conceptual learning. The results of individual RIEs would otherwise only be limited to the respective examination context. However, without central steering that, for instance, prevents only interventions rated positively from being communicated, such a cross-contextual exchange is susceptible to systematic bias.

Making it an option from the outset

RIEs yielded particular benefits when they were made available as a service for and with project partners from the outset and were therefore also a financial element of the activity. In this way, the costs (higher due to the RIE status) could be better represented in the project budget. The commitment and personal responsibility of the partners involved led above all to an increase in sustainability. This is because more use was then made of the results, even if the impact assessment of an intervention had not yielded any verifiable or negative results.

Use as an instrument for strategic positioning

The review concludes that RIEs are a suitable instrument for GIZ to use in order to position the company vis-à-vis its commissioning parties and partners. A steady increase in demand for RIE is now apparent in German development cooperation. The review of the case studies also showed that co-financing arrangements could also be successfully initiated through the results of the RIEs.

THE EVALUATION DESIGN

The cross-section analysis involved three steps:

1. Company-wide inventory of RIEs implemented
2. Qualitative expert interviews with the project managers in RIE situations as well as interviews with representatives of eight bilateral and multilateral development cooperation organisations in order to record their institutional experiences of RIEs
3. Interviews with the project managers from 19 RIE case studies as well as the RIE appraiser team.

These 19 case studies formed the basis for a cross-case ‘qualitative comparative analysis’ (QCA). This method was used as a pilot by the Evaluation Unit for the first time and confirmed its value with regard to learning in complex contexts.

The cross-section evaluation report is available online:

www.giz.de/knowing-what-works

→ Cross-section evaluations
→ Rigorous impact Evaluation

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As a result of the review findings, will RIEs play a bigger role in the company in future?

It is clear that we in the Evaluation Unit would like to facilitate the strategic use of RIEs in the future in an even better way than we have done so far. Even if (more or less) experimental methods do not answer all evaluation questions, they can supplement existing instruments and processes for impact assessment at GIZ – but not replace them! The decisive factor is implementing RIEs as an instrument of impact assessment specifically for GIZ’s strategic objectives and projects.

What is needed to optimise the benefits of RIEs for the entire company?

The review provided decisive information on this. On this basis, the Evaluation Unit created a policy brief in consultation with other departments in the company. Essentially, we would like to promote RIEs within GIZ as a largely decentralised evaluation instrument. At the same time, it has become clear that central support, company-wide coordination and a widely accessible RIE advisory service are required for this. Only in this way can we ensure that all those involved can use this form of impact assessment in the best way possible – from selecting and structuring the RIEs through to communicating the results.

What will the Evaluation Unit’s role in this be?

First and foremost, we are the central contact for questions regarding evaluation in general and therefore for RIEs too. We are responsible – in coordination with other organisational units – for establishing the central support structure for RIEs: in other words, we are developing advisory services to provide information on how RIEs can be structured, organised and commissioned externally. Furthermore, we are creating a central database that logs planned RIEs and furnishes evidence. We are also adding RIE results to a DEval database that pools the RIE results of other German implementing organisations. Within GIZ, we are also promoting networking between RIE practitioners as well as dialogue to better mainstream RIE in project planning and implementation processes. We are therefore playing a crucial role in implementing RIE in a targeted manner alongside development policy priorities and promoting the use of results at an operational and institutional level.
THE 2019 EVALUATION CONFERENCE

‘Network: collecting and communicating results’

Under the motto ‘Network: collecting and communicating results’, 158 participants – 78 from Germany and 86 from abroad – met for the first time in 2019 to share information and network on the topics of evaluation and results data over the course of two days.


At a marketplace, projects presented a number of insights, such as how they use digital tools for ‘monitoring and evaluation’, how they utilise evaluation results and deal with critical results or how they involve partners. The governance evaluation was an example of dealing with complexity (see the focal area).

Following the introduction by Dr Christoph Beier (GIZ), Prof. Harald Fuhr (University of Potsdam), Prof. Reinhard Stockmann (Saarland University) and Prof. Jörg Faust (Director of DEval) discussed this with Dr Ricardo Gomez (GIZ). Information will continue to be shared and networking carried on digitally via the ‘Community Monitoring & Evaluation & Results Data’ system created jointly with the Sectoral Department.
ANNUAL MEETING OF THE EVALUATION UNITS OF GERMAN DEVELOPMENT COOPERATION ORGANISATIONS

‘Evaluation and public relations work’

In 2017, BMZ’s evaluation division invited the evaluation units of German development cooperation organisations to GIZ’s Bonn offices. The theme of the annual meeting, which is organised by a different organisation each year, was ‘Evaluation and public relations work’.

More than 70 participants from 26 organisations used the meeting to share ideas and opinions on common challenges and best practices. Employees in the fields of communication and public relations work attended for the first time.

It became clear that evaluation and communication units pursue a common goal – how to present evaluation results to the outside world effectively – for the purposes of accountability and learning. It was concluded that good communication is just as important with regard to the usefulness of evaluations as the results of the evaluations themselves.
Facts and figures: results of project evaluations in BMZ business are analysed statistically.
9

Evaluation of projects financed by BMZ
Statistical assessment of project evaluations

Decentralised project evaluations 2017–2018

Until 2017, decentralised project evaluations were mandatory for all GIZ projects financed by BMZ if their commission value exceeded EUR 1 million and their term lasted at least three years. They were commissioned and steered by the respective officers responsible for the commission in accordance with company-wide standards on a decentralised basis. In 2017, GIZ switched their decentralised project evaluations to centrally managed project evaluations (CPEs) in response to the 2015 and 2016 meta-evaluations on the quality of decentralised evaluations. Since then, the Evaluation Unit has had central responsibility for evaluation management and quality assurance. The last decentralised project evaluations were completed in 2018.

OVERALL RATING: AVERAGE SCORE 1.9

All evaluated projects that GIZ implements on behalf of BMZ received an average overall score of 1.9. The result therefore remained on a par with the 2015/2016 evaluation period. The rating is based on a points system ranging from 4 to 16 points. The average score of 1.9 therefore corresponded to 12.7 out of a maximum of 16 points. For the statistical analysis, a total of 176 decentralised evaluations were passed onto the Evaluation Unit: 2017 – 125 project evaluations (evaluation period: 1 October 2016 to 30 September 2017) and 2018 – the last 51 project evaluations (evaluation period: 1 October 2017 to 30 September 2018).
AVERAGE RATINGS OF THE INDIVIDUAL OECD-DAC CRITERIA

Relevance – a further improvement

Compared with previous years, the rating for the relevance of the project evaluations (up to 2018) improved slightly. In 89 per cent of all projects, it was deemed ‘very successful’ (2015/2016: 85 per cent). This is reflected in the average rating of 1.1, up from 1.2 for 2015/2016.

Relevance 2017/2018 (N = 176)

Relevance: the project sets out to address a core problem faced by target groups. The project is in line with relevant strategies.
Effectiveness – consistently good results

On average, the effectiveness of projects was rated as 2.1 in the 2017/2018 reporting period. The results are thus on a par with 2015/2016. A total of 59 per cent of the projects were deemed to have been ‘successful’ and 20 per cent even ‘very successful’ in achieving the agreed objectives (2015/2016: 60 per cent and 17 per cent respectively).

Efficiency – continued good results, tendency towards the centre

The average efficiency rating has also remained constant. As was the case for 2015/2016, it has a score of 2. The allocation of scores shows that the proportion of ‘very successful’ projects decreased slightly to 24 per cent (2015/2016: 28 per cent), while the proportion of ‘successful’ projects increased marginally to 55 per cent (2015/2016: 53 per cent).

At 15 per cent, the proportion of projects that were scored 3 (‘rather successful’) increased (2015/2016: 7 per cent). By contrast, efficiency was rated as ‘rather unsatisfactory’ in only 5 per cent of projects (2015/2016: 12 per cent).
Development policy results – good score overall, fewer poor ratings

With an average score of 2.3, the overall score for the overarching development policy results (impact) improved marginally (2015/2016: 2.4). The proportion of 'successful' projects rose to 51 per cent (2015/2016: 40 per cent), while the proportion of projects whose impact in partner countries scored 3 dropped from 33 per cent (2015/2016) to 24 per cent. Not a single project scored 5 (2015/2016: 2 per cent) or 6 (2015/2016: 1 per cent).

Sustainability – constant results here too

The sustainability of all evaluated projects scored 2.4 overall and thus remained unchanged. Individual ratings changed only marginally compared with 2015/2016.
What was the methodological quality of the 176 decentralised evaluations for 2017/2018? GIZ arranged for a meta-evaluation to review this (see box). The results showed that evaluations that are more accurate methodologically are rated slightly more critically in all OECD-DAC criteria than evaluations that only fulfil methodological requirements to a limited extent. In the respective overall rating (12.6 points, score 2.0 – 13 points, score 1.8), however, the two differ only marginally and therefore hardly vary at all from the overall rating of all reports (12.7 points, score 1.9).

The statistical analysis of the project evaluations is available online:

www.giz.de/knowing-what-works

→ Cross-section evaluations
→ Project evaluations
→ Meta-evaluation and statistical analysis of project evaluations for 2017/2018, Part II statistical analysis

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QUALITY OF DECENTRALISED PROJECT EVALUATIONS

Findings of the meta-evaluation for 2017/2018

Quality control for evaluations
Meta-evaluations show whether there are any differences in the assessment practice between methodologically appropriate and inappropriate evaluations. As well as serving a quality control and reflection purpose, meta-evaluations are also used to identify methodologically appropriate evaluations for evaluation syntheses. These are where GIZ analyses evaluations from a particular year, sector or region in a targeted way to identify any factors influencing success and failure, highlight examples of good practices and pool empirical knowledge and expertise.

Focus: methodological accuracy
With regard to methodology, the meta-evaluation for 2017/2018 is based on the text analysis of 176 project evaluation reports (full survey) that were completed between October 2016 and September 2018. The central project evaluations carried out in 2017 have not yet been taken into account in the meta-evaluation for 2017/2018 because no reports had yet been completed by that point in time. The central focus of the meta-evaluation for 2017/2018 was the ‘methodological accuracy’ evaluation standard set out by the Deutsche Gesellschaft für Evaluation (DeGEval).

Result: positive trend in methodological quality
The requirement for methodological accuracy was fulfilled by 66 per cent of project evaluations for 2017/2018. Approximately two-thirds of evaluations therefore comply with the (inter-)national quality standards, a positive trend compared to the meta-evaluations for 2015 (59%, N=70) and 2016 (62%, N=100). Once again, the strengths of the project evaluations lie in fulfilling formal and descriptive requirements.

The challenge: assessment often too positive
Overall, it was found that projects are rated extremely positively. 85 per cent of projects are rated as ‘very successful’ or ‘successful’ overall. The meta-evaluation therefore raised the issue of the extent to which the team of project appraisers address the projects in a suitably critical manner. For the first time, therefore, it was examined whether the rating of the individual OECD-DAC criteria was verifiable. Even though this was largely the case, it was also apparent that, in as many as one in ten reports, points were awarded for aspects that are not elaborated upon in the text. According to the meta-evaluation team’s assessment, an overly positive rating was often awarded in light of the weaknesses of an evaluated project described in the report text.
Central project evaluations from 2019 onwards

When central project evaluations were launched in 2017, the selection criteria for projects to be evaluated also changed. Instead of all projects financed by BMZ with a commission value of over EUR 1 million and a term of three years being evaluated, an informative random sample is now taken from all BMZ projects with a value of EUR 3 million upwards. The evaluation of this sample is managed centrally by the Evaluation Unit. With the new selection system, GIZ implemented the agreements of a joint GIZ/BMZ working group geared towards harmonising the evaluation systems used by German development cooperation organisations.

Stratified random samples

The population selected from the random samples are all BMZ-financed projects with a value of EUR 3 million upwards that will end within a specified twelve-month period. The samples are selected separately for each region – from Africa to Asia through to the group of global programmes. From the third random sample onwards, a distinction by BMZ budget item is also made in the interests of budgetary clarity, and samples are only stratified according to region in the main bilateral budget item. This creates 'pots' based on specific topics, from which approximately 40 per cent of projects are randomly selected.

The size of these stratified random samples, which account for approximately 40 per cent, will allow informative conclusions to be drawn regarding the success rate of all projects that have ended in a two-year time period. The success rate denotes the proportion of projects with an overall score of 1, 2 or 3 in relation to all projects on a six-point scale. As there is uncertainty with each assessment as to whether the assessed value corresponds to the true value in the population, the ‘confidence interval’ will also be indicated in future. This indicates the range in which the success rate of the corresponding population would fall with 95 per cent probability.

Number of projects and random samples

As of the cut-off date (31 March 2020), a total of 39 completed CPEs had been assessed for this report. As 138 CPEs from the first and second sample from 2017 and 2018 are still pending, it is still not possible to make a reasonable estimate regarding the success rate at this point. A corresponding degree of caution has thus been exercised in presenting the average scores achieved to date. However, this initial data is already providing some interesting insights.

Overall rating to date: 2.3

On average, the 39 centrally evaluated projects completed so far received an overall rating of 2.3. The ratings are based on a more detailed points system ranging from 0 to 100 points. The overall average rating of 2.3 therefore corresponds to
82.6 out of a maximum of 100 points. Compared to the decentralised project evaluations for 2017/2018 with an average rating of 1.9 it is already clear that projects are scored more strictly. On the one hand, this can be attributed to central steering and quality assurance in the Evaluation Unit. On the other, CPEs include a larger proportion of final evaluations when the projects end than decentralised PEVs, which mostly take place earlier during the project. Evaluations of GIZ and other organisations have shown that final evaluations generally give stricter scores than interim ones. Of the 39 projects evaluated, 10 per cent were rated as ‘very successful’ (score of 1), 56 per cent as ‘successful’ (score of 2), 31 per cent as ‘moderately successful’ (score of 3) and 3 per cent as ‘moderately unsuccessful’ (score of 4). No projects scored 5 or 6. Compared with decentralised PEVs, significantly fewer projects scored 1 or 2 and considerably more scored 3 or 4.

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8 An evaluation is discontinued if its quality standards are not complied with. No central project evaluation is carried out if the entire project has already been evaluated in an equivalent process by another party (e.g. cofinancer). In the pilot phase, some CPEs could not be carried out due to a lack of financing.

---

### Number of projects

<table>
<thead>
<tr>
<th>Year samples were selected</th>
<th>Population</th>
<th>Random sample</th>
<th>Completed CPEs</th>
<th>Ongoing CPEs</th>
<th>Completed CPEs</th>
<th>Coverage</th>
<th>Discontinued CPEs/CPEs not conducted</th>
</tr>
</thead>
<tbody>
<tr>
<td>First random sample in 2017</td>
<td>256</td>
<td>115</td>
<td>39</td>
<td>32</td>
<td>28</td>
<td>39%</td>
<td>4/12</td>
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<tr>
<td>Second random sample in 2018</td>
<td>170</td>
<td>82</td>
<td>0</td>
<td>40</td>
<td>38</td>
<td>46%</td>
<td>0/4</td>
</tr>
<tr>
<td>Total First/second random sample</td>
<td>426</td>
<td>197</td>
<td>39</td>
<td>72</td>
<td>66</td>
<td>42%</td>
<td>4/16</td>
</tr>
<tr>
<td>Third random sample in 2019</td>
<td>271</td>
<td>108</td>
<td>0</td>
<td>5</td>
<td>100</td>
<td>39%</td>
<td>0/3</td>
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<tr>
<td>Fourth random sample in 2020</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>pending</td>
</tr>
<tr>
<td>Total third/fourth random sample</td>
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<td>---</td>
<td>---</td>
<td>---</td>
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<td>---</td>
</tr>
</tbody>
</table>

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As at 31 March 2020

Overall rating to date for completed CPEs (n = 39) CPEs from the first/second random sample

Overall rating to date for completed CPEs (n = 39) CPEs from the first/second random sample
Relevance – scored much more strictly

Compared with the PEVs, the relevance rating has deteriorated significantly. Overall, 44 per cent of all projects scored 1 (PEVs 2017/2018: 89 per cent). 38 per cent scored 2, 13 per cent 3 and 5 per cent 4. This is also reflected in the average score of 1.8 (PEVs 2017/2018: 1.1).

This trend is probably due mainly to the greater weight being placed on relevance as a criterion as part of GIZ’s evaluation reform and BMZ’s harmonisation process. The suitability of the overall project concept including the theory of change is now assessed as part of the relevance evaluation criterion. Whether the altogether stricter trend proves true will become clear in later assessments when a larger proportion of the random sample is completed.

### Average Ratings of the Individual OECD-DAC Criteria

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Relevance</th>
<th>Effectiveness</th>
<th>Efficiency</th>
<th>Impact</th>
<th>Sustainability</th>
<th>Overall Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>PEVs completed 2015/2016</td>
<td>1.2</td>
<td>2.1</td>
<td>2.0</td>
<td>2.4</td>
<td>2.4</td>
<td>1.9</td>
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<tr>
<td>PEVs completed 2017/2018</td>
<td>1.1</td>
<td>2.1</td>
<td>2.0</td>
<td>2.3</td>
<td>2.4</td>
<td>1.9</td>
</tr>
<tr>
<td>CPEs to date, PEVs completed (as at 31 March 2020)</td>
<td>1.8</td>
<td>2.0</td>
<td>2.2</td>
<td>2.3</td>
<td>2.7</td>
<td>2.3</td>
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</tbody>
</table>

### Average Rating: 100-point Scale

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Relevance</th>
<th>Effectiveness</th>
<th>Efficiency</th>
<th>Impact</th>
<th>Sustainability</th>
<th>Overall Rating</th>
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</thead>
<tbody>
<tr>
<td>CPEs completed to date (as at 31 March 2020)</td>
<td>87.0</td>
<td>84.9</td>
<td>82.5</td>
<td>81.9</td>
<td>76.7</td>
<td>82.6</td>
</tr>
</tbody>
</table>

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**Relevance, CPEs**

n = 39 completed CPEs from the first/second random sample

- Score 1: 44%
- Score 2: 38%
- Score 3: 13%
- Score 4: 5%
- Score 5: 0%
- Score 6: 0%
**Effectiveness – consistently good results**

A total of 77 per cent of the projects were deemed to have been ‘successful’ (51 per cent) or ‘highly successful’ (26 per cent) in achieving the agreed objectives (PEVs 2017/2018: 59 per cent and 20 per cent respectively). On average, the effectiveness of the projects included in the CPEs to date was rated as 2.0. The results therefore remain relatively constant (PEVs 2017/2018: 2.1).

**Efficiency – stricter scores, continued tendency towards the centre**

Compared with the PEVs, the methodology used to rate efficiency has been significantly improved. For instance, retrospective cost-output allocation and applying the follow-the-money approach improved underlying data and analysis. With regard to the efficiency rating up to now, a slight trend towards stricter ratings can be seen. In the case of the CPEs completed so far, the average rating is 2.2, which is slightly below the average score. The allocation of scores regarding the efficiency criterion also shows that the proportion of projects that were rated with a score of 1 (23 per cent) or a score of 2 (41 per cent) overall has decreased slightly (PEVs 2017/2018: 24 per cent and 55 per cent respectively). In contrast, the proportion of projects that were rated with a score of 3 (33 per cent) has increased (PEVs 2017/2018: 15 per cent, 2015/2016: 7 per cent). At 3 per cent, however, there are proportionally fewer projects that have been rated as ‘rather unsatisfactory’ (PEVs 2017/2018: 5 per cent, 2015/2016: 12 per cent).
Development policy results – continued good results

With an average score of 2.3, the good overall result regarding the rating of ‘projects’ overarching development policy results (impact) has not changed compared to the PEVs for 2017/2018. However, the make-up of the average score has changed. The proportion of projects with a score of 1 has decreased (PEVs 2017/2018: 16 per cent), while the proportion of projects with a score of 2 has continued to increase at 54 per cent (PEVs 2017/2018: 51 per cent, 2015/2016: 40 per cent). At the same time, the proportion of projects with an impact rated as ‘satisfactory’ increased back to 33 per cent (PEVs 2017/2019: 24 per cent, 2015/2016: 33 per cent), while no projects scored 4 (PEVs 2017/2018: 10 per cent). The impact of 3 per cent of projects scored 5 (PEVs 2017/2018: 1 per cent).

QUALITY OF CENTRAL PROJECT EVALUATIONS

Results from a meta-evaluation still pending

With the launch of the new central project evaluations, the evaluation reform explicitly aimed to improve the methodological quality of evaluations. This is now ensured by the Evaluation Unit by means of quality checks. The German Institute for Development Evaluation (DEval) also launched a cross-organisational meta-evaluation of project evaluations in German development cooperation in 2020. Given the importance of project evaluations in German development cooperation, the quality of the evaluations must be ensured on a regular basis and across organisations to guarantee learning and accountability from evaluations and further develop methods and standards for project evaluations. As the results were still not available by the deadline, there is still no differentiation based on methodological quality for CPEs, unlike in the case of PEVs (see previous section).
**Sustainability – stricter and more realistic in final evaluations**

The sustainability of the 39 projects evaluated centrally to date was rated with a score of 2.7 overall, worse than that of the decentralised project evaluations (PEVs 2017/2018: 2.4). Regarding the allocation of scores, it is noticeable that only 3 per cent achieve a score of 1 (PEVs 2017/2018: 14 per cent). While a score of 2 (41 per cent) is allocated similarly to that in the PEVs (42 per cent), a score of 3 (44 per cent) has increased considerably in comparison (PEVs 2017/2018: 32 per cent). Overall, the allocation of scores 4 and 5 has barely changed between the CPEs and PEVs. With regard to content, the lower rating can also be attributed to the higher proportion of final evaluations in the case of the CPEs. Decentralised PEVs were primarily conducted as interim evaluations. Assessments show again and again that sustainability is usually rated more positively in the case of interim evaluations, which can only estimate this aspect, than in the case of final or ex post evaluations.

The evaluation reports are available online:

www.giz.de/knowing-what-works

→ Database of GIZ evaluations

Contact: dorothea.giesen-thole@giz.de
Cross-section evaluation, Transitional Development Assistance, central project evaluation Improvement of Health Care for Internally Displaced Persons, Refugees and the Local People in Dohuk Province in Northern Iraq: one of six basic health centres built by GIZ and its partners
Outlook
Ongoing and planned evaluations

Corporate strategic evaluations

The Management Board has commissioned three corporate strategic evaluations for the 2020/2021 evaluation programme:

‘IMPLEMENTING THE 2030 AGENDA’

FOCUS: implementing the 2030 Agenda at GIZ

The 2030 Agenda for Sustainable Development has transformed international development cooperation since 2015. It has become a mission statement for GIZ as well. Projects and services are primarily geared to the agenda’s focus on transformation as well as the implementation principles: ‘leave no one behind’, ‘accountability’, ‘integrated approaches’, ‘shared responsibility’ and ‘universal’. To do justice to this claim, GIZ mainstreamed the 2030 Agenda as an overarching framework in its project planning, implementation, reporting and evaluation processes from 2017 onwards.

After four years, the evaluation will make an initial assessment: how is the 2030 Agenda being implemented at GIZ? Where are there still challenges? Where do our strengths lie? The central question is thus to what extent are GIZ’s established structures, processes and instruments suitable for aligning its services with the requirements of the Agenda?

‘FINANCIAL/TECHNICAL COOPERATION’

FOCUS: identifying factors for success/institutional learning/exchange

So that BMZ’s development policy programmes are truly effective, financial cooperation (KfW) and technical cooperation (GIZ) must be closely interconnected and well-coordinated with one another. In the current context of the ‘Reform partnerships for a strong Africa’ as well as the recently submitted strategy for reforming German development policy (‘BMZ 2030’), cooperation between KfW and GIZ is also gaining in importance in order to implement measures and funds even more effectively and efficiently.

The ‘financial/technical cooperation’ corporate strategic evaluation is examining the success factors for effective cooperation together with KfW. The objective of the evaluation is to systematically identify potential synergy effects from joint implementation and determine the potential limits of financial/technical cooperation. The corporate strategic evaluation therefore sets a clear focus on institutional learning and offers the opportunity to strengthen peer learning and dialogue between the evaluation units of the two organisations.
'COOPERATION AND LEADERSHIP’

FOCUS: supporting learning and adaptive process steering

Digital change and an increasingly complex world of work are presenting GIZ with challenges. GIZ is developing and testing new, more flexible forms of leadership and cooperation to overcome these. As part of a company-wide process, employees from all functional groups in Germany and abroad have put together the principles that are to guide cooperation and leadership in GIZ in the future: 'Co-create Meaning', 'Cooperate in Diversity', 'Practice Adaptive Leadership', 'Experiment and Innovate'. After piloting the principles of individual organisational units, they are now being implemented across the board.

The formative, concurrent 'cooperation and leadership' evaluation is designed to enable evidence-based project control and promote learning by reinforcing positive results and identifying and processing negative ones. Based on the approach put forward by Michael Quinn Patton, pioneer of the Developmental Evaluation, a Principles-Based Evaluation is therefore being implemented, which is particularly suited to evaluating open-ended, innovative and complex processes. Central questions are: are the principles of cooperation and leadership considered to be clear and pointing the way forward? Are the principles followed and if so, in what way? How are they adapted to different contexts? Are there any promoting or hindering factors? What are the positive/negative effects/results of applying the principles?
Internal commissioned evaluation

‘HARVESTING DIGITAL SERVICE RESULTS’

FOCUS: digitalisation impact assessment

How effective are digital services in projects? In order to measure this and find corresponding evidence, the ‘Harvesting Digital Service Results’ (HDSR) evaluation project started in 2018 as part of the ‘Strategic Project Digital Change’. The objective is to help projects to implement the ‘digital-by-default’ concept in a results-oriented way. As there has not been much evidence for the effectiveness of digital services until now, the aim of the ongoing internal evaluation project is also to help projects to reliably communicate this effectiveness and gain valuable insights for further implementation. In addition, HDSR serves as a global exchange platform at GIZ regarding ‘digitalisation impact assessment’.

Evaluation as a responsive service

HDSR has been designed as a responsive service. The focus is on rapid trials, small, quick evaluations or evaluative studies. This allows individual digital applications to be analysed within the scope of a project, such as a smartphone app that informs factory workers in Myanmar of their rights or a data management system that improves cross-organisational cooperation in the justice sector in Mongolia. In addition, a general evaluability assessment, case studies and an evaluation synthesis of central project evaluations are offered in order to examine digital aspects of service provision. The individual evaluations are tailored flexibly to the specific needs of the cooperation projects. These come from all regions and cover a range of digital interventions in various sectors.

Cross-section evaluations

These cross-section evaluations of completed central project evaluations are starting in 2020/2021, and other topics for cross-section evaluations can be proposed:

ENERGY

This also concerns the portfolio, implementation and trends as well as factors for success and failure, in this case specifically with regard to ‘energy supply, energy efficiency, renewable energies’.

CO-FINANCING

Faced with an ever-increasing number of co-financing arrangements in GIZ’s project portfolio, the ‘Co-financing’ corporate strategic evaluation was brought to an end in 2017. The evaluation focused on the assessment of co-financing arrangements with respect to their development policy.
resulting in the following aspects in particular: reducing donor fragmentation, scaling-up mechanisms and reducing transaction costs. To gain insights into the success factors for co-financed projects on behalf of BMZ, all central project evaluations of co-financed projects are now assessed on a cross-sectional basis.

Central project evaluations

GIZ’s programme of central project evaluations (CPEs) was established in the autumn of 2019. From a population of projects with a BMZ commission value of at least EUR 3 million and a term ending between October 2020 and December 2021, a stratified random sample of 40 per cent was selected, making 108 projects in total. The period covers 15 months because GIZ’s random samples were switched from an October-to-September cycle to follow the calendar year. In order to cover all epistemic interests equally, the samples were stratified according to BMZ budget items as well as according to GIZ’s operational units in the main budget item ‘bilateral technical cooperation’.

AFRICA: 31 CPEs

<table>
<thead>
<tr>
<th>Country</th>
<th>Project title</th>
<th>Project number</th>
</tr>
</thead>
<tbody>
<tr>
<td>supraregional</td>
<td>Promoting the Rule of Law and Justice</td>
<td>2017.21935</td>
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<tr>
<td></td>
<td>Support to the African Union in the Area of Peace and Security Architecture (APSA) Phase III</td>
<td>2018.20166</td>
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<tr>
<td></td>
<td>University and Hospital Partnerships in Africa</td>
<td>2018.20158</td>
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<tr>
<td>African Union</td>
<td>Support to the Programme for Infrastructure Development in Africa (PIDA)</td>
<td>2018.20208</td>
</tr>
<tr>
<td>Burkina Faso</td>
<td>Strengthening Good Financial Governance</td>
<td>2017.21257</td>
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<tr>
<td></td>
<td>Water and Sanitation Services in Boucle du Mouhoun, Hauts-Bassins and Sud-Ouest</td>
<td>2017.21273</td>
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<td>Burundi</td>
<td>Water and Sanitation Sector Programme</td>
<td>2017.20218</td>
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<td>Sustainable Management of Water and Land for Food Security in Regions at Risk of Disaster</td>
<td>2018.2054.7</td>
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<tr>
<td>Cameroon</td>
<td>Health Programme/Fight against Maternal Mortality</td>
<td>2016.20319</td>
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<td>Democratic Republic of the Congo</td>
<td>Support to Peace and Stability in Eastern Congo</td>
<td>2017.21729</td>
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<tr>
<td></td>
<td>Broad-based drinking water and sanitation</td>
<td>2018.20448</td>
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<td>Economic Community of West African States</td>
<td>Regional Fund for Stabilisation through Sustainable Development in ECDWAS Member States</td>
<td>2017.22008</td>
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<td>Country</td>
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<td>Ethiopia</td>
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<td>Ghana</td>
<td>Advice on Implementing the Renewable Energy Act</td>
<td>2018.2237.8</td>
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<td>Kenya</td>
<td>Promotion of youth employment and vocational training in Kenya</td>
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<td>Malawi</td>
<td>Strengthening Public Financial and Economic Management</td>
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<td>Namibia</td>
<td>Bush Control and Biomass Utilisation</td>
<td>2017.2119.0</td>
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<td>Niger</td>
<td>Employment Promotion (ProEMPLOI)</td>
<td>2016.2240.6</td>
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<td>Rwanda</td>
<td>Economic and Investment Policies</td>
<td>2017.2092.9</td>
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<td>Southern African Development Community</td>
<td>Transboundary Use and Protection of Natural Resources in the SADC Region</td>
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<td>Programme for the Promotion of Sustainable Energy</td>
<td>2017.2007.7</td>
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<td>Somalia</td>
<td>Food Security by Strengthening Resilience in the New Settlements of Kismayo</td>
<td>2015.2119.0</td>
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<td>South Africa</td>
<td>Multi-sector HIV Prevention in South Africa</td>
<td>2016.2213.3</td>
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<td>Sudan</td>
<td>Food Security and Water Supply for Refugees and Host Communities in Gedaref and Kassala</td>
<td>2017.2210.1</td>
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<td>Access to Sustainable Energy for Host Communities and Refugees in the Region of Kigoma in Northwest Tanzania</td>
<td>2017.4951.2</td>
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<td>Zambia</td>
<td>Political Participation in Governance Reform Processes and Poverty Reduction</td>
<td>2014.2453.0</td>
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**AFRICA CONTINUED**

<table>
<thead>
<tr>
<th>Country</th>
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<tr>
<td>America supraregional</td>
<td>Germany’s contribution to the EU programme on climate change in Latin America, EU-ROKLIMA+</td>
<td>2017.2201.6</td>
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<tr>
<td>Country</td>
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<td>ASEAN</td>
<td>Strengthening Regional SME Support Structures in the ASEAN Area</td>
<td>2015</td>
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<td>Promotion of Competitiveness within the Framework of the Initiative for ASEAN Integration</td>
<td>2017</td>
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<td>Bangladesh</td>
<td>Prison Reform for Promoting Human Rights and Preventing Corruption</td>
<td>2016</td>
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<td>National Adaptation Plan and Nationally Determined Contribution Support Programme</td>
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<td>Bolivia</td>
<td>Renewable Energy Programme</td>
<td>2018</td>
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<td>Brazil</td>
<td>Energy Efficiency for Sustainable Urban Development</td>
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<td>Partnerships for Innovations to Protect Tropical Forest in the Amazon</td>
<td>2017</td>
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<td>Green Finance Market Regulation and Green Bonds</td>
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<td>Cambodia</td>
<td>Regional Economic Development IV</td>
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<td>Promotion of Micro, Small and Medium-sized Enterprises</td>
<td>2017</td>
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<td>Colombia</td>
<td>Colombia – Promoting Sustainable and Inclusive Economic Development</td>
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<td>Environmentally Friendly Land Planning in Areas Affected by Conflict – Ambiente y Paz</td>
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<td>Ecuador</td>
<td>Increasing Resilience to Climate Change through the Protection and Sustainable Use of Fragile Ecosystems</td>
<td>2014</td>
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<td>Honduras</td>
<td>Programme to Support the Decentralisation Processes in the Education Sector (APRODE)</td>
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<td>India</td>
<td>Conservation of Biodiversity – Human-Wildlife Conflict Mitigation</td>
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<td>Indonesia</td>
<td>Domestic Resource Mobilisation for Sustainable Development</td>
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<td>Lao PDR</td>
<td>Regional Economic Integration of Laos into ASEAN, Trade and Entrepreneurship Development</td>
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<td>Protection and Sustainable Use of Forest Ecosystems and Biodiversity</td>
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<td>Mexico</td>
<td>Promoting Protected Areas and Maintaining Species Diversity</td>
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<td>Mongolia</td>
<td>Energy Efficient Building Refurbishment in Mongolia</td>
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<td>Macro-economic Reforms/Eco-friendly and Socially Responsible Growth</td>
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* General Secretariat of the Central American Integration System

Note: 7 No CPEs: an evaluation is already being carried out by another party, which is applying the OECD-DAC criteria and is based on equivalent quality standards.
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<td>Promoting Youth Employment in Rural Areas</td>
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<td>Innovation, Employment and Regional Development</td>
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<td>Quality of Education Improvement Programme</td>
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8 No CPE: the project will be terminated early and there is no time left for a CPE.

9 No CPE: an evaluation is already being carried out by another party, which is applying the OECD-DAC criteria and is based on equivalent quality standards.
The evaluation portfolio is available online:

www.giz.de/knowing-what-works

Evaluation portfolio

Contact: dorothea.giesen-thole@giz.de

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### SECTOR AND GLOBAL PROGRAMMES (GLOBE): 21 CPEs

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10 No CPE: an evaluation is already being carried out by another party, which is applying the OECD-DAC criteria and is based on equivalent quality standards.
### PROJECT EVALUATIONS 2017–2020 (COMPLETED BETWEEN 1 OCTOBER 2016 AND 31 MARCH 2020)

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**Guatemala**

Tropical Forest Protection and Watershed Management in the Trifinio Region

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* Selected on the basis of criteria and therefore not taken into account in the statistical analysis

Report in German, French or Spanish

PEV (project evaluation)

CPE (central project evaluation)
GIZ collects ‘results data’ on ten priority areas each year in order to demonstrate the effectiveness of its work to the general public in a clear and comprehensible way and communicate this to them. Results data is collected for each topic across all projects and countries using different aggregate indicators and combined into a global summary. GIZ complements its evaluation system with its annual compilation of data. Unlike GIZ’s project-specific evaluations and evidence of results, which reflect the diversity of approaches, themes and instruments, results data does not represent overall results or reflect the durability of GIZ’s work. Neither does it serve as a means of comparing projects, assessing the performance of officers responsible for commissions or steering the implementation of projects. The results data presented applies to 2019.

1. Rising employment, better working conditions and higher income

- 196,000 people have taken up jobs
- 1.8 million people have been able to reduce their level of under-employment
- 1.3 million people are working under better conditions
- 2.5 million people have increased their income

2. Once learned, never forgotten: better school education, more vocational education and continuing professional development

- 8.7 million people have better school education
- 242,000 people have taken part in at least one year of vocational training
- 608,000 people have taken part in continuing professional development

The results data is available online
www.giz.de

Contact: tanja.baljkovic@giz.de
7.5 million people have been helped in the fight against hunger and malnutrition.

5.4 million people in rural areas have higher incomes.

4 million hectares of land and pastures are being farmed more sustainably.

4.6 million People have participated directly.

121.9 million people benefit from better administrative and state services.

3,889 health care facilities improved.

73.2 million people have access to better health services.

502.6 million people have obtained better health insurance.

We are working to ensure that people have enough to eat. To do this, we support farmers around the world.

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We were kindly provided with the project photos from the evaluated projects for this report and the portrait photos from the portrait subjects.

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