INSTITUTIONAL EVALUATION OF ENGAGEMENT GLOBAL

2020

DEval

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EVALUATION

Civic engagement takes place in various forms. From a regulatory point of view, strengthening civic engagement in development policy is particularly important because state funding can provide meaningful support for community involvement and strengthen it in terms of achieving development policy goals. In order to bundle government offers to support civic engagement in development policy under a common organisational umbrella, the Federal Ministry for Economic Cooperation and Development established Engagement Global in 2012 as a non-profit limited liability company.

The reason for the present institutional evaluation was the increasing political relevance of civic, civil society and municipal development policy engagement, which has also been reflected in a strong increase in funding in recent years. The subject of the evaluation was Engagement Global as an organisation with its structures, processes and portfolio of different programmes and their outcomes. The evaluation thus contributes to the institutional development of Engagement Global. The recommendations are intended to strengthen its capacity to act and to improve its support services.

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EXECUTIVE SUMMARY

Background, objective and overall assessment

Civic engagement takes place in various forms. It is supported by collaborative initiatives which, in the development policy context, are aimed at assuming joint responsibility for sustainable global development. From a development-policy perspective, strengthening civic involvement in development policy is particularly important because state funding can provide meaningful support for collaborative engagement and strengthen it in the interests of achieving development policy goals.

Until 2011, German development policy offered a broad and heterogeneous range of funding opportunities, some of which were provided by the state (federal, state and local governments) and some by civil society. In the course of the reform of state technical and personnel cooperation introduced in 2010, the then German government took the initiative to create a service point for civic engagement in development policy. This led to the establishment of Engagement Global as a non-profit limited liability company by the German Federal Ministry for Economic Cooperation and Development (BMZ) in 2012. To this end, programmes were pooled under a common organisational umbrella and new programmes were added subsequently.

The reform had three main objectives:

1. to improve the quality and expand the type of services to be provided by the overall Engagement Global organisation;
2. to realise synergies by bringing the programmes together in one organisation; and
3. to increase the value of Engagement Global's work for old and new target groups in civil society and municipalities in terms of meeting their needs and requirements.

The reason for the present institutional evaluation was the increasing political relevance of civic, civil society and municipal development policy engagement, which has been reflected in a strong increase in funding in recent years. The budget volume of Engagement Global increased from EUR 82 million to EUR 345.2 million between 2012 and 2019. Both BMZ and VENRO (Association of German Development Policy and Humanitarian Aid Non-Governmental Organisations) provided the ideas for this evaluation.

The main objective of the evaluation is to contribute to the institutional development of Engagement Global. The findings are largely based on the recording and evaluation of what Engagement Global has achieved so far in its target areas. The subject of the evaluation was Engagement Global as an organisation with its structures, processes and portfolio of different programmes and their outcomes (e.g. consultancy services, cross-programme services, application processing and project funding) since its inception in 2012. The focus was therefore on the overall organisation and not on the level of individual programmes or work units.

The evaluation concludes that in its start-up and growth phase, Engagement Global had to integrate very diverse programmes with different identities and histories into an overall organisation, while at the same time managing a significant increase in funding and therefore staff. The demands associated with this dual task must be regarded as very high and demanding in terms of both administration and content.

Although other areas of activity, such as the realisation of synergies, were advanced less as a result, Engagement Global as a whole met the demands formulated for it and mastered the challenges. The steering by the BMZ contributed to this in important respects. Examples of this are the consolidation of the area of municipal development policy within the framework of budget legislation or the establishment of permanent project positions, thanks to which Engagement Global has become more economically sustainable. However, overcoming the central challenge, i.e. the considerable increase in funds and thus personnel, was also associated with "growth pains", the effects of which are still being felt.

At the strategic level, the start-up and growth phase was characterised by the coexistence of various strategic stipulations. Several strategy papers, objectives and strategic direction statements were relevant as strategic guidelines, but did not form a clearly structured and coherent overall strategy. In addition, the steering effect of the overall organisational strategy impulses took a back seat to programme-related steering (e.g. through use of funds statements).

A coherent overall strategy, which would also have an overarching steering effect for the individual programmes of Engagement Global, would provide the starting point for a consolidation phase that is now imminent,

a. to use the existing experience knowledge in the organisation for more effectiveness and efficiency in the implementation of the activities,
b. to better align structures, processes and procedures with the tasks at hand,
c. to consolidate the portfolio,
d. to create synergies between programmes as well as between the areas of content and thus
e. to strengthen the overall organisational identity of Engagement Global.

This investment in institutional consolidation will pay off in the medium term in view of the continuing and new development policy challenges. Without this strategic reorientation, there is a risk that an increasing heterogeneity of the individual programmes will further complicate overall organisational management and thus ultimately the achievement of the organisation's overall objectives.

The opportunity for a strategic reorientation in the next two years is foreseeably favourable. After the startup and growth phase, Engagement Global can move on to a phase of institutional consolidation and greater use of the expertise gained in order to effectively achieve its goals. The results of the evaluation do not suggest a clear change in focus. The fields of action of Engagement Global appear to be well established and should be further developed in the future.

The evaluation also concludes that within Engagement Global, programme-related management dominates over overall organisational management. The steering impulses from the BMZ are of decisive importance here. The still inadequate internal coordination within the BMZ favours steering impulses from the specialist divisions that are programme-related but often do not take equal account of overarching aspects of the organisation's effectiveness. At the same time, the depth of control is divergent, but overall there is a clear tendency towards detailed steering.

The difficulty of coherent overall organisational management is increased by the fact that it is sometimes impossible to predict which political priorities the BMZ will set and which corresponding funds will be made available in the federal budget[1] with corresponding consequences for the range of tasks and services of Engagement Global. The challenges posed by changing political directions will continue to exist in principle and are legitimate in view of the primacy of politics. However, the BMZ could give Engagement Global greater room for manoeuvre and thus improve its ability to make more meaningful adjustments in the areas of tension between programme-based and overall organisational management and between the achievement of short-term and medium-term goals.

Methodological approach

The evaluation took a systemic perspective on the object of evaluation, which is common in organisational analysis. "Systemic" in this context means that the various subsystems within an organisation (e.g. "management/leadership", "communication/cooperation" or "work structures and processes") are directly or indirectly related to each other under the influence of their relevant environment. In a systemic view, observed phenomena in the organisation as a whole, e.g. disruptions in vertical cooperation, are examined to see what meaning or significance they have for the organisation from the point of view of different actors and how they could be influenced.

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[1] In view of the changed conditions caused by the corona pandemic, corresponding forecasts are subject to great uncertainty - at the moment, however, the federal government's medium-term financial planning suggests a rather moderate decline in the BMZ budget in the coming years.

At the beginning of the evaluation, in consultation with stakeholders, four key themes for the evaluation were identified:

- A. Benefits and services for the target groups addressed

- B. Institutional set-up and performance

    1. goals, values, strategies
    2. structures and processes

- C. Role of Engagement Global in the area of "civic engagement in development policy"

- D. Management structures and processes (governance)

As a rule, different survey instruments were used in a complementary manner to record the views and assessments of the various actors and to relate them to each other - also against the background of available data and documents.

In order to gain a deeper understanding of the framework and environmental factors that influence the work of Engagement Global, a context analysis was carried out. In addition, Engagement Global was asked to produce a report focusing on fact-based self-assessments on selected issues from the four key evaluation themes mentioned above. In the context of the analysis of documents, existing evaluation reports on individual programmes and services, monitoring data, strategy and management documents as well as financial statements, use of funds statements and business plans were evaluated. In order to include the perspective of the employees of Engagement Global, a standardised survey was conducted throughout the organisation.

In addition, a number of interviews were conducted: with key external stakeholders at the level of the organisation as a whole and the level of branch offices, as well as in the context of the case studies; and with the top management, all managers and selected other employees of Engagement Global. Finally, focus group discussions and workshops were conducted with various internal and external stakeholder groups to capture different perspectives on Engagement Global.

Case studies were realised for five selected programmes and services. On the one hand, these determine the added value and benefits of organisational integration in Engagement Global from a programme or service specific perspective. On the other hand, they allow a deeper understanding of the operational work of the respective programmes and services. Based on a criteria-based selection, case studies were implemented for five programmes and services: (1) Mitmachzentrale, (2) bengo, (3) Förderprogramm Entwicklungspolitische Bildung (FEB), (4) Global Nachhaltige Kommune (GNK) and (5) the Zentrale Programmservice (ZPS). A legal opinion served to clarify two questions relating to funding law in the context of the analysis of potential for simplifying and standardising funding procedures at Engagement Global.

Further data were collected as part of the analysis of the six branch offices of Engagement Global in Berlin, Düsseldorf, Hamburg, Leipzig, Mainz and Stuttgart. The aim was to determine the role of the branch offices, their added value, the functionality of their work processes and the division of labour between the branch offices and headquarters.

The data collection took place between August 2018 and June 2019. More recent developments from October 2019 onwards were only considered in a few justified exceptions.

Main findings and conclusions

Institutional structure and performance

Engagement Global provides services in four content areas: (1) exchange and secondment, (2) education and domestic projects, (3) municipalities in the One World and (4) projects abroad - bengo. In addition, the staff department in which the Mitmachzentrale (Participation Centre) and the staff unit for Communication & Events are located, should be mentioned.

The evaluation focused primarily on how Engagement Global's structures and processes effectively support the delivery of services. The data collections carried out lead to the conclusion that requirements formulated in this regard were met to varying degrees and, in some cases, only to a limited extent. This could be demonstrated for critical areas, such as IT support, the use of synergy potential, the establishment of the monitoring and evaluation system (M&E system) and the interaction between cross-sectional units and specialist departments:

- The introduction of a software for process and application management (PAM) did not achieve the intended objectives. In this respect, it will now depend on a newly introduced software architecture to what extent a binding, user-friendly PAM for funding and referral programmes can be ensured.
- Synergy effects play a less important role in the actual work of Engagement Global than the strategic goals of 2012 would suggest. In this context, the overarching problem of a lack of incentives for crossprogramme or cross-divisional cooperation is particularly evident.
- Ownership of the new M&E system within Engagement Global is still low. Central challenges, some of which have already been identified in the M&E framework, have not yet been adequately addressed. The BMZ and Engagement Global have now agreed to postpone the overall organisational monitoring function.
- In the interaction between specialist departments and cross-sectional units, frictional losses exceeding the expected level can be determined. They repeatedly interfere with the effective execution of specialist work.

The institutional structure of Engagement Global includes six branch offices (Berlin, Düsseldorf, Hamburg, Leipzig, Mainz and Stuttgart) with a support and networking function at decentralised level. The evaluation has shown that these are accepted as low-threshold, regional and local contact points close to the target groups. However, they operate in a field of tension between their needs-based orientation towards local and regional stakeholders and their service function for the BMZ and the headquarters of Engagement Global. In this respect, there is still a need for clarification regarding their role.

Their resources are insufficient overall; this is particularly true of branch offices, which have a comparatively large catchment area spanning several federal states. In addition, too little attention has been paid to the respective support requirements for civic engagement at local or regional level. Finally, there are deficits with regard to the support of the work of the branch offices by the Engagement Global headquarters.

Steering by the BMZ

Various divisions within the BMZ are responsible for steering the work of Engagement Global. One division is responsible for both overarching and programme-related steering tasks in the area of exchange and secondment, while three are responsible for technical steering in the other thematic areas (education and domestic projects, municipalities in One World, projects abroad - bengo). Other divisions are responsible for smaller areas of work. This constellation creates a continuous need for coordination.

The data collection efforts carried out lead to the conclusion that there are repeated frictional losses between Engagement Global and the BMZ because internal BMZ coordination is not taking place, or not to a sufficient extent, with regard to specific issues or topics. One of the main reasons for this is the position of the division tasked with steering at the institutional level, which - on one level with the programme-executing divisions - has only limited possibilities to ensure effective coordination within the ministry. This makes it more difficult to improve the overall organisational structures and processes of Engagement Global, since programme-related management has a greater weight than overall organisational management. In order to enable Engagement Global to carry out its tasks more smoothly, the various units responsible at BMZ would have to coordinate and harmonise their activities to such an extent that their steering impulses would have an appropriate, significantly higher degree of coherence and consistency.

There are considerable variations in the depth of control and the predictability of control behaviour depending on the division and sometimes also on the individual. Overall, however, detailed steering dominates. The challenge for the BMZ is to harmonise and more clearly limit the individual scope for

interpretation and action of the people working in the divisions in order to ensure consistency and reliability. At the same time, it must be considered that, in terms of the depth of control, there is a tension between the autonomous actions of Engagement Global and the political responsibility of BMZ.

The Board of Trustees of Engagement Global has so far only partially been able to make use of its role as an advisory body to the BMZ and the top management of Engagement Global. This is partly due to the fact that BMZ and the management have not responded sufficiently to the advisory impulses from the Board of Trustees. On the other hand, its members have only been able to take initiatives to a limited extent to give effect to the advice provided by the Board of Trustees. If the board were to take more initiatives of its own and pursue these more consistently, it could fulfil its role as an advisory body even more effectively. However, this would require that the BMZ and the top management make greater use of the advisory function of the Board of Trustees and use the Board of Trustees meetings even more to prepare central strategic decisions.

Benefits and services for the target groups addressed

The target groups of the programmes examined in the case studies include groups and networks that carry out development policy information and education work in Germany, private executing organisations that implement projects in countries of the Global South, and municipalities that implement the sustainability goals at local level. Despite the particular challenges posed by the increase in funding and the associated growth in the number of staff at Engagement Global in recent years, they recognise and value the programmes implemented and services offered.

The concrete implementation of programmes is sometimes met with criticism. On the whole, the funding procedures are too complex and bureaucratic, which poses particular problems for non-governmental organisations with low capacity and migrant-diasporic organisations. For example, the very high administrative demands of the application procedure are difficult to cope with for supporting organisations with exclusively voluntary staff. Difficulties also arise for applicants who receive project support from several programmes. In some of the cases examined, there is also a lack of information and clear criteria for funding decisions. For BMZ and Engagement Global, too, the procedural workload is considerable. The benefit for the target groups could be increased by more efficient procedures.

The employees of Engagement Global carry out intensive programme-related advisory work. This ranges from procedural issues and questions of financing options to advice on the content of project proposals. The quality of advice provided by Engagement Global can be described as good overall. There are, however, occasional deviations that reflect the different levels of knowledge and experience of the advisors and make it necessary to establish a common standard in the future, which Engagement Global is already aiming for. In this respect, greater standardisation in the provision of advice and an exchange of information between advisors about their development activities in the respective programme and across programmes would be beneficial to the quality of advice.

Overruns in the processing times of approvals, but also of interim reports and use of funds statement indicate that the procedural processes need to be further improved in order to be able to meet the high requirements to an appropriate extent in future. Each programme has its own particularities and requires a specific analysis in order to identify possibilities for process improvement. However, greater harmonisation or standardisation of the programme procedures would also bring benefits in this context.

On the role of Engagement Global in the area of "civic engagement in development policy"

Since its inception, Engagement Global has managed to establish itself as a relevant player in a complex field of issues, or to keep the programmes that existed before it relevant. Its role here is primarily that of a service provider, whether in terms of implementing the tasks formulated in use of funds statements, targets and instructions issued by the BMZ or in terms of supporting civil society and municipal actors as closely as possible to their needs. In addition, Engagement Global has increasingly included support services in its portfolio in which it acts on its own initiative.

As a consequence of the BMZ's decision to establish Engagement Global as a purely state-owned organisation, its work was critically accompanied by broad sections of civil society from the very beginning.

The main points of criticism were civil society's rights of participation, which were perceived as insufficient, and the fear that civil society actors could be structurally weakened; the branch offices of Engagement Global were seen as possible competitors to the One World country networks. Another point concerned a possible violation of the subsidiarity principle.

The original scepticism has since changed in such a way that the work of Engagement Global is no longer fundamentally questioned. This reflects the fact that in the course of developing Engagement Global, the BMZ and civil society have developed consultation and clarification mechanisms through which opportunities for civil society to exert influence have arisen that could not have been foreseen in 2012. The data collected in the context of this evaluation have thus not provided any indications that the principle of subsidiarity or the right of initiative have been regularly violated. However, care must continue to be taken to ensure that the principle of subsidiarity and the right of initiative are respected, particularly when setting up new programmes or taking on new service functions. This will help to ensure complementarity between the actions of Engagement Global and those of the stakeholders it addresses.

There is an obvious tension between the desired organisational self-image of many staff members who want to see Engagement Global less as a mere service provider and more as an independent actor with a mobilising, innovative and advisory function, and the expectations of the shareholder (BMZ) regarding the role of Engagement Global, who so far sees Engagement Global primarily as a service provider in an executive capacity with limited scope for action and design.

This understanding of the BMZ can be well justified by its overall political responsibility. However, the ministry also supports a stronger advisory function of Engagement Global in the long term. At the same time, the employees of Engagement Global must continue to work on the self-image of a governmental organisation, for which the federal interest formulated by BMZ sets the relevant framework.

The cooperative relationships examined in the course of the evaluation focused on the cooperation between Engagement Global and the 'Deutsche Gesellschaft für Internationale Zusammenarbeit' (GIZ). It was found that the cooperation between the two organisations has become generally well established. In recent years, the prerequisites have also been created for addressing the structural challenges still posed by the different status of Engagement Global and GIZ (funding procedures on the one hand, contract procedures on the other) in a constructive and solution-oriented manner.

Recommendations[2]

DEval has formulated recommendations for both BMZ and Engagement Global. The former address, on the one hand, essential aspects of steering and, on the other, aspects relating to the overarching design of support programmes. The latter focus on organisational structures and processes, on the concrete implementation of support programmes and on the role and mandate of the branch offices. Given the nature of Engagement Global, the recommendations addressed to it can only be implemented after approval by the shareholder.

Recommendations to the BMZ

Recommendation 1

The BMZ should give Engagement Global much greater scope for action. This should enable Engagement Global to further develop its own strategic and programmatic foundations within the political guidelines of the BMZ and to promote more effective and efficient fulfilment of its corporate purpose.

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[2] The following is a condensed version of all recommendations made by this evaluation. For the complete formulation of the individual recommendations, please refer to Chapter 6.

Recommendation 2

The BMZ should call on Engagement Global to develop a coherent overall strategy within the recommended extended scope of action (see Recommendation 1).

Recommendation 3

The BMZ should strengthen coherence in institutional governance by clarifying and readjusting tasks and responsibilities between the institutional division and specialist division, including the role of the director.

Recommendation 4

With regard to the portfolio of Engagement Global, the BMZ should make greater use of the opportunities for programme bundling, especially in the field of education. This would make it possible to streamline the application and funding procedures between Engagement Global and BMZ.

Recommendation 5

The BMZ should continue to ensure that the principle of subsidiarity and respect for civil society's right of initiative are examined when new programmes and instruments are conceptualised. This is a prerequisite for ensuring complementarity between the actions of Engagement Global and those of the stakeholders it addresses.

Recommendation 6

The BMZ should lay the foundations for simplifying and standardising funding procedures through uniform procedural rules, limits on simplified application procedures, a selective reduction in self-funding requirements, a greater delegation of decision-making to Engagement Global for projects of small scale and the systematic comparison of the cost-effectiveness of procedural variants.

Recommendations to Engagement Global

Recommendation 7

Engagement Global should update its mission statement in order to strengthen the common overall organisational identity of its employees and in the interest of achieving its goals. This should be accompanied by appropriate measures to strengthen the overall organisational identity.

Recommendation 8

Engagement Global should introduce a new software architecture for a binding, user-friendly process and application management for funding and referral programmes, for which appropriate conditions must be created.

Recommendation 9

Engagement Global should resolutely press ahead with the further development of the M&E system, initially with a focus on the programme-related monitoring function. In addition, the instrument of corporate strategy evaluations should be introduced.

Recommendation 10

Engagement Global should clarify how cooperation between staff units and specialist departments can be made smoother and take appropriate measures.

Recommendation 11

Engagement Global should increase the transparency of the relevant steps in the application process, the eligibility criteria and the funding decisions for funding organisations and the public.

Recommendation 12

Engagement Global should Engagement Global should take steps to ensure a more consistent quality in the provision of advice.

Recommendation 13

In coordination with the BMZ, Engagement Global should take appropriate measures to improve the processes in the funding procedures in such a way that the processing deadlines that it has set itself and those stipulated by procedural law are generally adhered to.

Recommendation 14

Engagement Global should in principle retain the branch offices, develop them further on the basis of strategic criteria and make the resources allocated to them more flexible. This is intended to achieve a moderate expansion of the branch offices, while at the same time allowing for the closure of branch offices or a shift in regional focus on the basis of criteria. The financial and personnel resources to be deployed should be justified on the basis of requirements.

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ABBREVIATIONS AND ACRONYMS

AGP	Action Group Programme
AKLHÜ	Arbeitskreis Lernen und Helfen in Übersee (Association Learning and Helping Overseas)
ANBest-P	Allgemeine Nebenbestimmungen für Zuwendungen zur Projektförderung (General Auxiliary Provisions for Grants for Project Support)
ASA	Work and Study Exchanges in Asia, Africa
ASA-GLEN	ASA-Global Learning and Education Network
BBE	Bundesnetzwerk Bürgerschaftliches Engagement (National Network for Civil Society)
bengo	Advice centre for non-governmental organisations (NGOs) in the area of development cooperation
BHO	Bundeshaushaltsordnung (German Federal Budget Code)
BMBF	Bundesministerium für Bildung und Forschung (German Federal Ministry of Education and Research)
BMF	Bundesministerium der Finanzen (German Federal Ministry of Finance)
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (German Federal Ministry for Economic Cooperation and Development)
BNE	Bildung für nachhaltige Entwicklung (Education for Sustainable Development)
BtE	Bildung trifft Entwicklung (Education meets Development)
CdW	Chat der Welten (Chat between the Worlds)
CEval	Centrum für Evaluation (Center for Evaluation)
DAAD	Deutscher Akademischer Austauschdienst (German Academic Exchange Service)
DAC	Development Assistance Committee
DAJ	Deutsch-Afrikanische Jugendinitiative (African-German Youth Initiative)
DC	Development cooperation
DED	Deutscher Entwicklungsdienst (German Development Service)
DST	Deutscher Städtetag (Association of German Cities)
DEval	Deutsches Evaluierungsinstitut der Entwicklungszusammenarbeit (German Institute for Development Evaluation)
DPWV	Deutscher Paritätischer Wohlfahrtsverband (German Parity Welfare Association)
EBD	Entwicklungsbezogene Bildung in Deutschland (Programme for Development Education in Germany)
EJE	Förderprogramm für das Europäische Jahr für Entwicklung (Funding Programme for the European Year of Development)
ENSA	Entwicklungspolitisches Schulaustauschprogramm (School Exchange Programme for Development Education)
EpIB NRW	Entwicklungspolitische Informations- und Bildungsarbeit des Landes Nordrhein-Westfalen (Development Policy Information and Educational Work of the State of North Rhine-Westphalia)
FEB	Förderprogramm Entwicklungspolitische Bildung (Funding Programme for Development Education in Germany)
FKKP	Förderprogramm für kommunale Klimaschutz- und Klimaanpassungsprojekte (Programme to Support Municipal Climate Change Mitigation and Adaptation Projects)

FÖKAT	Förderkatalog (an online catalogue containing information about research projects funded by the German government)
FÖPRO	Förderprojekt-Software (software to administer project funding)
FTE	Full-time equivalent
GD	Group discussion
GES	Globale Entwicklung in der Schule (Global Development Education)
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Agency for International Cooperation)
GNK	Global Nachhaltige Kommune (Municipalities for Global Sustainability)
GTZ	Gesellschaft für Technische Zusammenarbeit (German Technical Cooperation Agency)
I	Interview
InWEnt	Internationale Weiterbildung und Entwicklung gGmbH (Capacity Building International, Germany)
iSPO	Institut für Sozialforschung, Praxisberatung und Organisationsentwicklung (Institute for Social Research, Consultancy and Organisational Development)
KfW	Kreditanstalt für Wiederaufbau (KfW Development Bank)
KMK	Kultusministerkonferenz (Standing Conference of the Ministers of Education and Cultural Affairs)
M&E	Monitoring and evaluation
MMZ	Mitmachzentrale (Advisory and Networking Office for Development Activities)
NaKoPa	Nachhaltige Kommunalentwicklung durch Partnerschaftsprojekte (Sustainable Municipal Development through Partnership Projects)
NGO	Non-governmental organisation
NRW	North Rhine-Westphalia
OECD	Organisation for Economic Co-operation and Development
PAM	Process and application management
PFQ	Programm zur Förderung entwicklungspolitischer Qualifizierungsmaßnahmen (Funding Programme for Development Policy Training)
PMS	Personnel management system
PTB	Physikalisch-Technische Bundesanstalt (Federal Institute of Physics and Technology)
Quago	Quasi-governmental organisation
Quango	Quasi-nongovernmental organisation
R+EBA	Rückkehrer- und entwicklungspolitische Bildungsarbeit (Returnee and Development Education)
RENN	Regionale Netzstellen Nachhaltigkeitsstrategien (Regional Hubs for Sustainability Strategies)
SDGs	Sustainable development goals
SDS	Strategic direction statement
SES	Senior Expert Service
SKEW	Servicestelle Kommunen in der Einen Welt (The Service Agency Communities in One World)
SDS	Strategic direction statement
TKZ	Transportkostenzuschuss (Transport Costs Subsidies)

UvgO	Unterschwellenvergabeordnung (Regulation on Sub-Threshold Procurement)
VENRO	Association of German Development and Humanitarian Aid NGOs
VV-BHO	Allgemeine Verwaltungsvorschriften zur Bundeshaushaltsordnung (German General Administrative Regulations for the Federal Budget Code)
WS	Workshop
ww	weltwärts
wwB	weltwärts_begegnungen (weltwärts encounters)
wws	weltwärts secretariat
ZdH	Zentralverband des Deutschen Handwerks (German Confederation of Skilled Crafts)
ZEUS	Time recording system
ZFD	Ziviler Friedensdienst (Civil Peace Service)
ZiviZ	Zivilgesellschaft in Zahlen (Civil Society in Numbers)
ZPS	Zentraler Programmservice (Central Programme Service)

1. INTRODUCTION

1.1   Objectives, subject and questions of the evaluation

Engagement Global was established in 2012 by the German Federal Ministry for Economic Cooperation and Development (BMZ) as a non-profit limited liability company to promote civic engagement in development policy. Existing programmes were bundled within the organisation, and new programmes were added subsequently.

The objectives pursued with the founding of Engagement Global are primarily described in the "Strategiepapier für die Engagement Global gGmbH – Service für Entwicklungsinitiativen. Rückenwind für Entwicklungsengagement" ("Strategy Paper for Engagement Global gGmbH - Service for Development Initiatives. Tailwind for Development Engagement") (BMZ, 2012). In the course of setting up Engagement Global, the action programme on civic engagement in development policy "Gemeinsam Viele(s) bewegen" ("Effecting change together") (BMZ, 2015) and the "Strategie zur Zusammenarbeit von Staat und Zivilgesellschaft in der Entwicklungspolitik der Post-2015-Welt" (Strategy on government-civil society cooperation in post-2015 development policy") (BMZ, 2014) were also of decisive importance for the definition of objectives. Finally, we should also mention the framework for monitoring and evaluation (M&E) of Engagement Global, which formulates eight strategic direction statements (SDSs) for the organisation (Doc. 73).[3]

From these documents and the compilation of objectives, three main objectives can be derived:

1. to improve the quality and expand the type of services to be provided by the overall Engagement Global organisation (e.g. central contact point for those interested in engagement, coordinated public relations work, contribution to the professionalisation of development policy work);
2. to realise synergies by bringing the programmes together in one organisation; and
3. to increase the value of Engagement Global's work for old and new target groups in civil society and municipalities in terms of meeting their needs and requirements.

1.1.1   Evaluation objectives

The reason for the evaluation was the increasing political relevance of civic engagement in development policy, which has also been reflected in a strong increase in funding in recent years. Both the BMZ and the Association of German Development and Humanitarian Aid NGOs (VENRO) provided the ideas for this evaluation.

The evaluation is primarily formative and thus aimed at initiating learning processes and improving existing structures and processes. Its main objective is thus to contribute to the institutional development of Engagement Global. The findings and recommendations are addressed to the persons responsible for the steering and operational work of Engagement Global, both within the organisation and within the BMZ. The findings are also largely based on the recording and assessment of what Engagement Global has achieved so far in its target areas (summative component of the evaluation).

1.1.2   Subject of the evaluation

The subject of the evaluation is Engagement Global as an organisation with its structures, processes and portfolio of different programmes and their outcomes (e.g. consultancy services, cross-programme services, application processing and project funding) since its inception. This also includes the relevant factors that promote and hinder the development of the organisation, selected contextual relationships, the governance structure and steering by the BMZ, and the role of Engagement Global in the area of "civic engagement in development policy". The evaluation focused on the overarching institutional level of Engagement Global and not on the level of individual programmes or working units.

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[3] In order to guarantee the confidentiality of the unpublished documents passed on to the German Institute for Development Cooperation (DEval), these documents will be cited as "Doc" plus a consecutive number in the text and do not appear in the bibliography.

Engagement Global pursues its goals through a wide range of services and programmes. The portfolio can be divided into three different groups: (Doc. 42):

1. funding or resource transfer programmes, where target groups and partners submit project applications to Engagement Global and report to the organisation on the progress or completion of the project. Responsibility for implementing the projects does not lie with Engagement Global, but with the respective non-governmental organisations implementing development projects (NGOs) (e.g. projects supported by bengo [advice centre for non-governmental organisations (NGOs) in the area of development cooperation]).
2. independently run programmes implemented by Engagement Global itself (e.g. the ASA programme [work and study exchanges in Asia, Africa] or the Chat between the Worlds [CdW] programme).
3. comprehensive services that are provided in an institutionalised form independent of the programme (e.g. via the Mitmachzentrale [Advisory and Networking Office for Development Activities - MMZ] or the Engagement Global Communication & Events Department).[4]

However, the distinction between funding or resource transfer programmes and independently implemented programmes is becoming less and less clear-cut, as the latter programmes increasingly include resource transfer elements and vice versa. The Fund for Small-Scale Municipal Development Cooperation Projects is a good example of this.

In terms of content, the services and programmes can be grouped around five different clusters (Engagement Global, 2016a):

1. **advice** on all aspects of development policy engagement in Germany and abroad
2. **promotion** through advice and financing of development policy projects and initiatives
3. **exchange and depolyment** of different age groups within the framework of an engagement abroad and in Germany
4. **education and schooling in** the form of technical and financial support for formal and non-formal, extracurricular development education measures
5. **service for municipalities** in the form of information, advice, networking and (personnel and financial) support for municipal development policy

1.1.3 Evaluation questions

The overarching evaluation questions consider the knowledge interests of the various stakeholders in the evaluation as well as the target areas in the establishment of Engagement Global. These include:

1. improving the quality and extending the range of services provided at the level of the overall organisation,
2. the exploitation of synergy potentials between the programmes and services brought together in Engagement Global, and
3. increasing the value of the services within the programmes for the target groups.

The evaluation is based on a systemic understanding of organisation (Weisbord, 1987, 1995) (see Section 1.2). An organisation is understood as a system with different system elements that dynamically influence each other in the context of their environment. The system elements include both "hard" factors (such as strategy, work structure and processes, technical aids) and "soft" factors (such as leadership or cooperative relationships). In addition, a systemic understanding of organisation is characterised by the fact that for a reliable understanding of the working methods and performance of an organisation, a consideration based

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[4] The clients of these services are "both the programme-specific cooperation partners, non-governmental organisations implementing development projects and intermediaries (e.g. civil society organisations, municipalities, schools)" and "people involved in/interested in development policy in general as well as the BMZ (Doc. 73).

on key indicators alone is not sufficient, but that the specific perspectives of the various actors must be put in relation to each other.

This systemic understanding of organisations was incorporated into the formulation of the evaluation questions. They can be grouped around four thematic areas (see Figure 1):

- A.   benefits and services for the target groups addressed
- B.   institutional set-up and performance
  - 1.   goals, values, strategies
  - 2.   structures and processes
- C.   the role of Engagement Global in the area of civic engagement in development policy
- D.   management structures and processes (governance)

More detailed evaluation questions were formulated for each of these four key themes, which can be grouped around the evaluation criteria of the Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development (OECD) (OECD-DAC, 2017): relevance, effectiveness, efficiency, impact, sustainability and coherence, complementarity & coordination. However, the central structuring principle of the evaluation are the above-mentioned key themes. The evaluation matrix (see Section 8.1in the Annex) presents the detailed evaluation questions and lists the respective evaluation criteria, methods and analytical priorities.

Figure 1   Thematic areas of the evaluation of Engagement Global
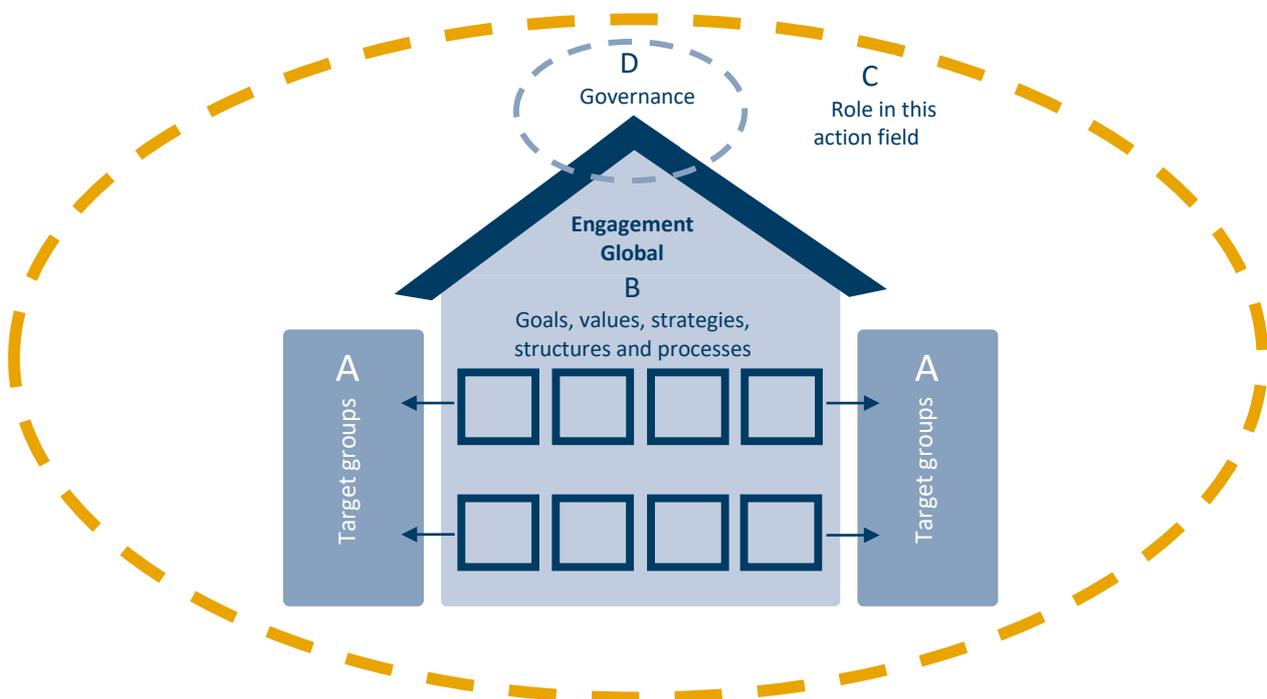
Source: own illustration

1.2   Methodological approach

Models for institutional evaluation approaches can be found above all in research evaluation and evaluation in the higher education sector (Wissenschaftsrat, 2014). However, approaches based strongly on the methodological element of peer review by other researchers from similar higher education and research institutions dominate here. These approaches are only transferable to institutional evaluations in development cooperation (DC) to a limited extent, given the relative uniqueness of existing organisations and their strong networking with all relevant actors (with potentially negative effects on their independence).

In order to do justice to the evaluation's focus on learning and the further development of Engagement Global, the evaluation team modified the procedure customary in the academic field by adopting a systemic

perspective on the object of evaluation that is common in organisational analysis. In particular, this required a comparatively extensive collection of qualitative data and documents within and outside of Engagement Global.

This systemic perspective assumes that organisations are largely self-contained and complex systems within a relevant environment. In the sense of a systemic understanding, an organisation consists of several interrelated and mutually dependent (system) elements, which include both "hard" factors (for example, strategy, work structure and processes or technical tools) and "soft" factors (for example, leadership or cooperative relationships). Weisbord (1987, 1995) describes the system elements of organisations as "essential elements". Figure 2 illustrates their assumed interaction relationships.

Figure 2   Weisbord model
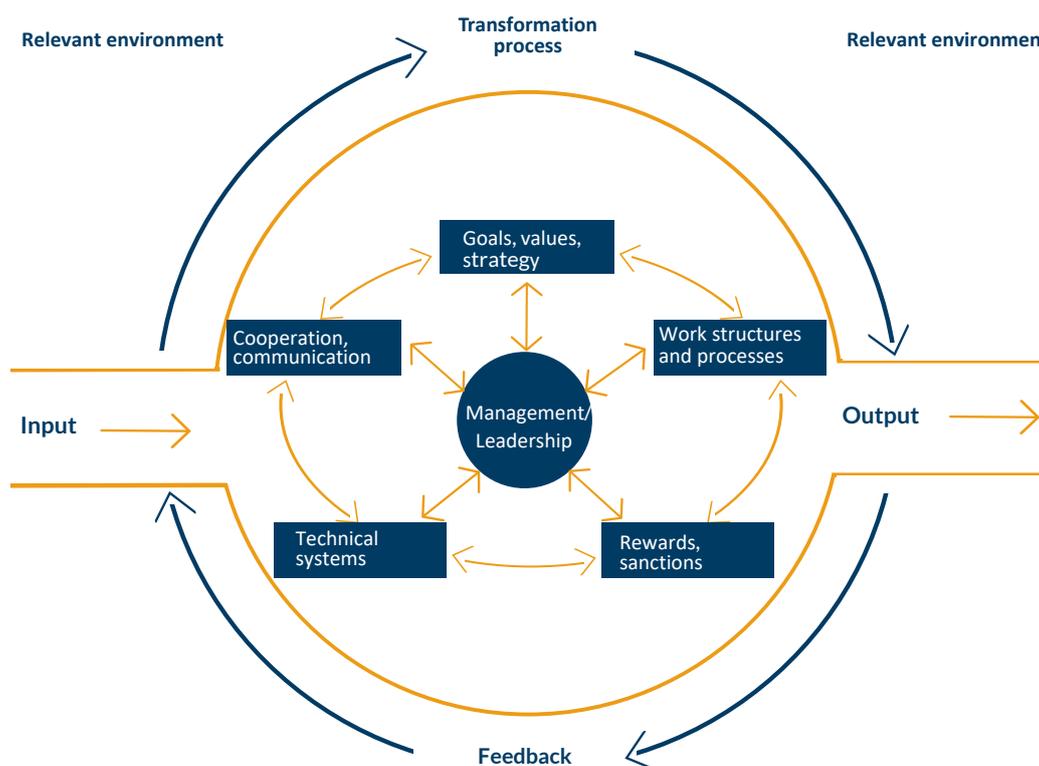
Sources: own adaptation based on Weisbord (1976) and Sülzer and Zimmermann (2013, p. 270)

All essential elements are found both at the level of the overall organisation and within each sub-area of an organisation. In terms of Engagement Global, therefore, all programmes and every other organisational unit can also be viewed according to the Weisbord model.

"Systemic" in this context means that the various subsystems are directly or indirectly related to each other under the influence of their relevant environment. If, at Engagement Global, the objectives, strategy and services provided have changed in recent years, this has had an impact on work structures (organisational structure) and internal and external processes (process organisation). Changed values influence the governance system, the cooperative relationships and how recognition and sanctions are practiced. Conversely, changes in cooperation relationships, for example, can have an effect on the processes and services provided.

The thematic areas and evaluation questions defined for this evaluation can be placed in direct relation to these six essential elements. Thus, for example, the essential elements allow the structures and processes (see Topic B) to be viewed under different aspects. It is also possible to establish a direct connection between what the Weisbord model refers to as the "relevant environment" and Topic C (the role of Engagement Global in the area of "civic engagement in development policy") and D (control and governance structures and processes).

This systemic approach contributes to both learning and accountability. It requires that not only the achievement of pre-defined goals is examined, but that goals for complex organisations are reflected from several perspectives. In this context, the question of the appropriateness of objectives from the viewpoint of the various stakeholders must also be considered in addition to an objective achievement control according to § 7 and § 44 of the German General Administrative Regulations for the Federal Budget Code (VV-BHO).

1.2.1   Methodological approach

The themes developed at the beginning of the evaluation in consultation with stakeholders also guided the evaluation in the absence of a complete theory of change that would encompass all the organisation's programmes and services.[5] The advantage of this approach is that the focus on those objectives and thematic areas that are of particular relevance to stakeholders allows for in-depth consideration.

The Weisbord model (1987, 1995) with its "essential elements" was used as a structuring and orientation aid during data collection and evaluation. As a result, the assessments made on the basis of the results presented refer more to the evaluation questions and less to the evaluation criteria of the OECD-DAC. When the latter are addressed, the focus is on three of the six criteria: relevance, effectiveness and efficiency. The assignment of the evaluation criteria to the evaluation questions is shown in the evaluation matrix in Section 8.1of the Annex.

The participatory methods envisaged in the surveys were aimed at recording the diversity of perspectives. To this end, individual or group interviews, focus group discussions, workshops or standardised surveys were used to record the perceptions and views of internal (managers and employees) and external stakeholders of Engagement Global (from the BMZ, civil society, the federal states, municipalities and the business community). The various groups were asked about the essential elements of the organisation that are directly relevant to them. At the same time, data and documents were analysed in order to substantiate and triangulate the insights gained from the qualitative surveys.

The perceptions and perspectives collected, which also cover potentials and obstacles to the further development of the organisation as a whole and of the organisational units and programmes examined in greater detail, could in part already be reflected back to the respondents at Engagement Global during the course of the evaluation. For example, members of an internal committee at management level received preliminary results of the overall organisational analysis (see Chapter 2), while key findings of the employee survey were presented to interested employees during the weekly jour fixe. Unfortunately, the originally planned feedback of the case study findings to the respective teams or organisational units could not be realised. As a result, the evaluation was only partially able to meet its objective of comparing the self-reflection of the members of the organisation with the external perceptions of the evaluators and the impressions and views of the central stakeholders in the environment of Engagement Global and identifying potential for change processes and institutional development.

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[5] In the monitoring and evaluation (M&E) framework, no impact logic was established at the cross-programme level. Rather, strategic direction statements were formulated that "do not aim at a complete mapping of the areas of activity and objectives of Engagement Global, but rather a selection that allows statements on central areas of impact to be made in a manageable form" (Doc.73, p. 19).

1.2.2 Evaluation methodology

Based on the evaluation design described in the previous sections, the institutional evaluation of Engagement Global used different data collection methods. As a rule, different data collection instruments were used in a complementary manner to capture the views and assessments of the respective target groups, both within Engagement Global and in their environment. In the data collection instruments, the constructs examined, for example the performance of Engagement Global or the benefits of services, were defined in more detail and differentiated in order to achieve a uniform understanding among the respondents. The so-called triangulation of the results led to more multifaceted insights and more valid results than would have been possible using one method alone.[6]

The data collection took place between August 2018 and June 2019, the case studies between November 2018 and June 2019, while later developments from October 2019 onwards could only be considered on an ad hoc basis.

Context and portfolio analysis

In order to gain a deeper understanding of the framework and environmental factors that influence the work of Engagement Global, a context analysis was carried out. The purpose of this was to analyse the role of Engagement Global as part of the German DC architecture, i.e. the organisation's place in the area of "civic engagement in development policy" in Germany and its relations with other (key) actors. In addition, the project also considered central changes in international development policy, such as the adoption of the Sustainable Development Goals (SDGs), and placed the work of Engagement Global in the context of current debates on engagement, particularly with reference to the expert reports on the state of civic engagement commissioned by the German government in 2012 and 2016 (BMFSFJ, 2012, 2016). The context analysis was based primarily on the analysis of publicly available documents. In addition, several telephone interviews with experts were conducted.

To capture the organisation's activities in their entirety and diversity, an analysis of the Engagement Global portfolio was carried out. The focus was on developments and changes in Engagement Global's profile over the period 2012 to 2019, based in particular on an analysis of the evolution of the financial resources available to each programme. The portfolio analysis consisted mainly of the evaluation of data and documents provided by Engagement Global.

Self-assessment report

In order to give Engagement Global - as is customary in institutional evaluations (German Council of Science and Humanities, 2014) - the opportunity to position itself to the evaluation questions and to present an internal view, it was asked to prepare a report that focused on fact-based self-assessments to selected questions from the four main topics of the evaluation. This document, which is only accessible to the evaluation team, enabled a deeper understanding of the organisation and formed the starting point for further surveys. It was up to the management of Engagement Global to decide how and by whom the report should be produced.

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[6] On triangulation, see also the comments in Bortz and Döring (2007, p. 365).

Data and document analysis

The analysis of data and documents included existing (more recent) evaluations of programmes and services. Results and recommendations contained in these evaluations, which provide information on the thematic areas of the evaluation, were collected, clustered and incorporated into the evaluation of the overall organisation.[7]

In addition, monitoring data and data collected on service quality were evaluated, in particular to answer questions from thematic area A "Benefits and services for the target groups addressed". In the context of the implementation of an M&E framework by Engagement Global (Doc. 73), instruments were developed for a variety of programmes, for example, to survey target groups for seminar evaluation or to assess consulting processes. The corresponding results were processed in a first monitoring report in 2019 (Doc. 96). Even though they are only of limited significance (see Chapter 2.3.5), they could be used in part to answer questions about the quality and benefits of services and programmes from the perspective of the target groups, for example.

In addition to this data, strategy and management documents as well as reports on the achievement of management objectives were also analysed. They contributed to answering questions from Block B (2) "goals, values, strategies", including questions about changes in the overall goals for Engagement Global over time. They were also used to answer questions from Block D (control and steering structures and processes [governance]), including on the appropriateness, strategy conformity, coherence and efficiency of the steering.

The evaluation also dealt with annual financial statements, use of funds statements and economic plans. They provide information on the development of the organisation, its portfolio and the BMZ's steering of this development. The documents were also used to assess the efficiency of Engagement Global's work.

Survey of Engagement Global employees

In order to also include the perspective of the employees of Engagement Global in the evaluation, a standardised survey was conducted throughout the organisation. Employees were given the opportunity to express their views on key evaluation topics, such as performance, synergy effects and potential, their perception of organisational changes since the organisation was established, but also their role in the organisation and the broader role of the organisation in its environment ("identity"). In planning this survey, the evaluation team was in contact with the works councils of Engagement Global in Bonn and Berlin to ensure that existing co-determination rights were respected. Key results of the survey were presented to interested employees of Engagement Global using an existing communication format.

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[7] The evaluations were as follows:
- Evaluation of "ASA-Municipal"
- Evaluation of the project "Sustainable Municipal Development through Partnership Projects" (NaKoPa) and the "Programme to Support Municipal Climate Change Mitigation and Adaptation Projects" (FKKP)
- DEval evaluation of "weltwärts volunteers and their civic engagement in Germany"
- External evaluation of the "Education meets Development" (BtE) programme
- Impact evaluation of the One World Promoter Programme (Syspons)
- Evaluation of the work and activities of the Servicestelle für Stiftungen und Philanthropie (Service Agency for Foundations and Phi-lanthropy) and its extended contact structure, the EZ-Scouts für Stiftungen (DC Scouts for Foundations)
- Review of the organisational unit "Central Programme Service" (ZPS)

Interviews

From a systemic perspective, the perceptions of Engagement Global by various stakeholders are key to understanding the organisation and its achievements in the area of "civic engagement in development policy". To record these perceptions, interviews were conducted with key external stakeholders at the level of the overall organisation. These included representatives of the directorates responsible for Engagement Global at the BMZ, the Board of Trustees and the stakeholders represented therein, i.e. civil society, the federal states and municipalities, and the business community. Secondly, external stakeholders were interviewed as part of the analysis of the branch offices and the case studies. In the context of the branch offices, these were primarily the Federal States' One World Networks (Eine-Welt-Landesnetzwerke), which represent a broad spectrum of civil society organisations. In the case studies, organisations at target group level were interviewed in three of the five case studies (bengo, Förderprogramm Entwicklungspolitische Bildung [Funding Programme for Development Education in Germany - FEB], Global Nachhaltige Kommune [Municipalities for Global Sustainability - GNK]).

In order to obtain an internal view of the organisation, interviews were conducted with the executive management, all managers and selected other employees, for example with programme staff or the teams responsible for certain services as well as the employees of the branch offices. The interviews were conducted mainly as individual interviews, but also in part as group interviews and preferably face-to-face. Depending on the availability of the interviewees, individual personal interviews were conducted by telephone.

Focus group discussions and workshops

With the aim of capturing different perspectives on Engagement Global, focus group discussions and workshops were held with various stakeholder groups: on the one hand, at the internal level, for example with managers or the teams responsible for programmes and services, and on the other hand, with external stakeholders such as civil society or municipalities.

Focus group discussions are a well proven instrument for working on an evaluation topic with often homogeneous groups of actors (4-10 persons) in a shorter time frame (2-3 hours) compared to workshops. Due to the small group character, the instrument offers the possibility to capture the perspectives of the participants briefly and precisely and at the same time to put them in relation to each other. Focus group discussions were used as a survey instrument to collect data within Engagement Global (including the analysis of the branch offices).

As an innovative data collection method in the context of an institutional evaluation that is closely linked to a systemic evaluation approach, the focus group discussions were supported by visual or associative methods that made it possible to illustrate internal working relationships and aspects of interaction within Engagement Global. In particular, the systemic constellation method was used, which clearly visualises the basic structures and the cooperation and communication relationships of the organisation (Sparrer, 2016; Weinhold et al., 2014). As illustrated in Figure 3, interaction relationships and positions in the social system are represented by various aids (standing figures made of wood of different sizes and types, pedestals, wire threads of different colours, adhesive dots, arrows).

Figure 3   Systemic constellation figures during a focus group discussion
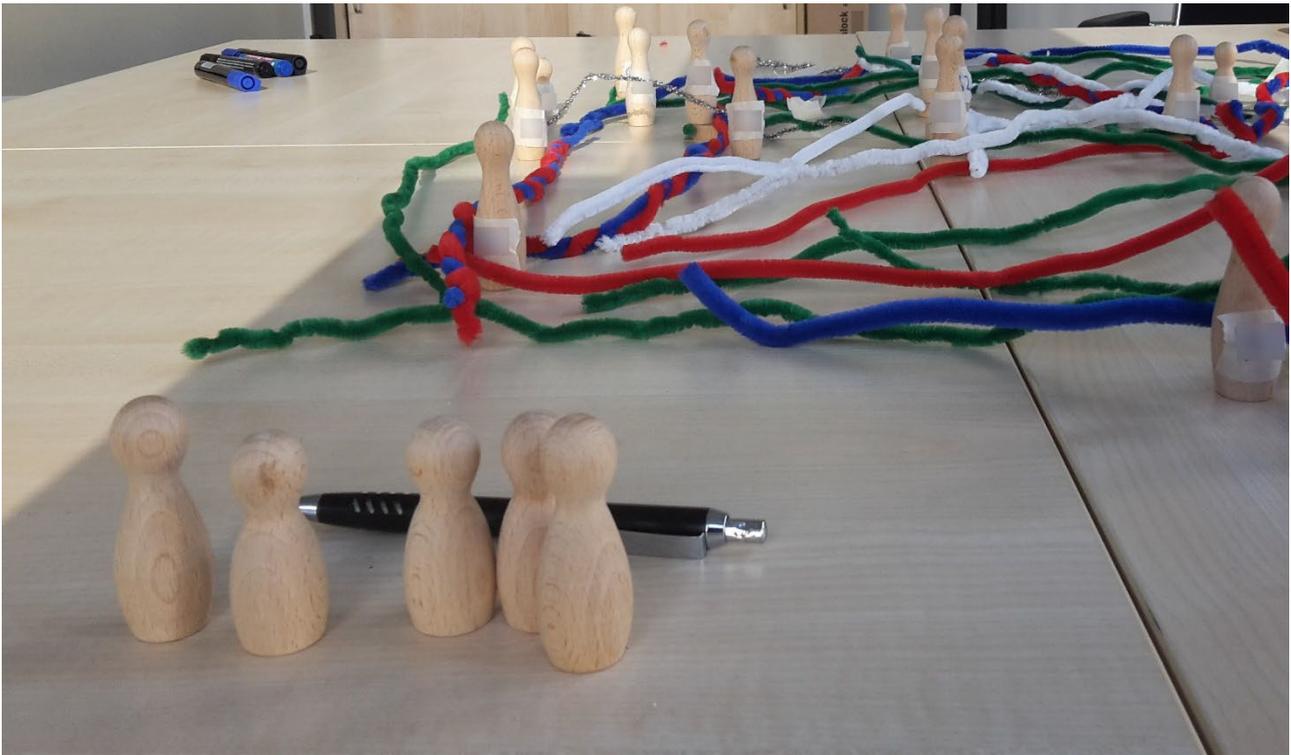
Workshops were mainly used internally at Engagement Global. For example, workshops were held with selected employees from the relevant organisational units as part of the case studies. These workshops served to assess the status of the programmes and services as well as the factors promoting and hindering the achievement of objectives. In some cases, workshops were also used as a data collection method in connection with external stakeholders.

Case studies

In the context of in-depth case studies of selected programmes and services, relevant system elements of Engagement Global were examined. Firstly, the added value and benefits of organisational integration in Engagement Global were determined from a programme- or service-specific perspective. Secondly, an in-depth understanding of the operational work of the respective programmes and services was gained. And thirdly, information was also collected on programme-specific complementarity and cooperation with other programmes, as well as on BMZ steering and stakeholder participation within the programmes.

The individual programmes or services to be examined in the case studies were identified on the basis of purposeful sampling (Bortz und Döring, 2007; Patton, 1990). In this respect, the case selection did not claim to be representative. Instead, information-rich cases were selected according to defined criteria.

The potentially eligible cases were first narrowed down on the basis of overarching criteria:

Coverage through evaluations: Programmes or services for which external evaluations were available were included in the analysis on the basis of the available reports. No case study was therefore carried out for the programmes ASA, ASA-Municipal, Bildung trifft Entwicklung (Education meets Development - BtE), Förderprogramm für kommunale Klimaschutz- und Klimaanpassungsprojekte (Programme to Support Municipal Climate Change Mitigation and Adaptation Projects - FKKP), Nachhaltige Kommunalentwicklung durch Partnerschaftsprojekte (Sustainable Municipal Development through Partnership Projects - NaKoPa), Promotorenprogramm NRW (Promoter Program North Rhine-Westphalia), Schulwettbewerb (School Contest), weltwärts (ww) and Ziviler Friedensdienst (Civil Peace Service – ZFD).

Target groups in Germany: In the selection process, preference was given to those programmes which specifically address non-governmental organisations implementing development projects (NGOs) in Germany. This was intended to create the possibility of interviewing selected NGOs with qualitative instruments.

Volume of funding and staff deployment: Programmes with a comparatively high volume of funding and staff deployment were given preference in the selection process. This was to ensure that strategically relevant programmes or services would be examined in the case studies.

In a next step, further selection criteria for **concrete case selection** were considered. The use of the Zentraler Programm Service (Central Programme Service - ZPS) was seen as a key indicator that a programme uses central internal services. Furthermore, the selected cases were to differ with regard to the degree of their networking with other programmes/services within Engagement Global. In addition, the selection should include both programmes or services that existed when Engagement Global was established and those that were conceptualised and implemented after that time. Finally, the coverage of the five Engagement Global internal departments[8] was considered in the case study selection. Table 1 summarises the criteria.

Table 1   Criteria for the selection of case studies

Rank	Criteria	Conditions/Comment*
1	Use of the ZPS	use of central services: yes (n = 5), not (yet) used (n = 18)
1	Degree of networking	assumption-based differentiation between more and less pronounced networking
1	Age of the programmes	differentiation between programmes existing before the foundation of Engagement Global (n = 30) and programmes created after the foundation of Engagement Global (n = 22)
2	Coverage of all departments	according to the current organisational chart at the time of selection: staff division, funding areas 1 to 3, central division

*Note: * The different n's in the use of the ZPS by programmes and in the age of the programmes is explained by the fact that only a limited number of programmes, i.e. the funding and resource transfer programmes, could usefully benefit from ZPS support.*
Source: own illustration

Based on the analysis of existing documents, a selection was made according to these criteria, which is presented in Table 2. Section 8.3 of the Annex explains this selection in more detail.

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[8] At the time of the case study selection, Engagement Global consisted of three departments, the central division and the staff division.

Table 2   **Characteristics of the cases selected for the case studies**

Name	Cooperation with other	Age	Use of ZPS	Name
MMZ	more pronounced	new	not relevant	Staff division
bengo	less pronounced	existing	yes	Department 1 "Exchange programmes, International funding"
FEB	less pronounced	existing	yes	Department 2 "Educational programmes,
GNK	Domestic funding".			
ZPS	less pronounced	new	no	Department 3 "The Service Agency Communities in One World"

Source: own illustration

In the process of data collection, the respective programme managers were interviewed and workshops with the programme staff were organised after viewing central programme documents. In addition, the case studies also included the perspectives of the target groups of the programmes or services. On the one hand, within the framework of the case studies on bengo, FEB and GNK, representatives from the target group were randomly interviewed in qualitative interviews to find out how useful they consider counselling and funding to be and how satisfied they are with it. Secondly, as far as possible, the results of the monitoring report were used to obtain information on the perception of the programmes and services by the target groups.

Expert opinions on questions relating to funding law

In the context of the analysis of potential for simplifying and standardising funding procedures at Engagement Global, an expert opinion was obtained to clarify two questions of funding law (Battis und Gniechwitz, 2019) that had arisen in the evaluation of the case studies. The questions concerned the permissibility of a decision-making competence of Engagement Global as the first recipient in a two-stage funding relationship on the one hand, and the legal framework for determining the amount of own funds or funding quotas on the other hand.

Overview of methods used

Table 3 gives an overview of how the different methods were used in the central areas examined by the evaluation and how many people were addressed in each case. Table 3 focuses on the number of surveys (the allocation of the persons addressed according to stakeholder group is shown in Table 9 in Section 8.2 of the Annex).

Table 3   **Use of methods and number of surveys by field of study**

	Interviews	Group discussions	Workshops	Online survey	Figure arrangement*
Branch office analysis[9]	30 (34 pers.)	20 (58 pers.)			2 (6 pers.)
Interviews with key stakeholders	31 (36 pers.)		1 (3 pers.)		
Case studies	59 (62 pers.)	2 (6 pers.)	10 (50 pers.)		
Employee surveys				1 (357 pers.)	
Analysis of the overall organisation	18 (21 pers.)	3 (13 pers.)			3 (13 pers.)
Total	138 (153 pers.)	23 (71 pers.)	11 (53 pers.)	1 (357 pers.)	5 (19 pers.)

*Note: Individuals may have participated in more than one survey. * Integrated into focus group discussions in each case*
Source: own illustration

1.2.3   Branch office analysis

Further surveys were carried out as part of the analysis of the six branch offices of Engagement Global in Berlin, Düsseldorf, Hamburg, Leipzig, Mainz and Stuttgart. The aim was to examine the role of the branch offices, their added value, the functionality of their work processes and the division of tasks between the branch offices and headquarters. To this end, information was collected in all branch offices on how functionally the employees of Engagement Global and their stakeholders assess the division of tasks and what proposals they have for better design. In addition, the complementarity of the programmes and services of the branch offices with the activities of other stakeholders was also examined.

In the course of the analysis, those responsible for the branch offices at central level at Engagement Global were interviewed. In addition, interviews or workshops were conducted with staff at all branch offices and central stakeholders were also interviewed, especially local civil society organisations (Federal States' One World Networks), but also the regional development cooperation offices as strategic cooperation partners and representatives of the respective federal states. In a debriefing session, the results of the analysis were reflected back to the teams in the branch offices immediately after completion of the surveys on site.

1.2.4   Quality control

The evaluation was subjected to an internal and external quality assurance process in all phases. As part of the internal quality assurance process, the evaluation team ensured that surveys, analyses and reporting complied with the internal evaluation guidelines of the German Institute for Development Evaluation (DEval) (see *https://www.deval.org/en/methods-and-standards/our-evaluation-standards)*. These also include the evaluation standards of the DeGEval Evaluation Society (DeGEval, 2016). Compliance with these standards

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[9] The branch office analysis has already been taken into account in this table, although it will only be presented in the following chapter.

and the quality of the report were also assured by DEval's internal peer review. The external quality assurance was additionally ensured by two scientific peer reviewers.

1.2.5   Reference group

In accordance with the procedure adopted at DEval (DEval, 2018), the establishment of a reference group with a consultative function was a central component of the evaluation process. The reference group consisted of the relevant stakeholders of the evaluation and played an important role for the technical quality, the logistical support and the use of the findings of a DEval evaluation. The independence of the evaluation was maintained at all times.

1.2.6   Limitations of the methodological approach

One of the challenges of the evaluation was to identify the objectives that apply to Engagement Global and its work. The evaluation team decided that the clarification phase should be used to determine which objectives should be the focus of the evaluation from the stakeholders' perspective. Based on these ideas and the goals formulated in the various documents, topics and target areas were then derived. This meant that, in order to investigate the achievement of objectives, the current status was not simply compared with previously defined target formulations - not least because such a procedure would not have been comprehensible in part due to the dynamically changing framework conditions.

For example, the portfolio and the organisational and institutional landscape in which Engagement Global operates has become so differentiated or changed that a comparison of the situation at the time of the study with the goal formulated in 2012 of increasing the number of engaged persons from 1 million to 2 million by 2017 (BMZ, 2012) would not have seemed very meaningful. Instead, in terms of learning and institutional development, the evaluation focused on broader target areas, such as creating synergies between Engagement Global programmes and services. Since a purely quantitative consideration would have fallen short, the systemic triangulation of perspectives served as the basis for an assessment of the achievement of objectives and effectiveness in the respective target areas.

The diversity of Engagement Global's portfolio and the limited opportunity to look at all aspects of the organisation posed a major challenge for data collection and analysis. The programmes and services differ not only in scope but also in programme types. These vary between programmes/services implemented by Engagement Global itself and those in which target groups are financially supported, ranging from private institutions to municipalities and individual volunteers. This diversity entailed the risk of getting lost in the specific characteristics of the individual programmes and services and generating few transferable results.

By focusing as consistently as possible on the overall organisational context of Engagement Global and its benefits for the various programmes and services, this risk should be adequately addressed. At the same time, it was necessary to delve deeper into the case studies in order to understand the interaction between the overall organisation and individual programmes in practice. In line with the focus of the evaluation on the higher institutional level of Engagement Global, the aim was not to record impacts at programme or service level.

1.3   Engagement Global: relevant contextual conditions and their changes over time

In this section, relevant contextual conditions and changes thereto are presented. First of all, the significance of civic engagement in development policy is analysed, whereby the overarching reference to civic engagement is also established. In a next step, Engagement Global will be positioned within the development cooperation architecture as the central funding organisation for civic engagement in development policy. The following two sections address contextual conditions that have fundamentally changed domestic development policy work: Agenda 2030 with its 17 Sustainable Development Goals, and the central theme of "flight and migration", which has been a central theme since 2015 in particular.

1.3.1 Civic engagement in development policy

This evaluation is based on the following widespread definition of civic engagement in development policy: "All engagement, including development policy engagement, is characterised by voluntariness, orientation towards the common good and a lack of profit motivation; it takes place in the public sphere. Civic engagement in development policy is individual or joint action based on the model of global sustainable development, responsibility in the globalised world and general human rights. It works to improve the situation of people in developing countries and to bring about the changes that are also necessary in industrialised countries" (BMZ, 2015, p. 6). When we talk about "civic engagement in development policy" in the following, we include non-governmental organisations (NGOs) active in this field, organised civil society and municipalities as actors.

With regard to the overarching understanding of civic engagement, reference is made here to the second report on engagement by the responsible expert commission of the Federal Government (see Box 1).

Box 1 Understanding civic engagement
In the second engagement report, the expert commission departs from its own definition and the term "civic engagement", which it describes as "quite narrowly defined". It opts "for a broad understanding of engagement that takes into account the diversity of social responsibility on a small and large scale". The term "engagement", the commission states, "leaves room for a wide variety of forms and categories" (BMFSFJ, 2016, p. 77). The commission describes this diversity in six axes, within which there are many hybrid forms:

1. "Voluntary work in the sense of practical action and (democratic) participation and dialogue: practical work, for example, in the area of sports, culture, environment or engagement with a closer connection to politics, through protest or discursive negotiation processes in political institutions.

2. Preservation and innovation: on the one hand, engagement stands for the richness and permanence of cultural patterns and orientations that shape our society; on the other hand, it stands for movements of change and reform and utopias of social change.

3. Formally organised and informal engagement: activities originate in associations or in loose net-works with non-binding structures

4. Bridging and bonding: on the one hand, an engagement for integration and participation for people at risk of exclusion or foreign people, or an engagement that relates very significantly to one's own social group.

5. Sociability and purpose orientation: Are social interaction and maintaining contact the focus of attention or is a substantive goal and objective pursued?

6. Self-organisation/self-help and professionalised organisations: Engagement with a focus on community cooperation or engagement in clear and formalised professional structures in which committed people are involved" (BMFSFJ, 2016, p. 78).

On the basis of this broad understanding of civic engagement, the development policy focus results in a limitation with regard to the variety of forms and categories. For example, "bonding" or "sociability" play only a secondary role in the development policy context. Instead, engagement in development policy is by definition geared to disadvantaged "foreign people" (BMFSFJ, 2016, p. 78), and the purpose orientation in the sense of "improving the situation of people in developing countries" (BMZ, 2015, p. 6) is also given in the relevant definition.

A closer look at the different forms of engagement in the development policy field reveals a distinction between organisation-bound and organisation-related engagement. The former refers to the contents or offers of the respective organisation, while the latter refers to the organisation itself, i.e. the engagement is oriented towards the goals of an organisation as a whole and not only - as in the case of organisation-bound engagement - towards individual activities or areas of activity. Another important area is the non-

organisational engagement, which is typically expressed in the form of time, money or donations in kind. Blome and Priller (2013) point out that the real forms of engagement are very different, as there are very different ideas about how the living situation of people in countries of the Global South can be improved. This points to the importance of value-based action that underlies development engagement.

The share of the development policy field in the range of activities of all non-profit organisations is low, as various studies show. In a 2011/2012 survey conducted by the WZB Berlin Social Science Center, in which more than 3,000 of the 12,000 non-profit organisations surveyed responded, just 218 (7 percent) named international activities (human rights, development cooperation, fair trade) as their main or secondary area of activity (Schmeißer et al., 2013, p. 5). Priemer et al. (2017, p. 14). According to the Civil Society in Numbers (ZiviZ) survey, only 3 percent of all civil society organisations are involved in "international solidarity" (fair trade associations and development cooperation organisations).[10]

Looking at the importance of volunteer engagement, the share of organisations with volunteer engagement is slightly higher among international organisations (90 percent) than in the third sector, where the share is 83 percent. 65 percent of the internationally active organisations and 73 percent of those with a main international activity agreed with the statement that volunteers would secure the existence of the organisation. There are also indications that engagement in the area of "international solidarity" has increased overall. Priemer et al (2017) note this increase in the area of "development policy". In view of the fact that the funds used in the BMZ's area of responsibility have increased (cf. Section 1.4), it would also have been irritating if the additional funding had not had a resonance. 36 percent of the organisations surveyed in the area of "international solidarity" stated that they were able to attract more volunteers between 2012 and 2017. This area thus has the highest increase of all areas of engagement (Priemer et al., 2017, p. 18).

In the context of the DEval survey "Opinion Monitor for Development Policy 2018" (Schneider et al., 2018), questions on engagement willingness were combined with questions on the significance of the SDGs (see also Section 1.3.4). The results show that, on the one hand, knowledge of the SDGs, with a level of awareness of less than 50 per cent in 2017 (less than 10 per cent have more detailed knowledge of the content), is less widespread than expected; on the other hand, the assessment of one's own self-efficacy is a decisive factor on the path from willingness to engage to actual engagement. This self-efficacy is expressed in the fact that citizens choose different forms of engagement. For example, 5 percent said they would volunteer domestically, 18 percent said they had donated in the past year, and 23 percent said they had made targeted consumption choices to impact global development and poverty.

If, in a next step, one looks at the various groups of actors active in development policy, then according to Blome and Priller (2013) it is first of all civil society actors who are engaged in development policy at various levels (local, regional, national, international) and cover a broad spectrum ranging from formal organisations to more informal associations (Schmeißer et al., 2013). In addition, there are governmental and non-governmental organisations that support civic engagement in development policy, such as the BMZ, which implements its support measures through Engagement Global, the church development services or the Federal States' One World networks. Other groups include state governments, municipalities and business associations that offer specific support for development engagement and are themselves engaged (Blome und Priller, 2013).

1.3.2   Changes in German DC architecture

Looking back over the past decade, the reform of German DC in 2011 represents the most comprehensive change in German DC architecture. The central element of this reform is the merger of the Gesellschaft für Technische Zusammenarbeit (German Technical Cooperation Agency - GTZ), the Deutscher Entwicklungsdienst (German Development Service - DED) and InWEnt - Internationale Weiterbildung und Entwicklung gemeinnützige GmbH (Capacity Building International, Germany) to form the Gesellschaft für

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[10] In this regard, the sphere of activity of an organisation is only of secondary importance.

Internationale Zusammenarbeit (German Agency for International Cooperation - GIZ), while Financial Cooperation (FC) (in particular the Kreditanstalt für Wiederaufbau [KfW Development Bank]) was excluded (Rauch, 2015). As part of this reform, Engagement Global and DEval were also established in 2012.

With Engagement Global, organised as a non-profit limited company, the BMZ wanted to promote civic (including civil society and municipal) engagement in development policy. To this end, a common organisational umbrella was created for programmes and institutions, some of which had previously been held under different auspices. For example, the bengo advice centre was transferred from the auspices of the Deutscher Paritätischer Wohlfahrtsverband (German Parity Welfare Association - DPWV) to Engagement Global; the Servicestelle Kommunen in der Einen Welt (Service Agency Communities in One World - SKEW) and FEB were previously part of InWEnt, the BtE programme part of DED, and the Senior Expert Service (SES) was funded via GTZ/GIZ. The guiding principle behind the merger of GTZ, DED and InWEnt was thus to combine programmes for the promotion of civil society, whether in Germany or abroad, under a common organisational umbrella as far as possible (BMZ, 2010).

The BMZ preferred the funding mode that had already been used in the programmes implemented by InWEnt and the DED before the establishment of Engagement Global. The BMZ refrained from the theoretically conceivable option of establishing Engagement Global as an implementing organisation in the contract procedure. The German government also decided to establish Engagement Global as a purely state-run organisation. This had implications for the relationship between civil society and Engagement Global (see Section 1.4).

In addition, new programmes and institutions were created under the umbrella of Engagement Global, in particular the MMZ as a central contact point for people engaged in development policy and, at a later date, the "Programm zur Förderung entwicklungspolitischer Qualifizierungsmaßnahmen" (Funding Programme for Development Policy Training - PFQ, 2015) and the coordinating body Deutsch-Afrikanische Jugendinitiative (African-German Youth Initiative - DAJ, 2016) (see Section 1.4).

Even though Engagement Global does not formally have the status of an implementing organisation, it does in fact play the role of an implementing organisation[11] with regard to BMZ funding for civil society. However, it must be borne in mind that certain categories of civil society organisations are eligible for funding with specific conditions, which are backed by a corresponding budget item. This applies to churches, political foundations and the so-called social structure agencies.

In terms of a coherent development cooperation architecture, the question arises as to how the division of responsibilities between the various implementing organisations is regulated. The need for regulation here arises because roles and areas of responsibility cannot be clearly separated. For example, in the case of certain programmes in the area of "exchange and deployment", Engagement Global is dependent on cooperation with the country offices of the GIZ because it does not have its own external structure in partner countries. This also applies to the area of municipal development cooperation, for example in the deployment of experts to municipalities in the Global South. In domestic development policy work, where the mandate of Engagement Global is clearer, the demarcation of the GIZ's scope of activity is made more difficult by the fact that the latter receives commissions from the BMZ, which in some cases lead to overlaps, as in development policy cooperation between the federal government and the federal states or commissions from other departments. The implementation of the German government's sustainability strategy deserves particular mention here[12], in which there are overlaps with the work of Engagement Global

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[11] For example, in the German government's seventh development policy report, Engagement Global is referred to as an implementing organisation (BMZ, 2017). This is also done in Materials 242 (p. 32). There, Engagement Global is on an equal footing with the GIZ and KfW, while the Federal Institute for Geosciences and Natural Resources (BGR) and the Federal Institute of Physics and Technology (PTB) are only mentioned under the category "other IO". However, the BMZ website does not mention Engagement Global under the keyword "implementing organisations" (accessed 04/11/2019).

[12] The GIZ has received a corresponding mandate from the Federal Chancellery to support the implementation of the sustainability strategy (German Council for Sustainable Development, 2019).

through the support of the so-called Regional Hubs for Sustainability Strategies (RENN). These overlaps result from the fact that the RENN offices, as regionally organised information and action platforms for sustainable development, partly address the same target groups as Engagement Global. Finally, the funding of non-governmental organisations implementing development projects is mentioned here as an example. Here, larger German NGOs have the opportunity to act directly as subcontractors in bilateral GIZ programs instead of applying to bengo[13] (see also Section 4.1.1).

Changes in the development cooperation architecture have also resulted from the fact that countries and municipalities are playing a more active role in development policy work in Germany as well as in the Global South. The federal states have their own concepts and resources for funding development policy engagement, including development policy work in Germany. The importance of development cooperation for the federal states has been confirmed time and again in resolutions adopted by the conferences of prime ministers. They participate in the Federal and Federal-States Committee on Development Cooperation. Some federal states have their own partnerships with countries of the Global South, such as North Rhine-Westphalia with Ghana, Rhineland-Palatinate with Rwanda, Baden-Württemberg with Burundi and Lower Saxony with Tanzania (German Federal States, no date). The federal states fund development policy work abroad and the educational work of civil society organisations in Germany in different ways and to varying degrees. For example, the North-South Bridges Foundation (Stiftung Nord-Süd-Brücken) administers funds from a funding programme of the state of Saxony for foreign projects of Sax-on NGOs and other state programmes. In Baden-Württemberg, funds are allocated through the Foundation for Development Cooperation (Stiftung Entwicklungszusammenarbeit Baden-Württemberg, 2020).

The federal states also support increased cooperation between municipalities of the Global North and the Global South.[14] With the establishment of a separate budget item (2013), this area of funding has also been given a much higher priority at federal level (Engagement Global, 2016b, p. 50 ff.). This was reflected in the number of engaged municipalities, the rising funding volumes, but also the increasing diversity of funding opportunities for municipalities. Their increasingly active role in achieving sustainability goals has given this area of funding an additional boost. Accordingly, a subsequent DEval evaluation will deal with the area of "municipal development policy" and the relevant work of SKEW (DEval, 2020).

1.3.3   Agenda 2030

Agenda 2030 (United Nations, 2015) gave the world a new orientation and a new strategic framework for its development efforts. "These are universal goals and targets which involve the entire world, developed and developing countries alike. They are integrated and indivisible and take and balance the three dimensions of sustainable development " (United Nations, 2015, p. 3). This means that not only "traditional" development policy actors, but also actors from all other fields of social action play an important role in achieving the globally relevant SDGs.

In addition to the goals and sub goals and the emerging indicators (United Nations, 2019), the agenda also contains central principles. These include:

- the coherence to be achieved between the various measures (United Nations, 2015, p. 29)
- the concept of multi-stakeholder partnerships (United Nations, 2015, p. 29), which is reflected in the joint BMZ and VENRO paper "SDGs erreichen – Zivilgesellschaft stärken" (Achieving SDGs - strengthening civil society"; BMZ and VENRO, 2017), inter alia by emphasising the importance of social alliances and the need for new modalities of cooperation
- the principle: "leave no-one behind" (United Nations, 2015, p. 3). Disadvantaged groups in particular should participate in sustainable development.

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[13] The incentive for NGOs here is that access to funding is easier. However, the status as a subcontractor means that they have less room for manoeuvre compared to the status of a private executing agency that implements bengo funding.

[14] Reference is made here to the information portal "German federal states in development policy" (https://ez-der-laender.de/).

The principles of Agenda 2030 have been consistently incorporated into the German sustainability strategy (BMZ, 2018a). The BMZ particularly emphasises the connection between the implementation of the sustainability goals in Germany and cooperation with partners in the Global South: "The BMZ is implementing the sustainability strategy in Germany through increased cooperation with sustainability partners from civil society and the private sector. It is moving forward with partner countries by supporting sustainability policy in partner countries, making its development policy procedures fit for the agenda and adding value to successful approaches" (BMZ, 2018a, p. 2). This has direct implications for the work of Engagement Global.

In particular, the BMZ and VENRO see in a joint position paper "a new understanding of development policy that aims to advance social change processes. BMZ and civil society are committed to a new awareness of global interrelations in all policy areas and to concrete changes in the actions of consumers and producers" (BMZ and VENRO, 2017, p. 2). This also has consequences for funding: "The new role of civil society in German development policy and thus a different financial order of magnitude in cooperation with the BMZ [must] be vigorously promoted" (BMZ and VENRO, 2017, p. 4).[15]

The activities of Engagement Global, which are carried out on the basis of BMZ grants, are part of the efforts to publicise and implement Agenda 2030 and its 17 sustainability goals. Explicit reference must always be made to Agenda 2030 and the relevant sustainability goals in the activities and programmes. The main target groups are civil society and municipalities (Doc. 25).

1.3.4 Flight and migration

The topic of "flight and migration", which gained great importance in the early 1990s with the flight movements triggered by the Yugoslav wars, reached a new peak in 2015 (BMFSFJ, 2016, p. 217 ff.). Migration due to flight was discussed primarily as a humanitarian challenge and as a topic of integration - less in the context of development cooperation. In the municipal refugee dialogues in Baden-Württemberg, for example, issues of the home countries do not appear in the evaluation (Brettschneider, 2018) or on the website *www.fluechtlingsdialoge.de*. Similarly, the issue of integration is not emphasised in the literature, and references to countries of origin are treated subordinately (for example Priemer et al., 2017, p. 34 ff.). This also applies to the Second Engagement Report in which civil society's engagement for integration is analysed but - beyond Europe - international references are not included (BMFSFJ, 2016, p. 79 f., 85 f., 217–231).

Nevertheless, there have been and still are many initiatives that try to introduce development policy aspects into the discussion about flight and migration. This created new target groups for funding programmes for development policy work in Germany, which was of direct relevance to the work of Engagement Global. In this context, reference should be made to the findings of the working group on flight and migration, which was constituted in 2015 from members of the Board of Trustees of Engagement Global (see Section 3.4). These describe the potential that can be incorporated into work with refugees on the basis of experience in development policy (e.g. experience with empowerment and participation, application of a do-no-harm approach to vulnerable population groups, experience with project work in rapidly changing circumstances; Doc. 31).[16]

At the same time, development policy organisations have become more involved in refugee work. When it comes to promoting integration, the German Federal Office for Migration and Refugees is the first point of contact. In addition, it can be assumed that most of the organisations supported by Engagement Global receive funding from various sources, especially if they work on different topics.

Migrants can play an important role in the context of development policy because they can contribute their own expertise, as acting subjects they can change perceptions and their presence makes potentially discriminatory behaviour more difficult and reduces prejudice (BfdW, 2019, p. 11 f.; North-South Bridges

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[15] This is confirmed in BMZ Strategy Paper 455 (Development Policy 2030) (BMZ, 2018b, p. 6) .

[16] How the findings of this working group were used for the further work of Engagement Global is described in Section 3.4.

Foundation & Friends, 2018, p. 3 f.). In recent years, for example, migrant women have increasingly been included in development education work. A recent study on the impact of development policy domestic work also confirms that authenticity, whether imparted by migrants or by people with experience in countries of the Global South, improves development policy learning (Bergmüller et al., 2019). However, when looking at the third sector as a whole, it becomes clear that only 6 per cent of organisations in the area of "international solidarity" in the ZiviZ Survey 2017 stated that they had increasingly recruited members with a migration background.

With regard to the work of Engagement Global, it should be noted that, on the initiative of the BMZ, it was already endeavouring to address migrants and their organisations with its programmes before the "refugee crisis" of 2015 (BMZ, 2012). In 2014, for example, the BMZ launched a special initiative "Tackling the root causes of flight, reintegrating refugees" (BMZ, 2019), which also provides funding to private organisations within the framework of bengo's work. The same applies to the Perspektive Heimat programme (Engagement Global, 2019a). No special BMZ programmes have been created for domestic work. However, the efforts to integrate refugees and migrants into development education work and into the various support and cooperation programmes offered by SKEW should be mentioned here (SKEW, 2020a, 2020b).

1.4   Development and portfolio of Engagement Global at a glance

In the run-up to the establishment of Engagement Global in 2012, different options for the sponsorship of the service point for development initiatives to be created were discussed. On the part of civil society, there was the proposal of a joint sponsorship by VENRO, Arbeitskreis Lernen und Helfen in Übersee (Association "Learning and Helping Overseas" - AKLHÜ) and the DPWV, whereby it was also suggested that these three organisations could act as co-partners together with the BMZ (I 57, 61; VENRO, 2012a, p. 2 f.). The German government finally decided to establish Engagement Global as a purely state-owned organisation. This had implications for the relationship between civil society and Engagement Global, which will be discussed in more detail below.

The organisational development of Engagement Global can be illustrated by comparing the organisational chart from the early years (as of 02/2013; Figure 4) and that from 2019 (as of 01/11/2019) (Figure 5).

Figure 4   **Organisational chart of Engagement Global (as of 02/2013)**

Management Board		

Mitmachzentrale	Staff divisions		
For individuals, municipalities, civil society, the private sector and foundations	Legal affairs, committees, organisational development	Communications, events	Quality management, auditing

Funding programmes for civil society	Municipal development policy and education programmes	Central division
Central Programme Service (team)	**Service Agency Communities in One World**	**Finance**
Funding programmes		Accounting
Volunteers and skilled workers	**Education and exchange programmes**	Budget
Coordination office weltwärts	ASA	Use of funds audit
Coordination office ZFD, SES, TKZ	ENSA	
	School education	**Personnel, organisation**
Funding of foreign projects		
bengo	**Education programmes in the federal states**	**Internal services**
EU advice	Returnee education	
	Branch offices	**IT**
Funding of educational projects in Germany		
FEB		
AGP		

Note: Organisational chart without personal names and locations; TKZ = Transport Costs Subsidies, AGP = Action Group Programme,
ENSA = Development Policy School Exchange Programme
Source: Engagement Global (2013a, 2013b)

Figure 5 **Organisational chart of Engagement Global (as of 11/2019)**

Management Board (MB)					
Staff division (S)	**Department 1 Exchange and secondment programmes (F1)**	**Department 2 Education programmes, funding of domestic projects (F2)**	**Department 3 Service Agency Communities in One World (F3)**	**Department 4 Funding of foreign projects –bengo (F4)**	**Central division (Z)**
Mitmachzentrale (MMZ)	ZFD, SES, TKZ (F11)	Außenstellen (F21)	Municipal mobilisation(F31)	Asia (F41)	Finance (Z1)
Legal (S1)	Deutsch-Afrikanische Jugendinitiative (German-African Youth Initiative) (F12)	ENSA (F22)	Migration and development (F32)	Africa (F42)	Personnel (Z2)
Communication, events (S2)	ASA (F13)	School education (F23)	Fair trade and fair procurement municipal (F33)	Latin America, Europe, Mediterranean, Horn of Africa (F43)	Internal services (Z3)
Quality management, auditing (S3)	weltwärts (F14)	Bildung trifft Entwicklung (Education meets Development – BtE) (F24)	Local partnerships federal states and regions (F34)	Advice on EU development policy funding (F44)	IT (Z4)
Grant review (S4)		AGP, PFQ, cross-programme seminars (F25)	Global Nachhaltige Kommune (Municipalities for Global Sustainability - SKEW) (F35)	Reporting, effectiveness (F45)	Central Programme Service (Z5)
		Funding Programme for Development Education in Germany – FEB (F26)	Municipal funding (F36)	Interdepartmental tasks (F46)	Organisation, human resources development (Z6)
			Thematic partnerships and international exchange at municipal level (F37)		
			Interdepartmental tasks (F38)		

Note: Organisational chart without personal names and locations
Source: Engagement Global (2019b)

First of all, it is noticeable that instead of two departments (plus central division) there are now four (plus staff division and central division) and that their structure has also changed significantly. The organisational chart of Engagement Global from February 2013 is made up of ten departments, three staff divisions and the MMZ organisational unit. The November 2019 organisational chart shows 31 departments and four staff divisions.

Two factors have made a decisive contribution to this development: firstly, the strong increase in funds, particularly for the funding of NGOs implementing development projects and secondly, the increasing importance of municipal DC. Thus, municipal development policy was upgraded in 2017 by creating a separate division, which was also done in 2019 for the funding of NGOs implementing development projects (bengo). The implications for the design of the two remaining departments are that Department 1 now concentrates on all programmes related to exchange and deployment, while Department 2 bundles all programmes related to school and out-of-school development education. In 2013, Faculty 1 still included the programmes that were aimed at civil society and had a resource transfer character, while Faculty 2 concentrated in particular the programmes that were implemented independently.

The comparative analysis also makes it clear that since its inception, Engagement Global has had a steady increase in funds available in the form of grants (see Figure 6). This has been accompanied by a corresponding increase in personnel in order to cope with the increasing tasks.

Figure 6   **Development of project funding, institutional funding and total funding of Engagement Global**
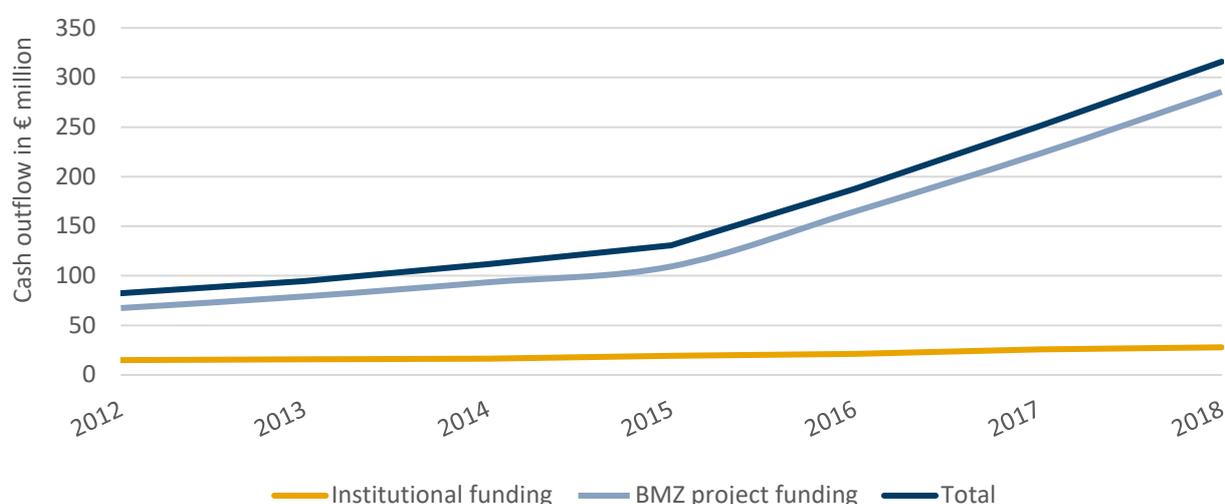
Sources: own illustration based on Engagement Global (2015, 2016c, 2017a, 2017b, 2018a, 2019c, 2019d); Doc. 97

BMZ grants (project funding and institutional funding) rose from EUR 82 million in 2012 (Doc. 97) to EUR 313 million in 2018 (Engagement Global, 2019c).[17] Looking at the two areas of "municipal development cooperation" and "funding of NGOs implementing development projects", a particularly marked increase in funds can be observed. Funds for the funding of municipalities have increased tenfold: from approximately EUR 2.2 million in 2012 (Doc. 97) to nearly EUR 22 million in 2018 (Engagement Global, 2019c). bengo's funding of NGOs implementing development projects increased by 90 million euros, from 63 million euros in 2012[18] to 153 million euros in 2018 (Engagement Global, 2019d, p. 29). In 2018, six programmes accounted

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[17] As the 2019 financial statements of Engagement Global were not yet available in published form at the time of writing, the latest figures for 2018 have been used. The trend towards an increase in BMZ funds has continued in 2019 according to target figures.

[18] Here it must be taken into account that until 2016 the funds were passed on by the responsible BMZ directorates. From 2016, this task was delegated to Engagement Global, with the BMZ continuing to be responsible for approval decisions.

for 94 percent of the total outflow of BMZ project funding. In descending order these are: bengo, ZFD, ww, SKEW, FEB and SES (see Figure 7).

Figure 7   **Outflow of funds as a percentage of total BMZ project funding volume by funding programme**
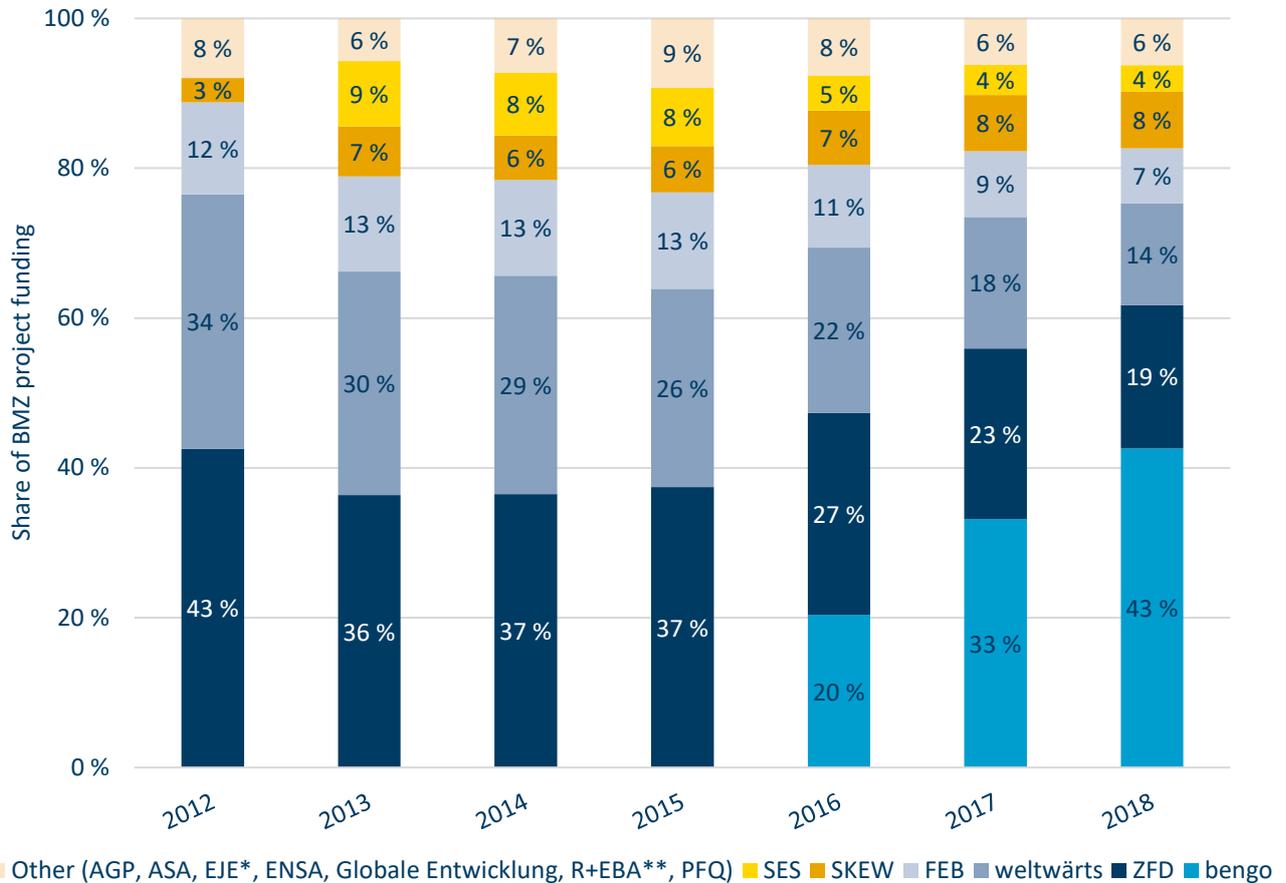
*Note: * EJE = Funding Programme for the European Year of Development ** R+EBA = Returnee and Development Education*
Sources: own illustration based on Engagement Global (2015, 2016c, 2017a, 2017b, 2018a, 2019c, 2019d); Doc. 97

As bengo has had its own Department 4 since 2019, this is now the department with the most BMZ funding. In the meantime, the BMZ has outsourced the approval of funds for small projects of first and subsequent applicants with a funding volume of up to 50,000 euros to the W. P. Schmitz Foundation (for the western German states) and the North-South Bridges Foundation (for the eastern German states and Berlin). Previously, the two foundations only administered initial applications for projects with a funding volume of up to 25,000 euros.

Engagement Global mainly manages funds intended for NGOs implementing development projects and uses funds for its own projects only to a lesser extent. In 2018, around 90 percent of the funds were passed on and 10 percent were used for our own projects and cooperation projects (Engagement Global, 2019e). In the same year, 73.6 percent of funding continued to flow abroad (Engagement Global, 2019d, p. 28). The funds were distributed primarily among the bengo, ZFD, and ww funding programmes (52).

In terms of funding volume, indirect foreign project funding by German NGOs and their foreign partners outweighs purely domestic funding. According to Engagement Global, however, the previous distinction between funding or resource transfer programmes and programmes implemented on the NGO's own responsibility is becoming less and less clear-cut, since the latter programmes increasingly include resource transfer elements and vice versa (Docs. 56, 98). An example of this is the SKEW programme, which combines both programmes conducted independently by Engagement Global and resource transfer programmes.

However, the modifications to the programme design do not change the fact that Engagement Global primarily passes on funds to NGOs implementing development projects.

Parallel to the increase in financial resources, there was a significant increase in personnel. At the end of 2018, Global Engagement had 521 employees (active employees excluding student assistants; Engagement Global, 2019c), compared with 191 at the end of 2012 (Engagement Global, 2013b). Figure 8 shows the increase in personnel over time. At the same time, the total number of jobs is broken down into different categories of employees. It is clear that temporary jobs have increased significantly from 2016 on-wards. In order to counter the resulting uncertain employment situation, Engagement Global set up permanent project positions from 2018 onwards, following prior approval by the BMZ (see also Section 2.3.1).

Figure 8   Development of jobs and total number of employees*
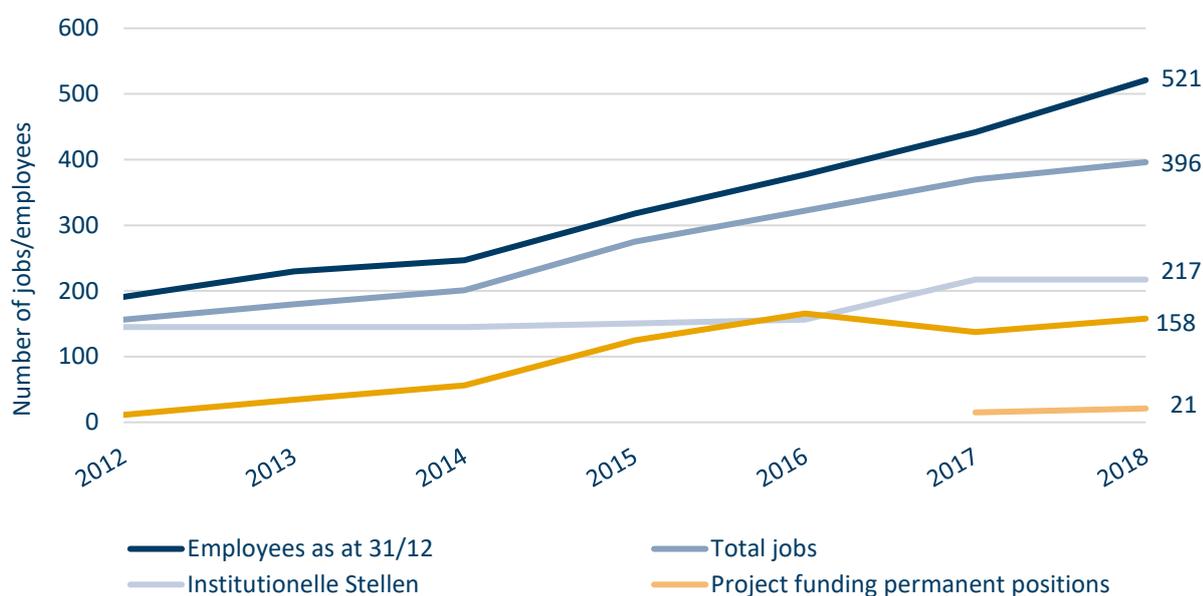
Note: * Total jobs indicate the available full-time equivalents (FTE), while for staff, the total number of active staff excluding student assistants is given.

Sources: own illustration based on Engagement Global (2013b, 2014a, 2015, 2016c, 2017a, 2018a, 2019c); Doc. 127

The initial comparison between the 2013 and 2019 organisational charts also shows how Engagement Global's portfolio has developed over these seven years. For example, the 2019 organisational chart includes references to programmes that did not exist at the time of its inception, such as the DAJ and PFQ. However, the organisational chart shows only a small part of the newly added programmes or funding offers (see Figure 9)

Figure 9   **Development of Engagement Global**

	2012	2013	2014	2015	2016	2017	2018	2019
Cross-institutional development	Management: Gabriela Büssemaker und Bernd Krupp					Management: Dr. Jens Kreuter		
								Establishment of the supervisory board
						Adoption of M&E-framework	Implementation of M&E-framework	Preparation of the 2018 monitoring report
Significant changes in the organisational structure						Establishment of Department 3 Service Agency Communities in One World		
						Establishment of staff departement		
								Establishment of Department 4 – bengo
Significant new services- and programmes				Municipalities for Global Sustainability (GNK)				
				Municipal Climate Partnerships			SKEW	
				Migration and developmen				
	Advisory and Networking Office vor Development Activities (MMZ)							
	Consultancy Service on International projects (bengo)*							
		Senior Expert Service (SES)**						
			Transport Costs Subsidies (TKZ)***					
		Central Programme Service (ZPS)						
			German-African Youth Initiative (DAJ)					
			Funding Programme for Development Policy Training (PFQ)					

*Note: * bengo already existed at Engagement Global before. However, it was not managed by Engagement Global until 2016. ** SES already existed before Engagement Global was established. The transfer of funds was carried out by GTZ/GIZ. In 2013, the task was taken over by Engagement Global. *** TKZ existed before and was taken over by the GIZ in 2014.*
Source: own illustrati

The MMZ was established as a central service offering as early as 2012. It is aimed at individuals, initiatives, organisations and foundations interested in development policy and provides advice on development policy engagement, information on funding opportunities or further training, arranges contact and cooperation partners and networks engaged individuals. According to the five-yearly balance sheet of Engagement Global, the MMZ answers around 600 enquiries per month (Engagement Global, 2017c). In the area of "exchange and deployment", the DAJ was established in 2015 to promote the exchange of young people from African countries and Germany, mediated through existing programmes, such as the ASA programme or ww, but also through newly implemented offers, such as an extracurricular group exchange. The PFQ was also established in the area of funding. The programme arranges financial support for NGOs with development policy objectives and headquarters in Germany to carry out training measures in which they pass on their development policy expertise gained in practice to other development policy actors in German civil society. In the area of "service for municipalities", some of SKEW's sub-programmes have been newly implemented, such as the international city platform for sustainable development "Connective Cities", established in 2013 in cooperation with the Association of German Cities and the GIZ, but also other initiatives, such as the NaKoPa programme, also launched in 2013, or the competition "Kommune bewegt Welt" (Municipality Moves the World), held for the first time in 2014. Table 4 provides an overview of the current portfolio of Engagement Global.

Table 4   Portfolio of Engagement Global

	Advice	Financial support	Further training	Network
Staff division				
MMZ	X		X	
Department 1 (Exchange and deployment programmes)				
ASA Programme	X	X	X	X
ASA-Municipal[19]	X	X	X	X
ASApreneurs	X	X	X	
DAJ	X	X		X
SES	X	X		
TKZ	X	X		
ww	X	X		X
wwB		X		X
ZFD	X	X		X
Department 2 (Education programmes, funding of domestic projects)				
AGP	X	X	X	
NRW projects abroad	X	X	X	
BNE (ESD)			X	X
BtE	X		X	X
CdW	X			X
ENSA	X	X		X
EpiB NRW	X	X	X	

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[19] The programme ended in 2019.

	Advice	Financial support	Further training	Network
FEB	X	X	X	
GES	X	X	X	
Concrete Peace Service NRW 2	X	X	X	
PFQ		X	X	
Promoter Programme NRW 2	X			
School Contest: All for One World - One World for All (Schulwettbewerb: Alle für eine Welt – Eine Welt für Alle)	X			
Department 3 (Service Agency Communities in One World)				
Mobilisation and service	X	X	X	X
Migration and development at the level	X		X	
Fair trade and fair procurement	X	X	X	X
Municipal partnerships	X	X		
Municipalities for Global Sustainability	X	X		
Financial and personnel support		X		
Department 4 (Consultancy Service on International Projects - bengo)				
bengo	X	X	X	
EU Advice	X			
Central division				
ZPS	X			

Note: wwB = weltwärts Begegnungen, BNE = Education for Sustainable Development, EpiB NRW = Entwicklungspolitische Informations- und Bildungsarbeit des Landes Nordrhein-Westfalen (Development Policy Information and Educational Work of the State of North Rhine-Westphalia), GES = Globale Entwicklung in der Schule (Global Development Education). Section 3 contains six programme lines/fields of action.

Sources: own illustration based on Engagement Global (2019f); Doc. 99, 137

In terms of content, the programmes and services can be grouped around four different clusters (Engagement Global, 2019b):

1. **Advice** on all aspects of development policy engagement in Germany and abroad
2. **Funding** of development-policy projects and initiatives, advice on applications for funding and compliance with funding criteria
3. **Further education** for information, methodological knowledge transfer and qualification purposes
4. **Networks** connect contacts in programmes and encourage joint activities

The comparison of the two organisational charts does not provide any indication of how Engagement Global's relationships with key stakeholders have developed. Since the target groups of the services and support offered by Engagement Global are mainly civil society, the relationship to civil society will be examined here by way of example.

From 2016 to 2018, the share of civil society development policy organisations has decreased relatively in favour of municipalities (see Figure 10). The number of beneficiaries from civil society remained the same during this period, while the number of municipalities receiving funding increased (Doc. 128). This reflects the growing importance of municipal development policy. From 2015 to 2018, the number of municipalities directly reached and involved in measures rose from 492 to 845. Nevertheless, in monetary terms, civil society development organisations remain the main target group of the Engagement Global programmes. The programmes bengo, ZFD, ww and FEB, which are geared to civil society development organisations, generated an outflow of 83 percent (EUR 236 million) of BMZ project funding in 2018 (see Figure 7).

Figure 10   Proportion of the number of funding recipients by target group in relation to the total number of funding recipients
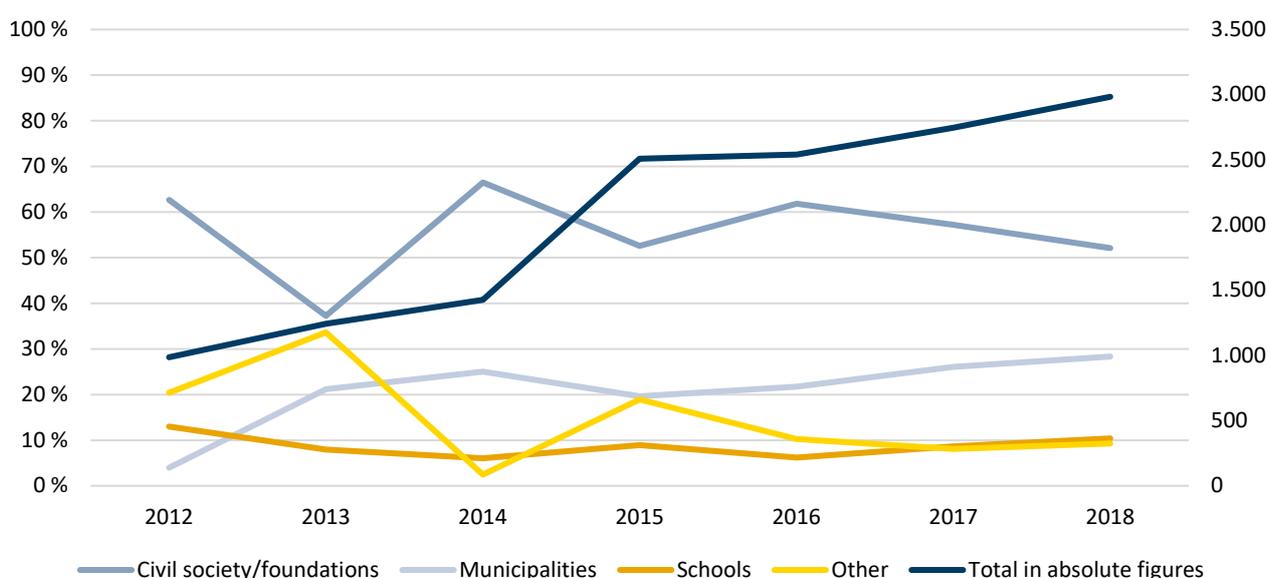
Source: own illustration based on Doc. 128

As a result of the BMZ's decision, mentioned at the beginning of this article, to establish Engagement Global as a purely state-run organisation, its work has been critically monitored by broad segments of civil society since its inception. The main points of criticism were civil society's rights of participation, which were perceived as insufficient, the establishment of state competition and the resulting concern of being structurally weakened, and a possible violation of the principle of subsidiarity. Civil society interviewees saw the branch offices in particular as potential competition to the Federal States' One World Networks, since they had been taken over by the predecessor organisations of Engagement Global and began their work without clarifying their role, mandate and programmatic orientation. There were also reservations about the training programmes for civil society organisations announced by the BMZ, as there were concerns that existing programmes would not be sufficiently considered. These points were formulated in 2013 in a newsletter article by the Managing Director of the Development Policy Association of German Non-Governmental Organisations (VENRO, now: Association of German Development and Humanitarian Aid NGOs, Spielmans, 2013) and in oral contributions at the German Development Day 2013 (Mende, 2013). It also emphasises the position that "the networking of civil society actors and the bundling of interests clearly did not belong in a state institution" (Spielmans, 2013, p. 2). The critical stance of civil society toward the establishment of Engagement Global was also documented from the academic side (Stockmann et al., 2016, p. 532 f.).

If one takes the joint interim review of December 2017 by the members of the Board of Trustees as an indicator of the extent to which changes have occurred in the relationship between Engagement Global and civil society, there is sufficient evidence for a less fundamental critique (Doc. 2). The fact that the Board of Trustees represents not only civil society, but also federal states, municipalities, and the private sector[20], does not relativise this finding. There is talk of successful cooperation between civil society, the cities, counties, and municipalities, and the federal states with Engagement Global. It is also stressed that Engagement Global has gained broad acceptance. With regard to the operational level, the Board of Trustees also expresses the expectation that early and comprehensive information of those involved as well as transparency will continue to be ensured, further developed and expanded. This perspective should also apply to continued compliance with the principle of subsidiarity, together with the reference that Engagement Global should concentrate on areas in which other actors are not active when it carries out projects independently.

This reflects the fact that in the course of the development of Engagement Global, consultation and clarification mechanisms have evolved that provide key stakeholders with opportunities for influence that could not be foreseen in 2012. Thus, especially with regard to the attitude of civil society, a constellation has arisen which, in the view of the evaluation team, can be characterised in such a way that the work of Engagement Global is acknowledged, but at the same time critically monitored. In any case, it is no longer fundamentally questioned.

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[20] For composition, see Section 3.3.

2. INSTITUTIONAL SET-UP AND PERFORMANCE

2.1 Strategic framework for the work of Engagement Global

In this section the results for the following evaluation questions are presented.[21]

B.1.1 How appropriate and relevant are the current strategic goals for Engagement Global in light of the current expectations and contextual conditions associated with its inception?

B.1.2 To what extent have the concerns of key stakeholders (BMZ, civil society, federal states, municipalities, private sector) been reflected in the strategy development of Engagement Global?

B.1.3 To what extent has Engagement Global pursued an action-oriented strategy to guide its work?

2.1.1 The importance of strategic guidelines

There are different strategic guidelines for the work of Engagement Global. These are laid down in various strategy papers of the BMZ (see Figure 11):

- Strategiepapier für Engagement Global (Strategy Paper for Engagement Global) (BMZ, 2012)
- Aktionsprogramm zum bürgerschaftlichen Engagement in der Entwicklungspolitik (Action Programme for Civic Engagement in Development Policy) (BMZ, 2015)
- Strategie zur Zusammenarbeit von Staat und Zivilgesellschaft (Strategy for Cooperation between State and Civil Society) (BMZ, 2014)

Figure 11   **Milestones in strategy development**

Strategy paper for Engagement Global gGmbH - Service for development initiatives

Gemeinsam Viele(s) bewegen (Effecting Change Together) – action programme for civic engagement in development policy

2012   2013   2014   2015   2016   2017

Strategy for cooperation between state and civil society in post-2015 development policy

Overall monitoring and evaluation concept (Doc. 73)
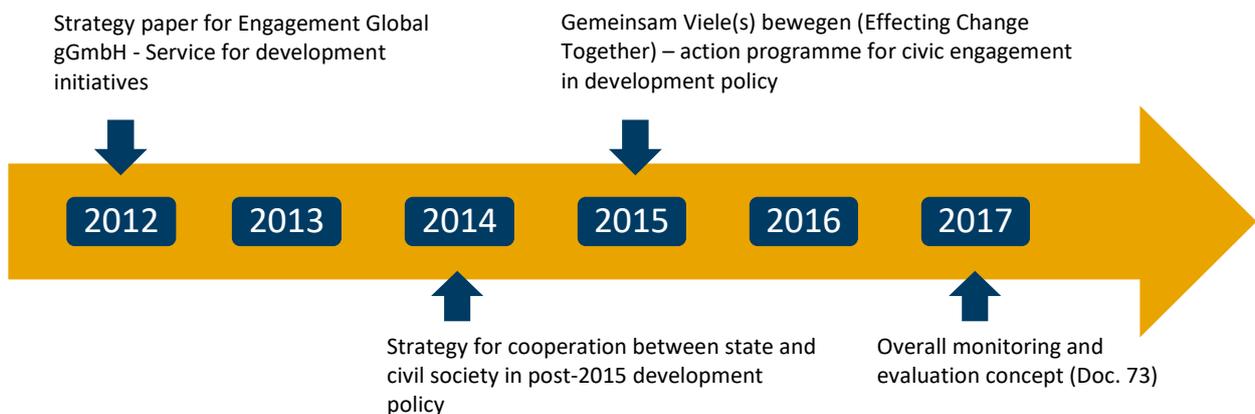
Source: own illustration

These strategy papers relate to the work of Engagement Global to varying degrees. While the 2012 strategy paper presents itself quite explicitly as the strategy for Engagement Global, the Action Programme 2015 is concerned with the funding of civic engagement as a whole, with Engagement Global being a central "instrument" here from the BMZ's perspective. The 2014 strategy paper addresses cooperation between the state and civil society in development cooperation as a whole. In this context, the work of Engagement Global represents no more than a section of the strategy paper. Nevertheless, this latter document is of particular importance, since it emphasises the importance of both the principle of subsidiarity and the right of initiative of civil society (see also Chapter 5).

The 2012 strategy paper lists 11 points that should serve as the strategic orientation of Engagement Global (see Figure 12).

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[21] With regard to evaluation question B.1.4 (To what extent has the paradigm shift in development policy associated with the Sustain-able Development Goals (SDGs) had an impact on the target system and the work of Engagement Global?

Figure 12   **Strategic reform elements, approaches and goals of the strategy**

Strategic reform elements and approaches (11-point programme)	Mission and objectives of the strategy
(1) Revision and further development of the funding instruments (2) Information and advice: Mitmachzentrale as central contact point (3) Lateral thinking - winning new partners (4) From niche to the mainstream of society (5) New media and socialisation areas (6) Strategic role of the federal states (7) Municipalities as a motor for engagement (8) Strengthening and expanding development education work (9) Strengthening the culture and instruments of acknowledgement (10) Professionalisation and quality assurance (11) Cross-programme coordination (engagement mapping)	➢ Double the number of people currently engaged in development policy in Germany over the next 5 years from the current estimated 1 million to 2 million. ➢ Establish a service point which, as a service provider, dynamically generates ideas, innovations, initiatives, actions and synergies and takes up and supports the ideas of its stakeholders. ➢ Supporting civil society organisations to be more impact and results-oriented in their programme and project planning. The effects and results of project work are more visible. Responsibility for results lies with civil society organisations in Germany and their partner organisations in developing countries. ➢ By strengthening and promoting civil society in Germany, civil society in developing countries is strengthened in terms of competent contact persons, watchdogs and impulse generators for the governmental and administrative institutions and as efficient actors for development cooperation. ➢ Supporting and disseminating global learning in Germany in order to increase the acceptance and anchoring in society and politics as well as coherence in the policy fields relevant for the partner countries and to open up perspectives. ➢ Motivate donors, entrepreneurs and companies that (want to) engage in charitable work to be even more strongly involved in development policy and also win them over to direct cooperation with NGOs. ➢ Mobilise older people and fellow citizens with a migration background as population groups with special potential for engagement. ➢ In the future, other target groups (e.g. the private sector) should also be encouraged to become more involved in development policy.

Source: own illustration based on BMZ (2012)

This 11-point programme is only loosely related to the 2012 strategic objectives outlined above, which themselves have a very limited logic of coherence. An overarching quantitative objective (increasing the number of engaged people from 1 to 2 million) is alongside objectives that focus on addressing new target groups (donors, entrepreneurs, older people, other target groups such as the private sector) and those that address key areas of action of Engagement Global (improving the impact and results orientation of NGOs implementing development projects, strengthening civil society organisations in partner countries via NGOs in Germany, global learning).

Apart from the 11 points mentioned above, the strategy does not specify how it will be implemented. The suggestion of the Board of Trustees to give the strategy paper a time frame, including an implementation plan (3-5 years), was not taken up by the BMZ (Doc. 30). This may have contributed to the fact that the implementation of this strategy was never systematically reviewed or verifiable. Such monitoring would have been of particular interest with regard to action point 1 (revision and further development of the funding instruments), as the BMZ had announced that it would "review its funding programmes with the aim of achieving better effectiveness, efficiency and accuracy of fit for different groups of actors" (BMZ, 2012, p. 9).

The 2015 action programme does not explicitly refer to the 2012 strategy. Consequently, there is no evidence that a stocktaking of the state of implementation of the 2012 strategy was the starting point for the action programme. At the same time, the action programme names three focus areas that were probably derived from the analysis of previous experience in the work of Engagement Global (BMZ, 2015, p. 10), but are not explicitly mentioned as learning experiences:

1. facilitate orientation, make engagement visible
2. strengthen associations and municipalities as places of engagement
3. attract new people willing to engage

Further links between the strategy papers can be assumed, such as the strengthening of associations and municipalities as places of engagement, which also plays an important role in the 11-point programme. This also applies to the third focus area (attracting new people willing to engage), which is the most important in the action programme. It is surprising that action point 1 of the 2012 strategy paper (revision and further development of the funding instruments) now reappears as a sub-point under the second focus area (associations and municipalities as places of engagement)[22], whereby this should not only address the strengthening of associations and municipalities, but the work of Engagement Global as a whole.

Since no explicit reference is made to the 2012 strategy, it is to be assumed that the action programme does not replace or update the 2012 strategy, but that both strategies are still to be regarded as guidelines for Engagement Global. This has since been confirmed by the BMZ. In contrast to the 2012 strategy, the action programme provides an outlook on the development of a concrete implementation plan, which should be drawn up together with the actors concerned (BMZ, 2015, p. 15). There are no indications that this has happened.

2.1.2 The importance of targets and rolling business planning

The targets are set by the BMZ for the management of Engagement Global, with variable time frames for their achievement. They relate to the strategic objectives (see Section 2.1.1), but are not derived in a comprehensible manner[23], and are relatively generally formulated for central divisions. The analysis of the internal targets (Doc. 109-110) showed, for example, that they are formulated for the selected central divisions and specified on the basis of indicators, which only partially cover the formulation of the targets. The indicators usually describe measures to be carried out, the implementation of which in turn is

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[22] "We are working on a further optimisation of existing funding criteria and instruments, including the further acceleration and - where appropriate -harmonisation of application and administrative procedures". (BMZ, 2015, p. 11).

[23] Further BMZ goals for Engagement Global are described in the strategy paper "Engagement Global – Rückenwind für Entwicklungs-engagement" and in the action programme "Civic Engagement" (Doc. 110). Which "other objectives" are referred to here is not elaborated.

documented with an indicator.[24] In some cases, these are measurable and verifiable, but in others they are formulated in such a way that it is not possible to see what is actually to be achieved by a certain point in time. In the vast majority of the indicators it is not possible to relate them to a baseline. This can be explained by the initial constellation for the work of Engagement Global, which was not represented by a systematic baseline study.

Using the instrument of targets, the BMZ also determines the target groups on which Engagement Global should concentrate. However, this only refers to a section of the target groups actually addressed by Engagement Global, which are largely determined by programme-based funding decisions. This in fact results in a broader spectrum than the target groups specified in the targets. In this context, the targets are aimed more at increasing the number of engaged people or their organisations, e.g. municipalities or associations, addressed by Engagement Global.

All in all, there is an area of conflict between the control of the overall organisation of Engagement Global through the setting of targets and the programme-based control through use of funds statements and specific instructions from the respective directorates. Inconsistencies are regularly observed here. For example, the 2017/2018 targets set a stabilisation of staffing levels as an objective, while at the same time making demands that required additional staff (Doc. 114). In this respect, BMZ-internal coordination has not proved sufficient to ensure consistency between use of funds statements and targets (see Chapter 3).

Apart from conflicts between the overall organisational steering through target-setting and programme-based steering, areas of conflict within the overall organisational steering have recently arisen with the formulation of eight strategic direction statements (SDSs) in the context of a monitoring and evaluation framework. The SDSs and the targets do not relate to each other systematically enough to promote coherent overall steering (see Section 2.1.3).

In the meantime, the BMZ has been considering whether to relate the targets more closely to the SDSs (I 70). At the same time, the Board of Trustees (see Section 3.4), which can always comment on the targets at the draft stage, has given considerable impetus in this regard. However, there are no indications that this advisory input had a substantial influence on this.

The targets can also be found in the rolling business planning[25] to which Engagement Global is committed under the articles of association (Doc. 105). However, there are also targets at operational level, formulated as SDSs, covering the following areas (Doc. 115): (1) impact, (2) target groups and partners, (3) staff, (4) finances/resources and (5) processes. These SDSs are unrelated to the targets. These strategic direction statements tend to be understood more as a "target storage" (Doc. 115, p. 8), which relativises their de facto significance for the implementation of corporate planning.

The specification of rolling business planning assumes a scope of action for the organisation which is not given in view of the existing specifications on a cross-programme level, but above all with regard to the various programmes and services. In this respect, rolling business planning has in fact little significance for the overarching steering of the work of Engagement Global.

2.1.3 Importance of strategic direction statements

The term "strategic direction statements" was not first coined in connection with the development of the M&E framework. It was already used in rolling business planning (2013-2017 and 2014-2018) (Doc. 116-117). In some cases, substantive links can be identified between these SDSs and the ones developed in the context of the M&E framework.

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[24] As the targets are confidential internal documents, these statements cannot be substantiated by references to the text.

[25] As part of the revision of the articles of association of Engagement Global on 22 July 2019, the rolling business planning has been dropped with the approval of the Federal Ministry of Finance (Doc. 138).

As a basis for impact-oriented monitoring of Engagement Global, the SDSs should enable statements to be made on key areas of impact in the context of the M&E framework (Doc. 73). Without the SDSs, there would have been no cross-organisational reference points in the sense of a target system to which organisation-wide aggregated monitoring results could have been related. The SDSs show references to the strategic objectives (see Section 2.1.1). However, these references are not made explicit. The SDSs cannot always be traced back to targets already defined in the strategy papers of 2012 and 2015. This applies, for example, to SDS 5 ("Engagement Global contributes to strengthening and expanding the landscape of non-governmental organisations implementing development projects") and SDS 7 ("Engagement Global offers suitable platforms for networking and mutually reinforcing the programmes/projects it implements").

With regard to the classification of SDSs, the M&E framework emphasises[26] that they are "target fields" and not "concrete targets in the sense of states to be achieved within defined periods of time". This is due to the fact that SDSs describe "highly aggregated changes", to which Engagement Global makes only indirect contributions in some cases and to which significant contributions from other actors, e.g. NGOs, must also be considered. In this respect, the SDSs do not constitute a "system of targets [...] that could be verified by a performance review as defined in the German Federal Budget Code". The SDSs have a provisional character and thus a limited orientation function. They must be supplemented by "qualitative considerations" in order to give them greater weight in the sense of binding target formulations.

Implementation of the M&E framework has not yet progressed to the point where these qualitative considerations have already been made. On the basis of the first monitoring report presented in April 2019, this conclusion is admissible (Doc. 96; see also Section 2.3.5).

As already mentioned in Section 2.1.2, the BMZ is considering aligning the targets more closely with the SDSs. There has also been an initiative by the Board of Trustees to this end (Doc. 32). In view of the fact that SDSs have not yet been further developed or specified, the prospects of success in this regard are limited. A systematic linkage can only be considered promising once this has been done. It should also be noted that the targets continue to refer to the two BMZ strategy papers (BMZ, 2012, 2015), even if, as explained in Section 2.1.1, no plans have been drawn up for their concrete implementation.

In conclusion, while various types of strategic guidelines exist, a coherent strategic framework for the work of Engagement Global still needs to be established. In the view of the evaluation team, the aforementioned lack of coherence with regard to guiding strategy papers has made the evaluation of Engagement Global considerably more difficult.

2.2 Legal and organisational framework for the work of Engagement Global

2.2.1 Legal framework

Engagement Global is a corporation under private law and was founded as a non-profit limited liability company on 1 January 2012. The BMZ represents the sole shareholder, the Federal Republic of Germany. The company's main purpose is to fund development cooperation and development education as well as civic and municipal engagement (Doc. 105).

The organs of the company are the management board and the general meeting. In December 2018, it was announced that a supervisory board would be set up as an additional body because the number of employees generally employed as of October 2018 exceeded 500 (Engagement Global, 2018b). From this number of employees onwards, employees must be granted the right of co-determination on the supervisory board in accordance with § 1 of the Drittelbeteiligungsgesetz (DrittelbG - German One-Third Participation Act). The supervisory board was implemented in 2019.

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[26] The following quotations are from the internal document "Monitoring and Evaluation. Framework for Engagement Global" (Doc. 73). It has not yet been conclusively clarified to what extent this document can be cited.

While the GIZ works on behalf of the BMZ under a contract procedure, Engagement Global implements programmes on behalf of the BMZ under a grant procedure and provides certain services, also on a grant basis. The BMZ uses Engagement Global as an organisation under private law to perform public tasks. In recent years, the BMZ has transferred further ministerial tasks to Engagement Global, such as the administration of bengo, and privatised them accordingly.

Engagement Global receives institutional and project funding through grants and is therefore subject to federal budget law. Accordingly, the German Bundestag controls the budget funds and the Bundesrechnungshof (BRH - German Supreme Audit Institution) is authorised to audit. As a result, the "Principles of good corporate governance and participation management at federal level" (BMF, 2009) apply to the BMZ and Engagement Global. Part A of "The Public Corporate Governance Code of the Federal Republic of Germany (PCGK)" is particularly relevant to Engagement Global. In 2019 the diverse programmes received their financing through 11 items and institutional funding through two items of the federal budget (see Table 5). In the latter case, the institution as such is funded (BRH, 2017, p. 24). Budget items can be used to finance several or individual programmes. Funding may be allocated to one or more departments.

As a grant recipient, Engagement Global is part of the public legal sphere and, through the conclusion of transfer agreements with grant recipients, also of the private legal sphere. In its funding activities, Engagement Global applies the guidelines and general and special provisions of the German Federal Ministry for Economic Cooperation and Development (BMZ) and is subject to further conditions in the respective programme-specific use of funds statements. The organisation is thus subject to the funding laws and implements them with regard to the final beneficiaries, i.e. key elements of the BMZ use of funds statements form the basis for the content of the private-law contract with the grant recipient. The model contract must be agreed with the BMZ. Furthermore, Engagement Global checks interim and use of funds statements of funded projects.

An expert legal opinion was commissioned to answer two questions relating to funding law (Battis und Gniechwitz, 2019). These are to be seen in the context of the legal framework. Thus, the question arose as to whether Engagement Global can be given the power of decision on the selection of project applications by the BMZ in the current organisational structure. In the opinion of the experts, this can be affirmed. Furthermore, the experts concluded that the BMZ was free to determine the amount of the own funding contribution of the NGOs, while respecting the principle of subsidiarity (see Box 8).

Table 5   **Financing of the programmes and institutional funding of Engagement Global from budget item**

Federal budget: Chapter/Item	Item description	Programmes/institutional funding	Department	Division BMZ
2302/687 72	Civil Peace Service	ZFD	1	223
2302/687 74	Development volunteer service	ASA, DAJ, ww	1	Z32
2302/687 01	Development partnership with the private sector	SES	1	Z32
2302/684 71	Development education	AGP, BtE, ENSA, FEB, global development (school competition, song contest, BNE/ESD, school programme EBI, EBD, CdW), PFQ	2	Z34
2302/685 71	Funding of municipal engagement	SKEW	3	Z33

Federal budget: Chapter/Item	Item description	Programmes/institutional funding	Department	Division BMZ
2302/687 76	NGOs implementing development projects	bengo, TKZ	4, 1	Z30
2310/896 31	"One World No Hunger" initiative	bengo	4	Z30
2310/896 32	BMZ Special Initative "Tackling the root causes of displacement, reintegrating refugees"	bengo, ZFD	4, 1	Z30, 223
2310/896 34	BMZ Special Initative on Training and Job Creation	bengo	4	Z30
2301/687 01	International climate and environmental protection	bengo, FKKP	4, 3	Z30/Z33
2301/687 05	Funding of the media, access to information and freedom of expression in cooperation countries	bengo	4	Z30
2302/685 01	Operations	institutional funding		Z32
2302/894 01	Investments	institutional funding		Z32

Note: EBD = Programme for Development Education in Germany
Sources: Doc. 15, 106; Engagement Global (2019a, 2019b)

2.2.2 Organisational framework

The BMZ is responsible for steering the federal participation of Engagement Global and its financing through programme-related and institutional grants (see Section 2.2.1). For its part, Engagement Global acts on behalf of the BMZ. This is stated in the partnership agreement and is communicated, for example, on the Engagement Global website and in printed media by the funding logo "on behalf of the BMZ". However, this is not a contractual relationship resulting from a public mandate. This would result in an exchange of services (BRH, 2017, p. 21 ff.).

At the BMZ, the departments of Engagement Global are assigned to so-called mirror divisions(see Table 5). As of 1 January 2019, the following assignment applies (Doc. 107):

- Department 1 "Exchange and Sending Programmes" - BMZ division Z32 "Civic Engagement, welt-wärts, Engagement Global" and division 223 "Peace and Security, Disaster Risk Management
- Department 2 "Education Programmes, Funding of Domestic Projects" - BMZ division Z34 "Development Education"
- Department 3 "Service Agency Communities in One World" - BMZ division Z3 "Federal States, Local Authorities
- Department 4 " Consultancy Service on International Projects - bengo" - BMZ division Z30 "Policy Issues of Cooperation With Civil Society, Private Organisations"

BMZ division Z32 primarily performs coordination and steering tasks with regard to Engagement Global as an institution. Regular meetings between the BMZ and the management of Engagement Global take place at the initiative of the institutional division, in which other directorates responsible for Engagement Global also participate as required. In addition, the resolutions of the general meeting and the rules of procedure for the management board set a framework for action for Engagement Global. Until 2015, the management board consisted of two persons, since then it has consisted of one (see Figure 9 in Section 1.4). Since its establishment in 2019, the supervisory board has also advised and monitored the management board. A board of trustees with representatives from civil society, municipalities, the federal states and the private sector advises the management board and the BMZ (see Section 3.3).

Engagement Global emerged in the context of a stronger bundling of a fragmented structure of German development cooperation (Stockmann et al., 2016, p. 531). As a legal form, the BMZ chose a non-profit limited liability company with the Federal Republic of Germany as sole shareholder, i.e. without the participation of civil society. An alternative legal structure would also have been conceivable. Constructs similar to the project management agencies that administer funding programmes on behalf of the German Federal Ministry of Education and Research (BMBF) and other ministries on a contract basis - in some cases in competition with each other - could have been conceivable, either as commissioned project management agencies or as purely civil society organisations. The data collected in the course of the evaluation did not reveal any indications that there is an urgent, fundamental need for action to change the current structure.

Economic aspects

At Engagement Global, the principles of efficiency and economy are strategically anchored through the use of public funds in accordance with § 7 of the German General Administrative Regulations for the Federal Budget Code (VV-BHO) (Engagement Global, 2019d), and the BMZ also emphasises this aspect in its targets, without, for example, stating concrete values for an administrative cost component. The current sustainability report states that Engagement Global aims "to ensure that as much of the funds as possible go to the projects and are used as little as possible for administrative tasks" (Engagement Global, 2019d, p. 28).

If we take the sustainability report from 2017, according to which 85 percent of the funds were used to implement projects (Engagement Global, 2017b, p. 23 f.), the "administrative costs in the broader sense" of the organisation as a whole amounted to 15 percent of total expenditure. On request, Engagement Global was unable to provide data on either direct and indirect administrative costs in total or on programme-specific costs (Doc. 45). This is understandable from a programme-specific perspective, as Engagement Global does not carry out cost and performance accounting (Doc. 45), so that it is not possible to allocate costs precisely. Correspondingly, it was not possible to make any statements on economic efficiency in the bengo and FEB case studies.

The evaluation team then used various proxies to attempt to approximate the administrative costs of the overall organisation and for the programme area (see Figure 21 and Figure 22 in Section 8.4.1of the Annex). The proxy "administrative costs" confirms the above-mentioned value from 2016, but does not go far enough. A corrected proxy was calculated considering the funds under the budget item "NGOS implementing development projects", which are managed directly by the BMZ although the respective applicants are

advised by Engagement Global. The corrected proxy results in a virtually unchanged share of administrative costs of around 11 percent from 2012 to 2018. Normal proxy and corrected proxy have been converging more and more since 2016 because Engagement Global is increasingly administering BMZ funds from "NGOS implementing development projects" (see Figure 17 and 18 and Figure 21 in Section 8.4.1 of the Annex). In the view of the evaluation team, the share of administrative costs for the overall organisation determined on the basis of the two proxies is appropriate.

Nevertheless, it must be noted that the lack of a cost and performance accounting system (CPA) prevents further analyses of economic efficiency at programme level. In the opinion of the evaluation team, the not inconsiderable effort required for the implementation and ongoing execution of the CPA (Doc. 129) is likely to be more than offset by the advantages such as the creation of cost transparency, increased cost awareness, strengthening of individual responsibility, comparability between administrations (bench-marking), optimisation of process organisation and supplementary and special information for managers (BMI and BVA, 2018, p. 345). Otherwise, the CPA complies with the recommendations of the Public Corporate Governance Code of the Federation (BMF, 2009, p. 27).

Administrative classification

Since the beginning of the 1990s, the paradigm of New Public Management has found its way into the administrative discourse in Germany. In local government in particular, the concept of the "New Public Management Model" was first implemented, which propagated a stronger service orientation in a competitive market environment, a focus on core tasks, privatisation and, where possible, market-based execution of tasks and provision of services (see Table 6) (Richter, 1996). Control is achieved by means of contracts.

At the state level, the buzzword "lean state" was coined (Bogumil und Jann, 2009). This concept means - at least in some service areas - a departure from the classic model of a public administration, which corresponds to a rational organisation in the sense of Max Weber and has the following characteristics: (a) a detailed and permanent allocation of responsibilities, (b) a commitment to law and internal administrative rules, (c) a written form of administrative decisions, (d) a concentration of all responsibility and powers at the top of an authority hierarchy and (e) a commitment to annual budgets adopted by parliament (Rudzio, 2000, p. 461).

Table 6   Aspects of Public Management, New Public Management and New Public Governance

Paradigm	Theoretical sources	Focus	Control mechanism	Basis of values
Public Administration	Political science, public order	Policy implementation	Hierarchy	Public administration ethos
New Public Management (new control models)	Economics and business administration	Service input and output	Market and classical and neoclassical contracts	Effectiveness of competition and market
New Public Governance	Organisation sociology and network theory	Service processes and outcomes	Trust and relationship-oriented agreement	Neocorporatism

Source: own illustration based on Osborne (2006, p. 383)

Engagement Global was established as part of the structural reform of German DC organisations in 2011 and aimed to "overcome the organisational fragmentation in German development policy" (Stockmann et al., 2016, p. 532). Whereas at the predecessor institutions InWEnt and DED, civil society organisations were still represented as shareholders in the non-profit limited liability companies - the DPWV, for example, was responsible for bengo - at Engagement Global, the reform led to the bundling of development cooperation

in state hands without civil society participation. This step was criticised accordingly by civil society (VENRO, 2013).

On the other hand, the BMZ did not follow the "New Public Management" paradigm in its structural reform. For example, it did not follow the contract model of having services such as the administration of development programmes performed by competitively determined contract partners (Schedler, 2007) (see Table 6). This means that Engagement Global does not have to apply to the BMZ with other competitors for contracts to implement funding programmes, as project executing agencies at the BMBF do, for example, to implement research funding programmes (BMBF, 2018, p. 66; German Bundestag, 2011). This is also not a matter of course because the introduction or strengthening of competitive elements in research and innovation policy took place almost simultaneously with the BMZ structural reform. The establishment of Engagement Global should rather be understood within the meaning of "New Public Governance". It now forms the new framework for traditional public management and new public management, emphasising cross-organisational networking and processes and outcomes (see Table 6) (Dickinson, 2016; Osborne, 2006).

Due to its legal form as a non-profit limited liability company, Engagement Global could be understood as a third sector organisation (Reichard, 1988a; Schaad, 1995; Wex, 2004). The third sector is "limited and formed by the poles of state, market and community or family" (Zimmer und Priller, 2001, p. 13). Reichard (1988a, 1988b) classifies third sector organisations into four types on the basis of five characteristics (autonomy, the centrality of values, informality, solidarity and direct exchange): (a) "autonomous public body", (b) "state-supplementary institution", (c) "conventional non-profit organisations" and (d) "alternative bodies". From (a) to (d) the proximity to the state decreases. Autonomous public bodies" include public universities or public broadcasters. Engagement Global could be classified as a "state-supplementary institution", i.e. an intermediary organisation or so-called Quango (quasi-nongovernmental organisation). The German Academic Exchange Service (DAAD), for example, belongs to this group. However, because of its shareholder structure, Engagement Global also has very little autonomy or a high degree of proximity to the state, which is reflected in the fact that it is bound by instructions from the BMZ (see Section 2.3 and Chapter 3). In the view of the evaluation team, Engagement Global must therefore be seen as part of the public sector and not the third sector.

Engagement Global was established as a new service centre for development initiatives (BMZ, 2012). This target group orientation gives the impression of an agency or quasi-governmental organisation (Jann et al., 2013, p. 80 f.). However, an "agency" is defined exclusively as a public body (Pollitt et al., 2005, p. 10), which does not apply to the legal status of Engagement Global. In its current form, Engagement Global could be described as an "administrative satellite" of the BMZ, following Schuppert (1981), but on the edge of the third sector and as part of the state sector (see Figure 13). Ultimately, it is a part of the non-ministry federal administration in private law form, where the sole owner's right of direction is decisive for governance (Bogumil und Jann, 2009, p. 95).

This form of privatisation does not constitute a material sale or "denationalisation" in the sense of Zohlnhöfer (2001). However, the legal construct does in principle allow Engagement Global greater lee-way for decision-making than is currently granted by the BMZ (see Chapter 3). In this sense, the chosen model must be distinguished from a purely dependent administrative assistant (Battis und Gniechwitz, 2019).

Figure 13   **Where Engagement Global is positioned within the structure of market, state, family and society**
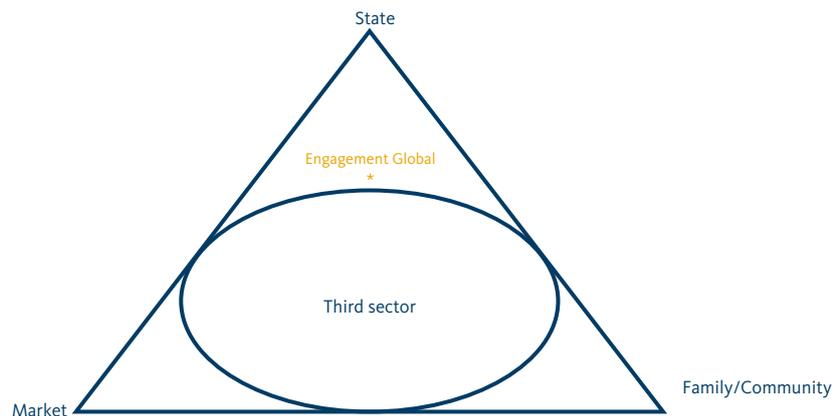
Source: own illustration based on Zimmer und Priller (2001, p. 13)

The establishment of Engagement Global did not follow the paradigm of New Public Management, but led to a bundling of programmes and services under state aegis and can thus be seen as part of the development summarised under the heading of "New Public Governance". Despite its non-profit organisational form, however, Engagement Global can hardly be regarded as part of the third sector. There is still lee-way for independent funding decisions, and consequently the efficiency gains made possible by the chosen form of organisation do not appear to have been fully exploited either.

2.3   Internal structures and processes

In this section the results for the following evaluation questions are presented.[27]

B.2.1 To what extent are the structures and processes within Engagement Global appropriate for the delivery and implementation of programmes and services?

B.2.2 To what extent has synergy been achieved between the various services and programmes of Engagement Global?

B.2.4 To what extent have appropriate institutional learning mechanisms been developed and embedded within Engagement Global, for example through monitoring and evaluation? To what extent is innovation promoted?

2.3.1   Growth and staffing situation

Introduction

As explained in Section 1.4, the development of Engagement Global in recent years has been characterised by a strong increase in funding and the resulting increase in staff. This has resulted in a tight staffing situation with a comparatively high proportion of fixed-term employment contracts and increasing staff turnover.[28] This is concealed behind the term "staffing situation", which is repeatedly used in the surveys. The survey

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[27] The evaluation question B.2.3 (What factors support or inhibit the performance of the overall organisation?) is not explicitly ad-dressed here, because the respective supportive and inhibiting factors are addressed in the presentation of the results for the three evaluation questions mentioned.

[28] This includes moving to another position within Engagement Global as well as leaving the organisation at the end of a fixed term contract.

results presented below are based on group discussions and interviews with Engagement Global managers at various levels. The findings of the survey of all employees and relevant documents were also considered.

Main findings of the surveys

The strong growth in funding and personnel is seen by managers and staff alike as an increase in the importance of the work of Engagement Global (staff survey; GD 86-88; I 89, 92, 104). At the same time, it is positively perceived that the establishment of permanent project posts has led to a significant easing of the staffing situation, i.e. the ratio between fixed-term and permanent employment contracts.

Box 2	Establishment of permanent project posts

The establishment of permanent project posts was a response to the growing disparity between permanent and temporary employment as the growth of temporary project posts and project staff accelerated. As the programmes grew, it became increasingly difficult to make reliable fixed-term forecasts in terms of labour law, so that individual employment contracts threatened to expire while at the same time more and more staff were needed. There was a danger of having to recruit a large number of employees on fixed-term contracts for two years without any reason and then having to replace them again. The result was growing insecurity among the employees, with corresponding consequences for job satisfaction and fluctuation. This imbalance has been corrected by the approval of additional institutional posts by the Bundestag's Budget Committee and by the establishment of permanent project posts, which the BMZ and the German Federal Ministry of Finance (BMF) have meanwhile agreed to.

The 2015 staffing needs assessment and its update (Doc. 3) has proved its worth overall from the point of view of the managers of Engagement Global (I 89, 97, 99). This is mainly due to the fact that the staffing needs assessment's justification of personnel requirements to the BMZ has a more conclusive basis than if additional personnel requirements had to be justified for specific programmes or activities. Although the continuous updating of the staffing needs assessment involves additional effort, it can now be regarded as a well-established process.

However, some managers are also critical of the strong growth in staffing levels because it is not a process strategically controlled by Engagement Global, but rather one induced by the budget decisions of the Bundestag and the BMZ ("doomed to growth") (I 89, 97-98, 103). In addition, the strong growth in staff numbers was associated with organisational "growth pains", which was reflected, for example, in a more or less large gap between approved and actually filled positions.[29] Documentary analysis has shown that there are delays between the approval of additional staff and their actual deployment, which are linked, for example, to the recruitment process but also to the training period for new staff (Doc. 25).

In this context, the managers also address the role of the Human Resources Department (Z2), for which the large number and frequency of additional appointments to positions represents a permanent challenge (see also Section 2.3.6). It is seen as a shortcoming that, due to the strong growth of Engagement Global, it has not yet been possible to develop a digitalised Personnel Management System (PMS) for the entire organisation or a binding personnel development concept (GD 87-88; I 81, 102) (see also Section 2.3.3). The growing number of fault reports - especially with regard to staff divisions 1 and 3 - shows (Doc. 4-6) that special efforts were required to cope with the increasing tasks in the programme areas due to the growth of Engagement Global (see also Section 2.3.6). With regard to the so-called growth pains, some respondents point out that organisational and management issues are now dominating the agenda to a much greater extent than before, at the expense of content exchange (GD 88; I 81) (see also Section 2.3.4).

There is a widespread desire for institutional consolidation among some managers, especially in areas with interdisciplinary functions (I 83, 92, 97, 103). This is linked to the expectation that processes and structures

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[29] This gap cannot be quantified meaningfully as a snapshot. It would have to be shown over time, since new funding decisions and the personnel approved as a result of these decisions are subject to constant change.

can be set up well and reliably in order to achieve more efficient task fulfilment in the medium term. To this end, it is necessary to ensure that additional requirements with regard to increased or expanded services from Engagement Global do not lead to short-term changes in processes and structures to the same extent as before. At the same time, however, there are concerns that the desire for consolidation formulated by the BMZ could be perceived more as a self-reflection of Engagement Global, which would lead to an undesired loss of importance in the medium term.

The "growth and staffing situation" was also addressed in the Engagement Global employee survey. The majority of those interviewed were critical of the strong growth.[30] The main criticism in this context is that the increase in funds has led to the addition of new areas of responsibility without there being enough additional staff to carry them out. It is emphasised that when new staff are recruited, capacities for induction training are initially tied up and relief is only achieved after a delay. Moreover, the restructuring measures associated with growth would entail additional coordination work (see Section 2.3.2). Employees also see too little room for consolidation of the changes in the organisational structure resulting from the financial and personnel growth. At the same time, those who view the increase in funds and personnel positively emphasise that the establishment of permanent project posts has actually brought about a reduction in workload. A positive assessment of all this is that the importance of Engagement Global has increased overall as a result of the expansion.

Assessment

Engagement Global was able to meet the requirements, which resulted from a considerable increase in funds and thus also in personnel, with a high level of commitment and the personal dedication of all those involved. A major contribution to this was made by the fact that the staffing situation could be eased by setting up permanent project posts. However, this process was associated with "growth pains", the effects of which are still being felt. These can be seen in the challenges of the job-clearance process as well as in the remaining gap between approved and actually filled positions.

The explicit need for institutional consolidation can also be seen in direct relation to the "growth pains". Weighing up the risks that institutional consolidation would entail, the evaluation team believes that the benefits outweigh the risks. Due to the possibly lower development budget growth and the development work already done, it can be assumed that Engagement Global is now entering a phase of institutional consolidation. This offers Engagement Global the opportunity to adapt structures, processes and procedures to the changed circumstances and thus to be better prepared for new requirements by the BMZ.

2.3.2   Adjustments in the organisational structure

Major changes in the organisational structure

The changes in the organisational structure of Engagement Global are mainly induced by financial and personnel growth. The following discussion focuses on the changes after 2016, as that year an externally supported consultation process (Doc. 7) resulted in a proposal for a new organisational structure to the BMZ (Doc. 8). This was implemented as of 1 January 2017.

A decisive change resulted from the fact that the staff divisions and the MMZ were no longer directly assigned to the executive management, but bundled in a separate staff division. Another major change was the establishment of a new specialist department "Service Agency Communities in One World" (Department 3) (Engagement Global, 2017d). This had become necessary due to the strong interest of the BMZ management in expanding this area of activity with additional funding subsequently provided.

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[30] Of those who used the open responses, 187 were critical (including multiple answers) and 136 positive (including multiple answers), emphasising the opportunities offered by growth.

However, the changes in the organisational structure effective from 1 January 2017 only represented an interim stage, as new challenges arose in view of the continued growth in funding and personnel. These were due to overstretched spans of control of managers within the existing departments.[31] In order to meet these challenges, particularly in the department responsible for bengo, an additional hierarchical level was created in the sense of a transitional arrangement by setting up group management within departments with technical and disciplinary management functions. The further increase in resources and personnel then logically led to the establishment of bengo as an independent department with effect from 1 January 2019 (Engagement Global, 2019g).

However, the financial and personnel growth also led to changes in Departments 2 and 3, which were reflected in the division of departments. In order to avoid further division of departments in view of the increasing spans of control of managers in some cases, it was decided at the GL-Runde (executive committee meeting) to introduce group management in these departments (Doc. 9). Employees prefer this step to a division of the department. However, this creates additional challenges in terms of internal communication within the department.

Main findings

The managers of Engagement Global consider the changes in the organisational structure as a whole to be sensible and productive (GD 88; I 81, 83-84, 97). However, they make it clear that the process cannot be regarded as complete. The expected increase in funds will lead to new challenges. In the event of a possible reduction in funding, which cannot be ruled out on the basis of medium-term budget planning, some jobs could be cut in the coming years (BMF, 2019).

Communication and the flow of information are rated positively overall by the managers interviewed (I 85, 89, 95, 98-99). It is pointed out that it is not sufficient to rely only on "standard communication procedures". In many cases it is therefore supplemented by informal communication. The changed organisational structure brings with it the challenge, especially in the departments with group management, of maintaining vertical communication and information flows in good quality (I 138, 162). With regard to internal communication within departments and divisions, horizontal communication is less problematic in comparison. The situation is different for interdepartmental communication. Please consult Section 2.3.4 for further details.

Assessment

Engagement Global was able to adequately meet the requirements resulting from the substantial increase in funding and personnel, also due to the changes in its organisational structure. This can be seen on the one hand in the fact that, on the basis of an externally supported restructuring process, significant changes to the organisational structure were implemented on 1 January 2017. This assessment is also supported by the fact that the adjustment of the organisational structure was subsequently understood and implemented as a continuous process of change.

The described changes in the organisational structure always have implications for the area of conflict between programme- or department-based steering and overall organisational governance. This refers to the organisational problems discussed in the following sections.

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[31] The guiding principle for management here was that a department should not have more than 15 employees, taking into account the management capacities of superiors (Doc. 10). In the relevant management literature, the upper limit is 15 employees; if there are more than 15 employees, the departmental management's performance of management tasks becomes too much of a burden (Schmidt, 2009, p. 236).

2.3.3   IT support

Introduction

The IT unit is one of the main cross-organisational support systems for the specialist work of Engagement Global and is thus a central component of the system element "technical aids" in the Weisbord model. Since the foundation of Engagement Global, the intention was to develop and install systems that could be used by different programmes in order to create a positive synergy effect in relation to the founding purpose of Engagement Global (see also Section 2.3.4).

Particular attention was paid to increasing the efficiency of the funding and resource transfer programmes implemented by Engagement Global. Since 2013, for example, Engagement Gobal has aimed at both standardising and reducing the workload in the implementation of various funding programme by introducing software for process and application management (PAM) (Doc. 11). The aim was also to make the funding and transfer programmes as user-friendly as possible (see also Chapter 4).

Main findings

In the following, the introduction and use of PAM is described and evaluated. The focus is on the area of conflict between programme-based and overall organisational steering, which is characteristic of Engagement Global. In this respect, the presentation contains an excursus into the case study of the ZPS. The findings refer to the analysis of documents and interviews with executives of Engagement Global and employees of various directorates at the BMZ.

With regard to PAM, the BMZ and the executive management of Engagement Global decided to develop their own system in 2013 after an unsuccessful attempt to introduce standard software. For this purpose, the configuration was initially designed for two programmes of Engagement Global (bengo, FEB), and then, in a next step, the adaptation experiences were used to develop a general application. However, this facilitated the tendency to concentrate efforts on achieving a programme-specific fit of the software. When this was then achieved – with some limitations – for bengo and the FEB[32], it became obvious that the transferability to other programmes was no longer given (I 94, 98, 138, 162). A report commissioned by Engagement Global 2017 confirmed the finding that the software no longer had the necessary flexibility to meet the requirements of different programmes (Doc. 11).[33]

The following reasons led to this unintended constellation:

- There were control deficits in the overall process right from the start, so that – in retrospect – the strategy and the overall architecture can be described as inadequate, for example because the so-called control committee set up at the beginning of the project had no function in practice. It was only when the above-mentioned expert report was carried out that this body was revived as a "steering committee" (Doc. 11).
- The steering impulses from the BMZ were not uniform (see also Chapter 3). While the institutional division was keen to work towards a broader application of PAM, the directorates responsible for bengo (110 and Z30 respectively) favoured the development of programme-specific solutions (I 49, 54, 69-70, 77; Doc. 12). As a result, the BMZ's overall objective of using PAM to establish an efficient data transfer between the BMZ and Engagement Global that includes all funding programmes was only achieved to a very limited extent.
- Project management by the department responsible within Engagement Global proved to be only partially effective and efficient in view of the challenges of this complex project (I 94, 98; Doc. 11, p. 26). The way in which the cooperation with external service providers was organised played a major role here.

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[32] The distinction is based on the fact that PAM is used by FEB, whereas PAM "basis" was developed for bengo. Here it becomes clear that it was not even possible to find a uniform configuration for the two programmes in which PAM was piloted.

[33] The report also shows that until 2018, approximately 2 million euros were spent on the introduction of PAM. For the finalisation of PAM, further funds of 0.6 million euros are estimated (I 200).

To this extent, a newly established department in the central division (Z6) was entrusted with the continuation of the project starting in 2019.

In the meantime, the course within Engagement Global has been set in such a way that instead of the comprehensive introduction of PAM, a more easily configurable, user-friendly software to administer project funding (FÖPRO) has been put out to tender on the IT market. The BMZ did not endorse this decision until 2018 (Doc. 130), although two years earlier there were already doubts that the goals set for PAM could be achieved (Doc. 13). These doubts led to the decision to have an external expert opinion prepared, the results of which were not available until the end of 2017 (Doc. 11).

When setting up FÖPRO, care should be taken to ensure that the requirements of potential users are considered from the outset with regard to the core processes (Doc. 14); this is an essential lesson from PAM. Nevertheless, a high degree of adaptation of standard software to the specific needs of the individual funding programmes is expected (I 100, 133). The efforts made so far to simplify and standardise the funding regulations of the funding programmes prior to introducing the software, so that the subsequent specific adaptation or cost expenditure is reduced, are considered insufficient (I 133; WS 135-136).

Managers' expectations of FÖPRO are high, but at the same time there is sometimes a sceptical mindset due to the experience with the development of PAM (I 94, 98, 138, 162). A pilot application is planned for the introduction of FÖPRO, probably in spring 2020.[34] In addition to the introduction of PAM, there is functional software support in other areas, such as the MACH system for financial management, the customer relationship management applications for contact, request and event management, and the now unified procurement procedure. From the point of view of managers, effective software support is still lacking in the area of "human resources management" (GD 87-88; I 81, 102).[35]

Assessment

The results have made it clear how the introduction of PAM in the area of conflict between institutional and programme-based steering has been such that the intended overall objectives have not been achieved. However, the programme-related objectives were also only realised to a limited extent. In the end, programme-based steering dominated, which points to deficits in the overarching steering of the introduction process. This applies to the inconsistent steering by the BMZ as well as the lack of coherence in internal steering. This can be seen from the fact that, despite doubts already existing in 2016 about the possibility of reaching the target, the reorientation only took place in 2018.

With a view to the introduction of FÖPRO, one should ask critically to what extent the voluntary use of the software by the various programmes does not perpetuate the deficit of overarching control. The principle of voluntariness foreseeably leads to frictional losses and to parallel systems in which Excel lists continue to be used and will likely be justified by the lack of consideration of programme specifics in developing FÖPRO.

At the same time, making FÖPRO non-voluntary would also entail frictional losses, which are unavoidable when introducing such IT systems. An orientation towards more binding use of FÖPRO could create a strong incentive to take the concerns of the users into account at an early stage. Ideally, the directorates responsible at the BMZ would also make an effort to harmonise their steering impulses with regard to the introduction of FÖPRO. This would also make it possible to take advantage of the opportunity to harmonise the funding programmes in terms of funding regulations and processes in order to reduce the need for subsequent adjustments to FÖPRO.

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[34] The EpIB NRW programme was selected for this purpose.

[35] The tenders for a PMS carried out so far have not been successful. A partial aspect of human resources management has now been addressed with the introduction of a time recording system (ZEUS), although its functionality could only be guaranteed to a limited extent so far.

Box 3	**Excursus: Zentraler Programmservice case study**

The ZPS[36] was initially located as a project in Department 1 and, from 2018, as a separate department in the Z-Division (Z5), which was in line with an internal evaluation recommendation (Doc. 15). The task of the ZPS is to simplify and standardise process steps of Engagement Global and make them more customer-friendly. It should also ensure that the various process steps are carried out as efficiently as possible after a funding application has been submitted. The work of the ZPS, like the introduction of PAM, is thus in the area of conflict between programme-based and overall organisational steering.

With the introduction of PAM, the ZPS should have ensured the central services for all funding and re-source transfer programmes. However, in view of the difficulties encountered, the ZPS initially was focused only on bengo and FEB; wwB, ww, PFQ and Transport Costs Subsidies (TKZ) were added later. The original intention to push ahead with the harmonisation of the support programmes had to be abandoned (I 133). In this constellation, the ZPS can only prove its usefulness to a limited extent. This is expressed in the fact that the majority of the managers interviewed tend to question the relevance of the ZPS because the benefits of its work are not sufficiently clear. However, in the bengo and FEB case studies, the majority of the interviewed NGOs implementing development projects provided positive feedback on the reliability of the ZPS's work.

By largely implementing the recommendations of the internal evaluation (Doc. 15), the ZPS has been able to make its overall functioning more effective and efficient from 2017.[37] However, due to its strong dependence on software development in the programmes of Engagement Global, the central division is in a dilemma: it will only be able to really develop its potential once FÖPRO has been introduced as a binding software support for the funding and resource transfer programmes. It will also be important that the ZPS is more systematically integrated into internal communication and can bring its concerns to the IT steering committee.

2.3.4 Synergy effects and cross-programme cooperation

Introduction

With the establishment of Engagement Global, the BMZ also pursued the goal of creating synergies by bundling various programmes and initiatives under one roof (BMZ, 2012). In 2015, however, this objective no longer played a prominent role when the action programme on civic engagement in development policy was presented (BMZ, 2015).[38] Neither does the five-year review mention synergies or synergy effects (Engagement Global, 2017c). This indicates that synergy effects play a smaller role in the actual work of Engagement Global than the strategic goals of 2012 would suggest. The empirical surveys carried out in the context of this evaluation, which are based on interviews and group discussions with Engagement Global managers and personnel of various BMZ directorates, on the analysis of documents and on the survey of all employees of Engagement Global, substantiate this finding and reveal the reasons for this.

Main findings of the survey

In the interviews and group discussions with executives from Engagement Global, a distinction was made between two types of synergy effects: technical-organisational and content-conceptual synergies. The former refers to the standardisation of processes and procedures, while the latter focus on content exchange and cooperation between different programmes or between different departments. From the point of view

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36 The ZPS was the subject of one of the five case studies carried out as part of this evaluation (see Section 1.2).
37 This was plausibly demonstrated in the workshops conducted with the ZPS team (WS 135–136).
38 See also the comments in Section 2.1.

of managers, the technical-organisational synergy effects have a much higher priority than those related to content and concept (GD 86-88).

Technical-organisational synergy effects would, for example, concern overlapping services for the specialist departments in the financial and legal fields. The standardisation of applications for funding and transfer agreements is mentioned as an example. The BMZ also attaches particular importance to this point (I 70). In this context, the managers of Engagement Global also positively mention the standardised audit of non-governmental organisations implementing development projects (NGOs) carried out by ZPS and the so-called in-depth audit, which is also the responsibility of the central division.[39] The technical-organisational synergy effects would also include the exchange of NGO-related information as well as event-related cooperation including aspects of content (GD 86-88; I 89). Finally, the synergy effects associated with the brand harmonisation process, for which the Communication, Events Department (S2) is responsible within Engagement Global, are also important. The managers interviewed make it clear that there is still unused potential in technical-organisational synergy effects, for example in IT support (see Section 2.4.3) and in the area of human resources management (GD 86-88; I 84, 98).[40]

With regard to the content-conceptual synergy effects, the managers of Engagement Global name a few examples from the field of global learning, but also mention exchange opportunities via the existing communication formats, such as Jour fixe, GL-Runde (executive board meeting), departmental management round table as well as the departmental and divisional internal formats (GD 86-88; I 83, 85).

The interdisciplinary expert groups were also addressed. Here there is the Agenda 2030 theme forum, an independent process on Engagement Global as a discrimination-sensitive organisation, and expert groups on the topics of (1) inclusion, (2) migration, (3) flight and development, and (4) sustainability. The process on Engagement Global as a discrimination-sensitive organisation is considered particularly active compared to the expert groups; external monitoring was carried out in 2018, resulting in an action plan with concrete recommendations (Doc. 16). However, the establishment of a steering group proposed there was not realised. The executive committee decided not to do so (Doc. 17).[41] The generally sceptical attitude of the management towards the expert groups is reflected in the fact that the engagement in terms of content is sometimes seen as "voluntary" or "nice-to-have" (GD 86-88; I 81, 84). Engagement in expert circles is therefore limited. Employees and managers clearly give priority to programme-related specialist tasks, which leave little room for "cross-divisional activities" in terms of time.

When talking about content-conceptual synergy effects, the BMZ believes it should be added that there are corresponding effects within SKEW that would be promoted by a joint programme approach supported by a corresponding use of funds statement (I 67, 84; Doc. 74).[42] The BMZ also sees the establishment of an overarching M&E system as a contribution to achieving synergy effects (I 55, 69-70; see also Section 2.3.5). In addition, the ministry recognises as yet unused synergy potential in the standardisation of use of funds statements and in programme bundling (I 55, 69-70).[43]

The managers at Engagement Global also addressed the area of conflict between standardisation and harmonisation. Some managers point out that the identity of the programmes is called into question by too much standardisation and harmonisation (GD 88; I 83, 98). This could lead to frictional losses, as has been shown, for example, in the introduction of an overarching M&E system (see Section 2.3.5), because there are justified reservations from a professional point of view against a comprehensive evaluation of programme activities in the sense of achieving a higher objective of Engagement Global as an overall organisation. In this

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[39] On 1 January 2020, responsibility was transferred to the staff division.

[40] Synergy effects could be realised here by introducing the IT-supported personnel management system already planned.

[41] The steering group was then set up in February 2020.

[42] These synergy effects can be seen in the fact that the joint programme approach has made it obsolete to have to submit specific funding applications for individual areas of action or instruments.

[43] By bundling programmes, the possibility is addressed here of bringing together under one roof the content of previously separately applied for grants for programmes and/or services in order to streamline the application and grant procedures.

respect, these managers favour using the opportunities for standardisation and harmonisation in relation to specific departments and not only for Engagement Global as a whole (see also Section 2.3.6).

A look at the findings of the Engagement Global employee survey shows that the forms and opportunities for comprehensive exchange and discussion of content that have been practised to date are assessed to be inadequate. Apart from the above-mentioned reservations about content-conceptual synergy effects, there is a desire among employees for more exchange of information across departmental and divisional boundaries. A positive aspect mentioned is the opportunity to get a better understanding of the work of other programmes, fields of action and projects in order to identify possible synergy potential. This exchange can, but need not, lead to synergy effects. At the same time, the employees make it clear that the realisation of the above-mentioned aspiration is very time-consuming and resource-intensive.[44] In this respect, there is a discrepancy between aspiration and reality, which is also manifested in the previously mentioned restrained engagement in the cross-institutional expert circles. Employees clearly see the inhibiting factors here, i.e. the aforementioned lack of incentives for more substantive exchange and cooperation.

Assessment

Synergy effects play a less important role in the actual work of Engagement Global than the strategic goals of 2012 would suggest. The findings presented here show under a magnifying glass the overarching problem of a lack of incentives for cross-programme or cross-divisional cooperation and thus possible content-conceptual synergy effects. At the same time, these findings refer to the area of conflict between programme-based and overall organisational steering, which has already been mentioned several times in this chapter, and which in turn is closely linked to the area of conflict between standardisation/harmonisation and recognition of diversity. If the dominance of programme-based management makes the introduction of obligatory software support more difficult (see Section 2.3.3), then with regard to synergy effects this applies equally to the creation of effective incentives for the realisation of synergy potentials, as this would require stronger overall organisational steering.

2.3.5   Institutional learning mechanisms

Introduction

The M&E framework was developed in an externally supported consulting process [45] between 2014 and 2016, adopted by the management of Engagement Global in July 2017 and, following approval by the BMZ, came into force on 1 January 2018. The aim of this framework was "to develop a systematic of monitoring and evaluation procedures that will make it possible to continuously generate reliable and meaningful information on the achievement of the goals pursued by Engagement Global and [its] programmes and the impacts achieved, not only at the level of the individual programmes of Engagement Global, but also for the organisation as a whole" (Doc. 73, p. 5).

The central building block of the M&E framework is formed by eight SDSs, each of which is backed by indicators. The SDSs refer to overarching quantitative and qualitative objectives for the work of Engagement Global.

At the same time, the M&E framework contains impact models for all programmes and a description of suitable monitoring instruments (Doc. 73, 75-78).[46]

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[44] Assessment of the statement in the online survey: "More interdepartmental cooperation would be desirable, but is very time and resource consuming".

[45] In this process, Engagement Global received technical and methodological support on behalf of BMZ from the Center for Evaluation (CEval) and the Institut für Sozialforschung, Praxisberatung und Organisationsentwicklung (Institute for Social Research, Consultancy and Organisational Development - iSPO) (Doc. 73).

[46] The work of the SKEW department could not yet be taken into account in the M&E framework, as there was a fundamental restruc-turing in the programming at the same time. In the context of the pilot phase (2018-2019) SKEW was also included in the M&E framework (Doc. 108).

In order to classify the M&E framework, it must be considered that the applications for funding for the various programmes of Engagement Global define objectives and indicators for each programme, for which regular monitoring takes place at programme level. A major challenge for the implementation of the M&E framework was to aggregate and evaluate the data thus obtained in relation to the indicators assigned to the SDSs in order to arrive at valid statements regarding the SDSs. The monitoring report (Doc. 42), which was submitted on schedule on 1 April 2019, illustrates this in a comprehensible manner.

The M&E framework also identifies further challenges for the implementation process (Doc. 73):

- Acceptance and willingness to participate by the actors concerned, including the willingness to be open and transparent
- Trust in the fair and responsible handling of data
- Time for the necessary consensus and negotiation processes, for example to interpret the results and/or to revise and further develop the M&E system
- Provision of the necessary technical resources for the implementation of the M&E system: a recording system for the input and transmission of the collected monitoring data that is as simple as possible
- Harmonisation of very differently timed, parallel processes (application deadlines, reporting obligations)
- Interpretation of the quantitative indicators of the extent to which objectives have been achieved through the use of additional qualitative information

Main findings

The findings presented here are mainly based on the analysis of documents. In addition, interviews and focus group discussions were conducted with executives from Engagement Global and a workshop was held with members of the monitoring group set up to develop the M&E framework.

From the perspective of Engagement Global's managers, the challenges outlined above remain[47] (GD 87-88; I 83-85, 89, 93). In particular, the following issues were criticised in this respect:

- The indicators used are partly not plausible. In the case of one programme, the impression was created that indicators should be used again that had already been rejected in an earlier application to the BMZ.
- The dovetailing of the overarching M&E system with the programme-related monitoring is insufficient and rather represents a coexistence of different M&E activities. In this respect, there is an additional workload in relation to the overarching M&E system, the benefit of which is doubtful at least for the programmes themselves.
- The acquired system (EvaSys) only meets the requirement of being as easy to use as possible to a very limited extent; in addition, the lack of a functioning database means additional work because surveys have to be carried out manually.

Civil society actors see a challenge in the responsible and fair handling of data. They are still concerned that M&E data might be used for NGO-specific analyses after all. These fears are fuelled by the fact that, despite declarations of intent to the contrary, the dialogue process begun with the establishment of the monitoring group has not been continued. Moreover, in their view, the SDSs still contain claims that go beyond what Engagement Global can justifiably attribute to itself in terms of its own performance. In individual SDSs, it is not sufficiently clear that effects are achieved primarily through the services provided by the NGOs or the

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[47] The restriction must be made here that the managers from division 3 were only able to make limited statements on this because, as mentioned above, the work in the specialist department "SKEW" was only subsequently included in the M&E framework.

cooperating civil society organisations, and that Engagement Global merely passes on the funds provided by the BMZ.[48]

An analysis of the April 2019 monitoring report confirms the importance of the above-mentioned challenges. Data quality in need of improvement and the use of indicators, some of which are not very practice-oriented, limit the informative value of the report, which, in terms of its ambition, is a compilation of existing data with a descriptive purpose (Doc. 42). Thus, the guidelines from the M&E framework are merely worked through without showing to what extent the indicators thus formulated and the allocations to the SDSs have proven to be conclusive and plausible. In some cases, allocations were modified, but it was not plausibly explained why this was done. As a result, the qualitative considerations necessary for the interpretation of the quantitative data are rarely made or carried out. In connection with next steps, the report shows that the impact models will have to be adapted on the basis of the changes that have taken place in recent years with regard to the objectives of the various programmes, offers and measures, i.e. since the M&E framework was developed. This, in turn, has implications for indicators, survey methods and the allocation to the SDSs (Doc. 42).

If we look at the critical feedback from Engagement Global's senior management together with the analysis of the monitoring report, there is sufficient evidence that ownership of the new M&E system within Engagement Global is still not very pronounced. This is also reflected in the references to the frictional losses and delays in connection with the implementation of the M&E framework, which were discussed in the management committee of Engagement Global (Doc. 79-85).

From the BMZ's point of view, the report also makes it clear that major challenges remain in setting up the higher-level M&E system (Doc. 119). The report mentions the insufficient quality of the data collected and the still insufficiently precise allocation of data to the indicators at SDS level. Moreover, the evidence-based steering at the overall organisational level is not yet sufficiently supported by the presentation of performance and effects at the level of the SDSs and the "necessary qualitative considerations" addressed in the M&E framework must be completed.

The BMZ has therefore commissioned Engagement Global to systematically record, categorise and qualitatively classify the deficits that have become apparent in the implementation process of the M&E framework to date (Doc. 119). Based on this, a fundamental analysis and evaluation of the potential of the M&E system, its goal(s) and the steps required to achieve them is to be carried out. In this context, an important focus is on the question of how to ensure the benefits for the programme level and for the overall organisation.

The results of this analysis have since been presented (Doc. 132). They confirm the importance of the challenges outlined above. They emphasise the insufficiently elaborated programme-related impact models, the large number of difficult-to-measure indicators used to back up the SDSs, and the high complexity of the M&E system in view of the interrelation between programme-related and overall organisational M&E.

On the basis of these findings, the BMZ and Engagement Global have agreed that the further development of the M&E system with regard to its overall organisational function will be postponed for the time being and that the programme-related monitoring function will be strengthened first (Doc. 133). Only when this function has been sufficiently developed and tested will it be examined which possibilities exist or should be pursued for the further development of the overall organisational M&E function.

Assessment

The central finding of the results presented here is that ownership of the new M&E system within Engagement Global is still not very pronounced. Central challenges, some of which have already been identified in the M&E framework, have not yet been adequately addressed. It would therefore be premature

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[48] In this respect, the first monitoring report notes that Engagement Global's contribution to the impact achieved would be overestimated: "Many events are organised in close cooperation with civil society and other partners. Efforts will be made to present the respective contributions in a more differentiated way in the future" (Doc. 42, p. 10).

to make a final assessment of the significance and quality of institutional learning mechanisms. It must be considered that learning processes naturally take place both at programme-related and at overall organisational level, but without being institutionalised in the sense of reliable learning mechanisms. This requires that the M&E system delivers sound and meaningful results with which institutional learning mechanisms can be "fed". A prerequisite for this would be that the learning experiences generated by the M&E system at the overall organisational level would not only be used to optimise steering but also for the strategic development of Engagement Global.

The above-mentioned analysis of the potential of the M&E system, i.e. the prioritisation of the programme-related M&E function derived from it, has led to a changed initial situation for the further development of the M&E system. The results can be interpreted in such a way that during the implementation of the M&E framework, shortcomings already present in it, for example with regard to the differentiation of the programme-related impact models or the formulation of indicators, have been confirmed. It is also clear that the challenges associated with the constructive handling of these deficits have not yet been overcome. It is understandable that priority should be given at present to ensuring that the programme-related monitoring functions properly. However, the question still arises as to how the achievement of the SDSs can be plausibly and qualitatively assessed on the basis of aggregated monitoring data, since such an assessment is a prerequisite for a learning-oriented overall organisational steering.

2.3.6 Interaction of cross-divisional units and specialist departments

Introduction

In this section, the focus is on how the cooperative relationships between cross-divisional units and specialist departments are structured, at which points the interaction functions well and at which points there is a need for improvement. It is noted that the departments with the corresponding management functions also play an essential role. For the relevant processes and procedures, however, the direct relationship between the specialist department and the cross-divisional unit is of primary importance.

When we speak of cross-divisional units, we are referring, on the one hand, to the departments located in the central division that are responsible for key cross-organisational functions, such as finance, human resources and IT (Engagement Global, 2019g) and, on the other hand, to the cross-divisional functions in the staff division. The Legal Affairs Department (S1), for example, examines the legal security of the contractual relationships entered into by Engagement Global, i.e. possible risks for the organisation. The Communication, Events Department (S2) ensures, among other things, that brand conformity is guaranteed for events and publications. Finally, the Quality Management, Auditing (S3) department is also responsible for checking compliance with regulations via the relevant cross-divisional functions. This also applies to the compliance with M&E standards.

The MMZ has a special role in the staff division, as it is the main contact point for people, organisations, etc., who want to get engaged in development policy and are looking for orientation for corresponding activities that can even go beyond the services offered by Engagement Global. The MMZ is dependent on the support of the specialist departments when it comes to dealing with enquiries relating specifically to certain specialist areas or programmes of Engagement Global. This also applies to the answering of political enquiries and parliamentary questions, for which the MMZ is now responsible within Engagement Global.

In structural terms, there is always a certain conflict between specialist departments and cross-divisional units in organisations (Schreyögg und Koch, 2020), which is reflected in the fact that specialist departments, for technical reasons, seek adapted, flexible solutions, usually under implementation-related time pressure. Checking compliance with the rules repeatedly leads to the fact that flexibility and adaptability cannot be realised to the desired extent, which sets in motion clarification processes that are intended to consider the different perspectives of cross-divisional units and specialist departments. In the event of disagreement between the respective employees, the only way to reach agreement is through the heads of department and, if necessary, via further hierarchical levels.

The conflict is therefore characterised by certain basic attitudes. Cross-divisional units are concerned that the specialist department will seek solutions to technical problems at the expense of conformity to the rules, while conversely the specialist departments are concerned that insisting on conformity to the rules will hinder rather than promote flexible, adapted problem solutions. This conflict cannot be resolved in principle; even from a cross-organisational perspective it is a necessary condition for the functioning of an organisation. At the same time, however, the frictional losses resulting from this conflict must be kept within reasonable limits.

The findings presented and evaluated in the following focus on the interaction between specialist departments and the central division on the one hand, and between specialist departments and the staff division on the other. The findings are based on interviews with the heads of the central division and staff division, with the heads of the departments in the central division and the heads of the staff division and the MMZ. In addition, interviews or group discussions with all department heads from the specialist departments (GD 86-88; I 82-83, 85, 89, 91-93, 104, 162) were considered. A document analysis and the findings of the employee survey deepen or supplement the findings and insights gained.

Interaction between the specialist departments and the central division

Main findings

The interviews or focus group discussions with managers first of all make it clear that the support and cooperation between the various departments is generally assessed as positive. This applies in particular to the Finance Department (Z1), but also to the Technical and Administrative Support (Z3) and Information Technology (Z4) departments. Here, smooth cooperation is mentioned, good service orientation and predominantly high satisfaction with the support received. With regard to the work of the Human Resources Department (Z2), the service-orientation is particularly emphasised, while for the departments ZPS (Z5) and Organisation, Human Resources Development (Z6), satisfaction with certain support services is emphasised, i.e. with the institutional review (Z5) or process support (Z6).

The critical feedback in the Z-Division is mainly directed to Z2. The issue is that in view of a fluctuation in the staff of Z2 that is perceived as high, the binding nature of the cooperation is limited. At the same time, however, it is acknowledged that the department is developing positively after a phase of vacancies and rotation-related changes. Dissatisfaction can be seen in the lack of a PMS (personnel management system) and the still unreliable functioning of the ZEUS time recording system (see also Section 2.3.3). In addition, some of the managers interviewed criticise the fact that Z2 does not carry out tasks that should actually be part of their area of responsibility, such as the preselection of new hires. Critical feedback with regard to Z4 refers to IT issues (see also Section 2.3.3). With regard to the work of Z5, there are still doubts as to its right to exist as a separate department (see Section 2.3.3). The reservations are based on the limited possibilities of PAM and the as yet unforeseeable possibilities of FÖPRO. There is no critical feedback on the work of Z6 in view of the fact that it was not established until the turn of the year 2018/2019. However, it is still unclear what support services are to be expected.

Assessment

The support that the specialist departments receive from the departments in the central division is to be assessed positively overall. There is a need for improvement with regard to the services of the Human Resources Department (Z2). Here the establishment of a PMS would have priority. Otherwise, results are confirmed with regard to IT support and the role of Department Z4 as well as the challenges regarding the function of Department Z5.

Interaction between the specialist departments and the staff department

Main findings

The specialist departments assess the cooperation with the three staff divisions positively. With regard to unit S1, the good and competent support is appreciated, while with regard to unit S2, the fact-oriented, good cooperation is emphasised. For staff division S3, the competence is particularly appreciated. The cooperation with the MMZ is assessed as unreservedly positive.

The critical comments on the work of unit S1 point out in particular that it overemphasises the issues of procedural and legal certainty and at the same time interprets the obligation of co-signature too broadly. If this is accompanied by limited personnel capacities, which the unit itself describes as a bottleneck, it would create congestions which, in the view of the specialist departments, would lead to unacceptable delays in programme implementation. The increase in resources and personnel in the departments, with the sharp rise in the number of cases to be dealt with, plays a decisive role in this; at the same time, however, this also reflects internal recruitment problems within the staff units, which are connected with the fact that qualified lawyers are difficult to recruit on the free market within the framework of the TVöD (tariffs for German civil service employees).

The bottlenecks caused by unit S1 give rise to uncertainties and doubts among the specialist departments as to what is legally valid with regard to processes and procedures and how new procedures and rules would be communicated. The dissatisfaction of the managers interviewed is also due to the fact that the advice provided by the S1 staff is not always perceived as consistent.

With regard to the work of unit S2, the specialist departments critically note that they claim that there is a need for control and coordination that is perceived as excessive. In this context, managers consider it problematic that unit S2 is involved in the content of the specialist work. However, the demands formulated by the unit could only be met to a limited extent due to the lack of personnel capacities in this department. In some cases, this had led to the fact that certain products could not be completed at all or not in time. For the executives of Engagement Global, this problem report points to an insufficient clarification of roles and responsibilities between unit S2 and the specialist departments.

Critical feedback is also given that unit S2 has too little understanding with regard to the brand concept for the fact that cooperation partners, especially from civil society, want to be distinguishable in their external presentation and therefore express reservations if, for example, flyers always have to be designed uniformly and the choice of colour is not considered to be appropriate to the contents. This also applies from the programme perspective because - from the point of view of the specialist departments - the special features of a programme can only be communicated to a limited extent if uniform design rules apply.

This current conflict is intensified by the fact that, according to the specialist departments, unit S2 does not act at eye level, but top down, quasi on behalf of the BMZ.[49] However, it should be noted that Engagement Global has committed itself to the BMZ to introduce the market harmonisation concept on a binding basis (Doc. 134). This includes the requirement for the departments to communicate programme specifics to the respective target groups in line with the brand harmonisation concept.

The critical feedback on the work of unit S3 relates primarily to the topic of M&E (see Section 2.3.5). However, it is also criticised that the unit considers the responsibility for quality and knowledge management to be exclusive, which seems to exclude the possibility of delegating some of its functions and tasks to the divisional level. This statement is put into perspective by the fact that in the meantime positions have been established in three specialist departments whose tasks partially include knowledge management.

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[49] Since the organisational changes at the BMZ at the beginning of the last legislative period in 2017, the corresponding responsibility has been in the hands of the Public Relations and Events Department, which reports directly to the head of Department 1 (Policy Issues, Economy, Trade, Rural Development). The department was transferred back to the management of the ministry at the end of 2019.

In addition, in the interests of improving procedures, the managers suggested that unit S1 should concentrate on providing advice on complex individual cases, with it then being the task of the Z-Division to ensure that standard processes run smoothly. This would require a changed division of tasks between the S- and Z-Divisions, but would at the same time contribute to a noticeable reduction in the workload of unit S1.

The above critical feedback on the work of the three staff units must be mirrored with the comments of the units on the cooperation with the specialist departments. It is emphasised that the specialist departments did not adhere to the given regulations and procedures to a sufficient extent. This refers to enquiries on legal matters, to the brand conformity of publications or to the use of monitoring instruments. This shows the widespread uncertainty as to the extent to which the regulations and procedures communicated by the staff units to the organisation are sufficiently observed.

The results of the document analysis, which focused mainly on the protocols of regular internal communication formats, support the assessments of the cooperation relationships between cross-divisional units and specialist departments. With regard to unit S1, for example, the problem of frequent changes in legal regulations is addressed, which, in the view of the specialist departments, were not communicated in time, thus increasing uncertainty with regard to the questions "What applies? What no longer applies" (Doc. 87-89): Interestingly, the extent to which unit S1 should have a comprehensive co-signature requirement was already questioned in 2017 (Doc. 90). In fact, this could not be implemented at all in some cases due to staffing shortages, which led to requests from the departments (Doc. 91). There are indications of recruitment problems in both the units S1 and S3 (Doc. 5).

With regard to the area of responsibility of units S2 and S3, there are doubts about their willingness to cooperate and corresponding appeals to comply with existing guidelines (Doc. 92-93). With regard to the cooperative relationship between the departments in the central division and the specialist departments, the document analysis has revealed only few indications. One protocol addresses the difficult personnel situation in Department Z2 (Doc. 94), another deals with the role and scope of tasks of Department Z5 (Doc. 92, 95) (see also Section 2.3.3).

The employees of Engagement Global also see a need for clarification of the cooperation relationships between the cross-divisional units and the specialist departments.[50] Some of them have the impression that in such cases the management supports the staff units more than the specialist departments. In addition, it is sometimes criticised with regard to the role of unit S1 that the requirements are disproportionately high, which also leads to bewilderment among the cooperation partners.[51] The conflict is also clearly addressed, which has already been mentioned at the beginning of this section, where it is referred to as an "unresolved conflict".

Assessment

Frictional losses can be clearly identified in the interaction between specialist departments and staff units. These are so considerable that the effective execution of the technical work is repeatedly impaired. They go beyond the extent that would be expected in such an environment of conflicting priorities. All those involved are united in their desire to reduce frictional losses. This is combined with the understandable expectation of the management of Engagement Global to make a greater contribution to this.

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[50] This was not systematically asked for in the survey. However, some employees used the open questions, for example on factors that are conducive and inhibiting, to comment on this.

[51] "[The] interpretation and requirements of formal and legal principles [by S1] for relatively small financial amounts are enormously high. This not only causes a lot of work for us, but is sometimes difficult to communicate to the outside world. As a result, we are also losing partners".

Box 4	Excursus: Advisory and Networking Office for Development Activities (MMZ) case study

The MMZ[52], which was established in 2012 and is anchored in the staff division of Engagement Global, is the contact and initial advisory centre within the organisation for individuals, municipalities, foundations, business and civil society interested in development policy. MMZ staff advise, help with finding contact persons and offers from Engagement Global and refer to offers from other organisations[53] if necessary. The MMZ also organises regular seminars and information events.[54] Since 2016 the service points "Foundations and Philanthropists" and "Visa, Security and Residence" have been introduced as part of the MMZ. The target groups are satisfied to very satisfied with the advice provided by the MMZ.[55]

The MMZ staff rate the steering by the BMZ and by the management of Engagement Global as appropriate (I 132; WS 130-131). The work is inhibited by their rather weak position within Engagement Global. This is shown by the fact that the MMZ services are often forgotten and the staff have to justify the added value of their work.

The MMZ is dependent on the cooperation with the programme-specific departments. Nevertheless, it often finds itself in an "obligation to collect". Difficulties are encountered with SKEW, for example, whose mobilisation team is sometimes perceived as competing with the MMZ (I 132; WS 130-131). Co-operation with the MMZ is considered good from the perspective of the other departments, especially in the area of "Visa, Security and Residence" and in dealing with political enquiries and parliamentary questions (GD 87-88; I 85). There is, however, room for improvement in coordination with the staff unit Communication, Events and the branch offices.

The MMZ provides important services that require close cooperation with the other programmes of Engagement Global. However, this cooperation does not always work smoothly. Possibilities for improvement in this respect should be addressed constructively. The same applies to the exploitation of synergy potentials.

2.3.7 Overall assessment

Engagement Global has been able to meet the challenges posed by a considerable increase in funds and thus also in personnel with a high level of commitment and the personal dedication of all those involved. The establishment of permanent project positions has made a considerable contribution to easing the situation.

Engagement Global has also responded appropriately to the challenges posed by the changes in its organisational structure. This can be seen from the fact that, on the one hand, significant changes to the organisational structure were implemented on 1 January 2017 on the basis of an externally supported restructuring process and, on the other hand, its adaptation was subsequently understood and addressed as a continuous process of change. However, this process was associated with "growth pains" whose effects are still being felt. The upcoming phase of institutional consolidation would provide an opportunity to adapt structures, processes and procedures to the changed circumstances and thus be better prepared to meet future requirements.

With regard to the evaluation question B.2.1 (To what extent are the structures and processes within Engagement Global appropriate for the provision and implementation of the programmes and services?), the analysis so far has shown that the structures and processes within Engagement Global can only be described as appropriate for the provision and implementation of the programmes and services to a limited extent.

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[52] Before the establishment of Engagement Global, citizen and research enquiries were exclusively sent to the BMZ ("Bürgerservice BMZ"). Since the MMZ was established, there have been clear agreements with the Bürgerservice BMZ on the type of requests the MMZ should handle.

[53] The unpublished monitoring report of 2018 shows that requests come mainly from individuals (50 percent) and from NGOs (23 per-cent) (Doc. 42).

[54] The MMZ cooperates with other programmes of Engagement Global and third parties.

[55] This follows from the monitoring data collected by Engagement Global (Doc. 112).

This is because not all structures and processes are fully functional. This could be demonstrated for critical areas such as IT support, the use of synergy potentials, the establishment of the M&E system and the interaction between cross-divisional units and specialist departments:

- The introduction of PAM did not lead to the fulfilment of set objectives. In this respect, the extent to which a binding, user-friendly process and application management for funding and resource transfer programmes can be ensured will now depend on a newly introduced software (FÖPRO).

- Synergy effects play a less important role in the actual work of Engagement Global than the strategic goals of 2012 would suggest. This highlights the overarching problem of a lack of incentives for cross-programme or cross-divisional cooperation and thus possible synergies in terms of content and concept.

- Ownership of the new M&E system within Engagement Global is still low. Central challenges, some of which have already been identified in the M&E framework, have not yet been adequately addressed.

- Frictional losses can be clearly identified in the interaction between specialist departments and cross-divisional units. These go beyond the extent that would be expected in such an environment of conflicting priorities.

These general findings can be seen against the background of the conflict between programme-based and overall organisational steering. At the same time, the close connection with the area of conflict between standardisation/harmonisation and recognition of diversity must be considered. If overall organisational steering dominates, the pole of standardisation/harmonisation is favoured; if programme-based steering dominates, the opposite is the case. This is not a question of either/or, but rather of adjusting find the right balance.

The findings show that programme-based steering was over weighted overall, which also means that too little weight was given to overall organisational steering. The dominance of programme-based steering is reflected in the fact that the originally intended software support through a binding process and application management for funding and resource transfer programmes could not be brought to fruition. In addition, incentives for the realisation of synergy effects, be it technical-organisational or content-conceptual, are not very strong.[56] And regarding the establishment of the M&E system for Engagement Global it can also be stated that the overall organisational steering was not sufficiently strong to establish ownership of the M&E system.

This unfavourable weighting in turn points to the interaction between Engagement Global and the BMZ. If programme-based steering dominates within Engagement Global, this cannot be understood without considering the steering impulses from the BMZ, which are examined in more detail in Chapter 3. In anticipation of this, it should be noted here that programme-based steering with a heterogeneous depth of steering predominates in the BMZ. This makes the strong weighting of programme-based steering within Engagement Global more comprehensible. This also makes clear the fundamental dilemma facing Engagement Global: it must above all implement BMZ guidelines, which limits its ability to set its own strategic priorities and create compatible organisational structures.

This means that the proven principle "structure follows strategy" (Schreyögg und Koch, 2020), according to which an organisation must be designed in such a way that employees can (and want to) gear their behaviour to strategic requirements in the best possible way, is reversed in the case of Engagement Global. For them, the principle of "structure follows (external) funding" applies, i.e. Engagement Global must set up its organisational structures in such a way that the allocated funds can be implemented appropriately on the basis of political decisions by the BMZ.

The dilemma is exacerbated by the fact that it is only partially predictable for Engagement Global which political priorities the BMZ will set and which corresponding funds will be made available in the federal

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[56] This also provides a summary answer to evaluation question B.2.2 (To what extent were synergy effects achieved in the interaction of the various services and programmes of Engagement Global?) (see also Section 2.3.4).

budget, which in turn has corresponding consequences for its scope of tasks and services. Thus, structures and processes within Engagement Global are burdened with the proviso that they must be changed in one direction or the other in view of the fundamental unpredictability of the expected grants. As a result, programme-based steering makes it more difficult to consolidate an effective overall organisation.

This predicament cannot be resolved in principle. However, the BMZ could give Engagement Global more room for manoeuvre, which would improve its ability to adjust more meaningful in the area of conflict between programme-based and cross-institutional steering. A wider scope of action would create a strong incentive to use the potential for synergy effects and to value the learning experiences generated by the M&E system. This would also be a more effective way of motivating employees to make their contribution to the overall achievement of objectives. The question of how such an expanded scope for Engagement Global could be designed is included in Chapter 6 (Conclusions and recommendations).

Finally, if evaluation question B.2.4 (To what extent have appropriate institutional learning mechanisms, for example through monitoring and evaluation, been developed and established within Engagement Global?) is taken up again, it can be concluded that in view of the state of establishment of the overarching M&E system, the significance and quality of institutional learning mechanisms cannot yet be conclusively assessed. It must be considered that learning processes naturally take place both at programme-related and at overall organisational level, without, however, being institutionalised in the sense of reliable learning mechanisms. For this purpose, the M&E system would have to provide well-founded and meaningful results with which the institutional learning mechanisms can be "fed". By prioritising the functional efficiency of the programme-based monitoring, a changed initial situation with regard to the further development of the M&E system has now arisen. However, the question still arises as to how the achievement of the SDSs can be plausibly and qualitatively assessed on the basis of aggregated monitoring data, because such an assessment is a prerequisite for a learning-oriented overall organisational steering.

2.4   Role and mandate of the branch offices

This section presents the results for the following evaluation questions:

B.2.5 To what extent is the division of tasks between branch offices and head office functional (effective and efficient) to achieve the objectives?

C.2 To what extent are the programmes and services of Engagement Global, including its branches, complementary to activities of other actors?

The development and role of the branch offices

The organisational structure of Engagement Global includes six branch offices, which are located across Germany as follows.

Figure 14   **Engagement Global branch offices**

Source: own illustration

As can be seen in Figure 14, the branch offices have to cover very different catchment areas. While the branch office in Hamburg is responsible for five federal states - two of which are city states - the branch office in Berlin can concentrate on the federal capital and the state of Brandenburg.

When looking at the branch office concept, it must be considered that it was adopted by Engagement Global after the merger of GTZ, InWEnt and DED. Previously, the branch offices were managed as part of InWEnt, which focused primarily on domestic development policy work and would not have fitted into the portfolio of the GIZ created as a result of the merger (see also Sections 1.3.2 and 1.4). At the time of inception, Engagement Global was therefore not able to actively shape this process.

On the basis of the current version of the branch office concept, the tasks of the branch offices can essentially be assigned to two pillars (see Figure 15): on the one hand, the implementation of development education measures on site (Programm Entwicklungsbezogene Bildung in Deutschland - Programme for Development Education in Germany [EBD]) and, on the other hand, the provision of services for the entire organisation (Engagement Global) or for the BMZ.

The first pillar includes "advising regional initiatives and actors" and "mediating between different groups of actors as an interface between NGOs, associations, educational institutions, business enterprises and administrations" (Doc. 18, p. 5). The distinctive feature of the work in this pillar is that, under the EBD programme, Engagement Global is able to contribute financial resources flexibly to the implementation of measures in cooperation with local stakeholders without having to apply for them through the partners, as is the case with the resource transfer programmes of Engagement Global.

The second pillar includes information on existing offers by Engagement Global at decentralised level as well as "support for regional services, regionally oriented programmes and regional measures of national programmes of Engagement Global" (Doc. 18, p. 5). Special mention is made in this context of support for local development policy. In addition, the branch offices are responsible for supporting the political management of the BMZ, in close coordination with the responsible directorate, by preparing and

accompanying events. The administration of federal state programmes, which is the responsibility of all branch offices, has so far only been transferred from NRW to the Düsseldorf branch office for NRW.

Figure 15   Branch office concept

Implementation of development education measures on site	Service for the overall organisation/BMZ
Implementation of development education measures in cooperation with civil society and government/ sovereign institutions within the framework of the "Programm Entwicklungs-bezogene Bildung in Deutschland" (Programme for Development Education in Germany [EBD]) and in cooperation with the Service Agency Communities in One World (SKEW)	Decentralised provision of information on the services offered by Engagement Global as well as support in organising information and specialist events/conferences in the federal states or selected regions

Strengthening the impact and visibility of development policy work through cooperation between the federal states and the federal government

- Participation and involvement in federal state committees on development policy (contributions etc.)
- Support for regional actors and concerns (e.g. in the preparation of development policy guidelines in the federal states)
- Administration of funding programmes of the federal states (so far only in NRW)

Source: Doc. 18

Unlike at the beginning of the branch offices' work, the development education measures (Pillar 1) are not exclusively geared to decentralised needs, but are based on specific thematic priorities, with a concentration on (1) "Security meets development", (2) "Migration and flight" and (3) "Agenda 2030" (Doc. 18, p. 8).[57]

The branch offices each have between EUR 100,000 and 180,000 annually (as of 2017)[58] in funding available for development education measures (Doc. 18, p. 4). In addition, SKEW contributes around 60,000 euros annually to municipal development education work for all branch offices.

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[57] Current thematic priorities are:
- sustainable development in vocational education and training
- development education work for security policy actors (security meets development)
- development education work in the media sector
- Agenda 2030/Sustainable Development Goals (SDGs)
- development education for full-time and voluntary workers in sport (sport and development)
- development education in rural regions
- migration, flight and development
- fair trade and sustainable procurement (Doc. 19)
The previous thematic priority "Global learning with cultural elements and in cultural institutions" was no longer funded from 2018.
[58] These figures remain relevant as the available funds have not been significantly increased in 2018.

The staffing of the branch offices comprises 2.5 full-time equivalents (FTE) per branch office (I 179). One exception is Berlin, where 1 fewer FTE are available[59], another is the branch office in Düsseldorf, which has an additional 4.25 FTE. In this case, it must be considered that these posts were created for the implementation of programmes of the federal state of North Rhine-Westphalia (Doc. 18, p. 4).

2.4.1   Perceptions of local and regional stakeholders

When local stakeholders are mentioned in this section, this refers to the cooperation partners of the branch offices, be they federal states, municipalities or civil society organisations. The latter also include the respective federal state networks, which can also be regarded as higher-level cooperation partners beyond the activity-based cooperation. The results are based on surveys in which different methods were used: interviews, focus group discussions and document analysis. The evaluation team's assessment of the findings can be found in Section 2.4.4.

Representatives of the local stakeholders mentioned above very much appreciate the overall competence of the branch office teams (GD 2, 10-12, 17, 31-32, 42; I 13, 22, 30, 35, 40, 45). It is emphasised that they would have regional knowledge and work experience from the civil society context, which facilitates co-operation. It also emphasises the flexible support possibilities linked to the specific features of the EBD programme (see above), which means in concrete terms the provision of financial and human resources for activities without a standardised application procedure. This flexibility also enables the cooperation partners to make their own financial, material, conceptual and personnel contributions in such a way that training measures are actually carried out in cooperation and not with defined roles of funding provider and funding recipient. This approach is particularly positively emphasised by local stakeholders from civil society. Furthermore, the respective branch office team offers a "low-threshold" opportunity to address the stakeholders, which is not the case to the same extent in the programmes based in Bonn and Berlin. This is also appreciated by all the local stakeholders mentioned above.

Most of the federal states explicitly appreciate the branch offices because they could support their development policy activities (I 13, 22, 25, 35, 40). This statement applies above all to the federal states in which the branch offices are located. The support function in NRW envisaged here is particularly effective, since the branch office intensively promotes the implementation of NRW-related measures, not least with personnel financed by the federal state of NRW.

The criticism from civil society concerns above all the role and mandate of the branch offices, which are considered to still need clarification (GD 2, 10-12, 31-32, 34, 42; I 36). The main issue is the extent to which branch offices should take the initiative or focus on a needs-based support function for local stakeholder initiatives. The active role of the branch offices in promoting networking between different local and regional stakeholders is viewed rather critically by some civil society actors. However, the necessity of clarifying roles is also justified by the fact that the branch offices are increasingly taking over service functions for the Engagement Global head office[60] and the BMZ. As a result, the branch office teams are only available to a limited extent for the implementation of the EBD programme, and negative impacts on local stakeholders are also possible. The latter could, for example, have to make ad hoc contributions to events that the branch offices would organise at the request of the BMZ.

The civil society actors, but also the municipalities, expect cooperation at eye level, which ensures that ownership of the measures implemented in cooperation is present in all partners. However, this is sometimes not sufficiently respected by the branch office teams.

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[59] The basic configuration includes both project and institutionally funded posts.

[60] We use this term because local stakeholders do the same. It conveys a perception that the relationship with the staff at the head office is perceived as asymmetrical. This would not be expressed if we spoke of the Engagement-Global location Bonn or Berlin. At the same time, the term is also given by the form of the evaluation question.

The assessments of the role of the Engagement Global Centre are generally rather critical (GD 2, 10-12, 31-32, 34, 42; I 26, 28, 36). This is evident, for example, in the fact that the head office gives so much weight to the visibility of the work of the branch offices that this is partly at the expense of the cooperation partners. This can be illustrated with an example. In a press release by Engagement Global with an accompanying photo, the branch office employee was mentioned by name, but not the cooperation partner, who is shown on the photo as an equal and who had played an important role in the event in question.[61] It was also criticised that the Engagement Global head office in some cases did not continue certain measures that had proved to be successful from the point of view of local stakeholders. For example, in one specific example, an accompanying consultation on the establishment and management of civil society organisations was not continued, although this measure had proved to be very useful in practice (GD 2; I 26).

It is also disapprovingly pointed out that the Engagement Global head office does not always inform the branch office teams about programme-related activities in their catchment area (GD 2, 10-12, 31, 34; I 26). This leads to situations in which, for example, a federal state network learns about a planned event by chance and, after consulting the branch office team, finds that it is not informed accordingly. This would then lead to an unsatisfactory situation for the federal state network or its office, in that it would not be able to inform members who might be affected by the planned event in one way or another. In this context, Department 3 (Service Agency Communities in One World) is relatively often mentioned at Engagement Global, because in the context of municipal development cooperation, measures are often implemented at local and regional level.

Finally, another aspect reported by local stakeholders relates to perceived bureaucratisation tendencies at the Engagement Global head office (GD 2, 10-12, 31, 34; I 26). This perception is based on the fact that contractual agreements (cooperation and service contracts) have become more complicated. At the same time, the demands on the logistical arrangements for events have increased, making these agreements more demanding and accounting more complicated. For local stakeholders, it is sometimes not understandable why tried and tested agreements, for example on event rooms or catering, cannot (continue to) be used.

2.4.2 Perceptions of key stakeholders

When we talk about central stakeholders in this section, we are referring to the BMZ, the federal states, municipalities and civil society.[62] The results are based on interviews and the analysis of documents. An assessment by the evaluation team can be found in Section 2.4.4.

Central stakeholders also highlight the flexible, low-threshold support services offered by branch offices as a positive feature. Civil society actors emphasise that there have been processes of agreement to clarify the irritations about the role of the branch offices which arose shortly after their establishment (I 52, 57, 62, 73). It played a decisive role in this context that the branch offices continued their work, largely continuing the tasks existing under the umbrella of InWEnt, without having presented a concept of their own. Such a plan was only developed in parallel with the work of the branch offices, with the participation of the central civil society stakeholders (Doc. 20-22). Another positive aspect is that the branch offices now coordinate their annual planning with the federal state networks in order to ensure complementarity and ideally to gear the support offered by the branch offices to the priority themes and programmes of the federal state networks.

Critical questions are sometimes asked as to what extent a branch office is still justified in the case of strong, well-positioned federal state networks (I 57, 62). However, it is also conceivable that priorities could be set differently, which could mean, for example, that the branch office in Berlin could concentrate more on supporting development policy activities in Brandenburg, since a dense network of development policy initiatives and services already exists in the capital. From the point of view of civil society, consideration could

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[61] For reasons of confidentiality, the press release, although publicly available, should not be cited here as the source.

[62] The fact that federal states and municipalities are also mentioned as central stakeholders indicates that the interviewees commented on the role of the branch offices in general and not only with regard to a specific branch office. This also applies to interviewees from civil society, some of whom had no direct connection to individual branch offices.

be given to strengthening or expanding the branch offices in areas where civil society structures in the development policy field still need special strengthening (GD 2, 11; I 4, 30).

The federal states assess the work of the branch offices very positively (I 13, 21, 25, 35, 40). They are seen as valuable support for the respective state-specific development policy measures. However, it is emphasised that the branch offices should continue to orient their tasks primarily towards the respective decentralised needs. This is a response to the above-mentioned area of conflict between thematic priorities set at federal level and local or regional needs orientation (see Section 2.4.1). Consequently, the federal states would welcome a strengthening of the branch offices, although this should also go hand in hand with a stronger role for the federal state. They also justify this by pointing out that the branch offices have an important contact function, especially for those development policy actors who prefer a decentralised rather than a central contact function, i.e. the MMZ. This applies to those who work at a decentralised level in medium-sized and smaller civil society organisations. In this context, however, migrant-diaspora organisations also have a special significance.

From the perspective of the municipalities, the picture is mixed (I 74-75): on the one hand, few interfaces with the work of the branch offices are pointed out; on the other hand, cooperation with them is emphasised as important. With regard to a possible expansion of the branch offices, there are both approving and rejecting positions.

The positive perceptions of civil society, federal states and municipalities described above are also reflected in the appreciation of the work of the branch offices, as expressed by the members of the Board of Trustees in their interim report for 2017 (Doc. 2).

The BMZ's assessments are also mixed (I 65, 67, 69-70; Doc. 23). For instance, there is an unreservedly positive assessment of the work of the branch offices, and at the same time doubts about their added value and also about whether the cost/benefit is worth it. On the one hand, the need to ensure that the branch offices are demand-oriented is emphasised; on the other hand, their resources are not considered sufficient to contribute to network building at local level. With regard to a possible strengthening or even expansion of the branch offices, there are consequently different views. For example, the question is raised to what extent well-positioned federal state networks should not be strengthened rather than allocating more resources to branch offices. However, it is also argued that branch offices should be strengthened if their role were to be defined more clearly. Ultimately, in the context of the overall structure of Engagement Global, the overarching question of how strong a decentralised presence of Engagement Global should be must be decided.

2.4.3   Perceptions within Engagement Global

When talking about perceptions within Engagement Global, the branch offices are also considered, whereby a distinction must be made between the managers within Engagement Global and the branch office teams. The results are based on interviews, focus group discussions and document analysis. An assessment by the evaluation team can be found in Section 2.4.4.

From the point of view of the branch office teams, the resources are insufficient in view of the tasks they have to perform (GDs 9, 24, 37; I 1, 16, 33, 47). This applies above all to the branch offices, which have to "serve" several federal states. The branch office teams also criticise the support provided by the Engagement Global Headquarters. This is illustrated, for example, by the fact that in a number of cases the branch office teams were not informed in time about regional and local activities of various programmes and fields of activity within Engagement Global. This led to inquiries from cooperation partners, whereby the branch office teams have to admit that they were unable to provide such information. For the branch office teams, it is also important that their work within Engagement Global - for example in the case new employees - is not yet well known and is therefore not consistently considered. The insufficient support from the Engagement Global head office is also illustrated by the fact that initiatives of the branch offices are not taken up for no apparent reason. It is also reported that guidelines on processes and procedures - here, for example, public relations work was mentioned - are designed and enforced in such a way that, from the branch office teams'

point of view, the concerns of local stakeholders in terms of sustainable cooperation arrangements are not considered enough.

The area of conflict between the service function and the implementation of the EBD programme (see Section 2.5.1), already mentioned by local stakeholders, is also criticised by the branch office teams (GD 24, 37; I 1, 16, 33, 47). One case is reported where a branch office team was unable to use the 2018 budget for the EBD programme because more staff resources were allocated to service functions than originally expected.

From the point of view of the managers at the head office of Engagement Global, too, the resources of the branch offices are insufficient in view of their tasks (GD 86, 88; I 81, 84). This is linked to the inconsistent positioning of the BMZ vis-à-vis the branch offices, which may have prevented more funds from being allocated. The managers also self-critically admit that the work of the branch offices within Engagement Global is not given enough consideration, which is also related to the fact that not all employees are sufficiently informed about it. At the same time, the managers emphasise the fundamental importance of the work of the branch offices for the promotion of civic engagement in development policy at decentralised level.

2.4.4   Assessment

The branch offices have established themselves as low-threshold, regional and local contact partners close to the target groups with flexible, application-independent possibilities for financial support. They are accepted, albeit not yet fully, and increasingly appreciated by regional and local stakeholders. At the same time, there is still a need for clarification regarding the role of the branch offices. This is due to the conflict between the needs-based approach to local and regional stakeholders and the service function for the BMZ and the Engagement Global head office. The need to clarify the role can also be seen in the fact that the branch offices do not always succeed in the expected cooperation at eye level, which has negative effects on the cooperation partners' ownership of joint projects.

Compared to the founding phase of Engagement Global (see also Section 1.4), there is less and less evidence that the work of the branch offices is less respectful of the principle of subsidiarity and restricts the right of initiative. In this respect - despite partly justified doubts in individual cases - we can speak of a constellation in which the branch offices act in accordance with the principle of subsidiarity and in compliance with the right of initiative.

The competence and commitment of the branch office staff is widely recognised and appreciated. However, the structural functionality of the branch offices in the organisational system of Engagement Global is rated less positively. This is due to deficits in the support of the branch offices' work by the Engagement Global head office. There is an area of conflict here between the approach of the branch offices, which is appropriate to the situation and considers the needs of the stakeholders, and the legitimate demands and requirements of the head office. These cannot be seen as independent of BMZ requirements. At the same time, not all staff members are aware of the added value and potential of the branch offices. As a result, decentralised activities are sometimes carried out without sufficient information from the branch offices.

Resources are generally insufficient, especially in the branch offices, which have a comparatively large catchment area spanning several federal states. It also takes too little account of the respective support requirements, which are based on the potential for developmental engagement. If the potential for engagement is high, i.e. if there is a dense network of development policy actors with the capacity to act at local or regional level, the support provided by the branch offices is of rather low importance and can be questioned, whereas if the potential for engagement is rather low, it is given more weight. Especially in the central and eastern German federal states and in parts of Lower Saxony and Schleswig-Holstein, there is a particular need for support from the branch offices due to the low level of existing engagement. Finally, the overall lack of resources means that the branch offices are unable to fulfil their role as contact points, especially for those development actors who prefer a decentralised rather than a central contact point (i.e. the MMZ).

3. GOVERNANCE BY THE BMZ

This chapter presents the findings, which relate to the following evaluation questions:

> D.1 How appropriate are the governance structures and processes for the performance of Engagement Global, also against the background of the increase in funds and personnel?
>
> D.2 To what extent is the BMZ's steering of Engagement Global in line with strategy, coherent and efficient?
>
> D.4 To what extent does the Board of Trustees fulfil its intended role within the governance structure of Engagement Global?

3.1 BMZ-internal coordination

3.1.1 Competencies and responsibilities

Various directorates at the BMZ are responsible for steering the work of Engagement Global. Division Z32 has institutional responsibility for Engagement Global, which includes, among other things, content management for the relevant contractual documents, technical committee support for all organs of the company, budget preparation and management and participation administration, and technical responsibility for ww, the ASA programme, the SES and the DAJ (Doc. 24). Within the same directorate (Z3), division Z30 (Policy Issues of Cooperation With Civil Society, Private Organisations) is responsible for the bengo programme. Division Z33 (Federal States, Local Authorities) is in charge of all fields of activity and projects in Department 3 of Engagement Global (Service Agency Communities in One World). Finally, division Z34 (Development Education) has technical responsibility for all programmes in Department 2 of Engagement Global (Education Programmes, Funding of Domestic Projects) (see Table 5 and Section 2.2.2).

Outside of directorate Z3, division 223 (Peace and Security, Disaster Risk Management) is responsible for the coordination of the ZFD[63] managed by Engagement Global in Department 1 (Exchange and Sending Programmes). An important role is played by the staff division Public Relations, Events[64], which reports directly to the head of Department 1 (Policy Issues, Economy, Trade, Rural Development). It is responsible for brand harmonisation (see also Section 2.3.6) and the so-called #17-Ziele-Projekt (#17 Goals project), which is carried out by staff unit S2 (Communication, Events) within Engagement Global. Finally, we should also mention division 115 (Media, Culture, Creative Industries, Sport), which is responsible for a budget item from which NGOs implementing development projects can apply for funding[65]. Due to the responsibility of Z30 for the bengo programme, however, division 115 has no direct steering influence on the work of Engagement Global.

The mandate of the institutional division includes cross-institutional tasks, such as participation management or responsibility for the introduction of an overarching M&E system. However, it has no short-term decision-making and instructional powers to clarify disagreements between the specialist directorates or to intervene if cross-institutional aspects have not been sufficiently considered in a steering impulse from a specialist directorate. Such clarification could only be achieved by the sub-divisional management and higher hierarchical levels.

The BMZ directly and intensively steers the respective departments of Engagement Global through the relevant specialist division. This is done on the basis of use of funds statements and individual instructions. With very few exceptions, neither the institutional division at the BMZ nor the management of Engagement Global are involved in this steering process. A universal involvement would make the necessary coordination processes more difficult in an unacceptable way. At the same time, there is an increased risk that the specialist directorates will generate steering impulses that are not sufficiently coordinated (Doc. 25), which

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[63] The responsible department (F11: ZFD, SES, TKZ) assumes the secretarial function for the ZFD carried out within the framework of a joint project.

[64] Since December 2019, the staff unit Public Relations and Events has been part of the staff unit Communications as a top-level unit.

[65] Since 2017, the budget item "Funding of Media, Access to Information and Freedom of Opinion in Cooperation Countries" has been funding, via the bengo programme, German NGOs working to respect, protect and guarantee the human right to freedom of opinion and expression.

could have potentially negative effects on cross-programme content-conceptual or technical-administrative synergies.

3.1.2   Presentation of results

The following section will first present the perspective of Engagement Global, followed by that of the BMZ.

The findings on Engagement Global's perspective are based on two data sources:

*   Interviews with managers (I 81, 84–85, 89, 92, 104)
*   Evaluation of the protocols of two central internal communication formats

Across the two data sources, considerable deficits were identified with regard to BMZ-internal coordination in steering Engagement Global. One consequence are "frictional losses" within Engagement Global. These are mainly due to the fact that the organisation receives diverging steering impulses from different directorates, which it may not clarify itself due to the lack of mandate. As a result, the clarification has to be "fed back" to the BMZ, without the ministry necessarily being able to decide on the matter.

A number of examples were given in the data. Three of them are:

1. In order to produce the image brochure of Engagement Global (Engagement Global, 2016a), the responsible staff unit Communications, Events (S2) had to coordinate with all other divisions and BMZ directorates. The primary coordination took place due to the close connection between the respective BMZ specialist divisions and the departments of Engagement Global. The coordination loops necessary for the staff unit Communication, Events cannot be described in detail here, but were associated with a great deal of effort.
2. Engagement Global's presence at the European Athletics Championships 2018 involved both the BMZ division 115 responsible for sport and the division Z34 responsible for the Berlin branch office, as well as the BMZ staff division Public Relations, Events. In this case, too, from the point of view of Engagement Global, coordination steps that should have been carried out at the BMZ were "out-sourced" to Engagement Global, which led to additional coordination loops and thus additional effort (Doc. 26).
3. The Unterschwellenvergabeordnung (Regulation on Sub-Threshold Procurement - UVgO) contains tender specifications that must be considered in calls for tenders and awards of contracts and through which transfer contracts must be passed on to applicants by Engagement Global. In preparation for the drafting and communication of the UVgO to NGOs implementing development projects, Engagement Global submitted a proposal to the institutional division in 2018. At the same time, a new regulation on UVgO was announced to the NGOs. However, the internal BMZ coordination was so time-consuming[66] that a transitional period of several months was necessary. During this time the NGOs were unclear about the applicable regulations, which in turn led to queries to the specialist directorate or the Legal Affairs Department (S1) of Engagement Global.

The findings on the BMZ's perspective are based on two data sources:

*   Interviews with decision-makers at the BMZ (I 55–56, 65, 69–70, 77)
*   Document analysis

The partial lack of BMZ-internal coordination as well as the structural problem described above with regard to the mandate of the institutional division is also regularly cited as a point of criticism in the BMZ's self-perception. At the same time, it is made clear that the powers cannot be extended within the ministerial structures. In this respect, the only option is to strengthen the steering function at the sub-divisional level. A working group set up in the first years after the inception of Engagement Global to coordinate the cross-

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[66] In this case, division Z35 (Compliance, Secrecy Protection, Funding Law, Participation Management) was also involved.

organisational issues of the involved directorates has meanwhile lost its significance, but was reactivated at the beginning of 2019. In addition, there is a weekly meeting between all the heads of divisions in directorate Z3 and the director to discuss overarching issues.

This problem area was also the subject of an internal BMZ dialogue event[67] (Doc. 23) attended by all directorates responsible for Engagement Global. The deficits in communication between the directorates involved were clearly identified (Doc. 27). At the same time, however, the specialist directorates involved argued that existing specialist responsibilities had to be preserved. In order to compensate for the deficits, better mutual information, the sounding out of synergy effects and more consistent participation in necessary coordination processes were deemed necessary.

3.1.3   Assessment

Frictional losses repeatedly arise between Engagement Global and the BMZ because BMZ-internal coordination on specific issues or topics has not taken place, or not sufficiently so. In order to enable Engagement Global to carry out its tasks smoothly, the various directorates responsible at the BMZ would have to coordinate their activities to such an extent that the steering impulses from the ministry would be given an appropriate and significantly higher degree of coherence and consistency than is currently the case.

The mandate of the institutional division is linked to a structural problem: the programme-based level of steering is dominant over institutional steering. The institutional division thus has only limited possibilities to ensure effective internal coordination between the different directorates. The regular exchange format between the institutional division and the management of Engagement Global, in which other directorates are also involved on specific issues, sometimes provided an opportunity to address points of criticism, which favoured subsequent internal clarification at the BMZ.

The collected did not reveal any indications that the coordination between the directorates has improved following the strategy workshop in early 2017. However, the above-mentioned reactivation of the working group at sub-divisional level indicates that a need for improved coordination was also seen at the BMZ and that appropriate measures have been initiated. On the basis of the results of the collected data de-scribed above, this is to be welcomed.

The data collection has also shown that important projects in the area of responsibility of the institutional division were not always supported by the BMZ specialist directorates. The introduction of PAM, for example, shows that programme-related concerns were pursued in part at the expense of an institution-ally appropriate solution (see Section 2.3.3).[68] An equally difficult constellation resulted from the fact that, in the course of the introduction of the M&E system, specialist directorates gave priority to programme-related concerns over a coordinated approach (see Section 2.3.5).[69]

3.2   Governance of Engagement Global

3.2.1   Forms of governance

The governance behaviour at the BMZ shows what scope for decision-making exists for Engagement Global and the extent to which the BMZ intervenes in certain processes, including operational decisions. Governance can therefore have different depths. It ranges from detailed governance, which is also noticeable in operational decisions, to strategic governance, which focuses on the fulfilment of concrete strategic

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[67] This dialogue event took place in the 1st quarter of 2017.

[68] As described in Section 2.3.3, this led to programme-specific solutions being designed, in this case for the bengo programme, to the extent that a broader application of PAM was no longer possible.

[69] It is not intended here to go into detail about which directorates have given priority to programme-related issues and in what form. Rather, it should only be made clear here that there are clear deficits in the approach of the directorates involved at the BMZ to establish a comprehensive M&E system at Engagement Global.

requirements, either across institutions or in relation to specific departments or programmes. The aim is to achieve a depth of governance that ensures the greatest possible effectiveness and efficiency in terms of task fulfilment. One challenge here is the potential for very different depths of governance at the BMZ directorates responsible for the programme, since different steering impulses may require greater coordination efforts at Engagement Global.

One form of detailed governance can also be very short-term requirements at the BMZ. Such interventions in the operational business can mean that plans for capacities and resources have to be repeatedly adjusted, which leads to higher transaction costs (Doc. 25).

3.2.2 Presentation of results

The findings on Engagement Global's perspective are based on three data sources:

- Interviews with managers (I 81, 84–85, 89, 92, 104, 139, 162)
- Survey of employees of Engagement Global
- Analysis of the protocols of two central communication formats

From the point of view of the managers of Engagement Global, there are examples of appropriate depths of governance, but overall the tendency towards detailed governance is emphasised. This is illustrated by the fact that there are small-scale, programme-related steering impulses beyond the use of funds statement, which repeatedly increase doubts and uncertainty among the programme-implementing teams about their scope for decision-making.

There are considerable differences in governance behaviour depending on the person acting at the BMZ. In those cases where detailed governance is practised, it could, for example, refer to the modalities of programme implementation. An example of this is that the BMZ asserts final reservations of consent for small-scale processes such as individual trips. Another example refers to the setting of upper limits for beneficiaries of a programme in the education sector.[70] However, detailed governance also refers to operational decisions within the framework of the implementation of events, including the deployment of specific speakers.[71]

In addition, detailed governance may relate to compliance with the commitment of funds. In the case of the bengo programme, for example, the commitment of funds is checked monthly by the relevant directorate at the BMZ. From the point of view of application processing, however, a linear commitment of funds on a monthly basis would not make sense at all, because the processing of applications cannot be carried out consistently, but is associated with work peaks depending on the number of applications received and the need for advice. From the point of view of Engagement Global, the detailed governance by the BMZ, in conjunction with the increase in funds and personnel (see Section 2.3.1), creates additional pressure, without providing positive support for the rapid processing of applications.

As in the previous section, the findings on the BMZ perspective are based on two data sources:

- Interviews with decision-makers at the BMZ (I 55–56, 65, 69, 70, 77)
- Document analysis

The BMZ recognises the fundamental problem of an uneven depth of governance. The associated frictional losses are clearly identified and at the same time it is emphasised that greater consistency and reliability in governance behaviour is necessary. A favourable factor is that the specialist directorates identify very strongly with the programmes in their area of responsibility. Although the governance behaviour is characterised by person-dependent management styles, they also point out that there is a need for

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[70] As a consequence, potentially interested applicants had to be informed that an extension of the programme was not possible.
[71] Here, the tendency towards detailed governance becomes more pronounced the more the BMZ management is addressed by a particular event.

governance, which results from the fact that the services of Engagement Global partly meet the requirements of the BMZ only to a limited extent.

In the dialogue event already mentioned (Doc. 23), the inconsistent governance behaviour is also mentioned as a problem and at the same time placed in a broader context. In this context, it is explained that a stronger individual responsibility of Engagement Global is desirable, but that it is managed like a subordinate authority. In this respect, Engagement Global can only react with limited flexibility to the demands of funding policy that are made on it by various stakeholders.

At the same time, it is necessary to consider the area of tension in this regard, namely that the ministry bears political responsibility for all decisions made by or at Engagement Global. This area of tension, however, also allows for an increasingly smaller depth of governance. Standardised, cross-programme regulations are needed, which would enable consistent overall governance and expand the scope for action and decision-making at Engagement Global. This should be accompanied by a strengthening of the BMZ's internal governance structure, especially at the sub-divisional level.

3.2.3 Assessment

As a general finding it can be stated that the governance behaviour and the associated depth of governance varies considerably depending on the directorate and sometimes also on the individual. The inconsistent approach points to scope for action and decision-making which, despite the requirements of the BHO, funding law and participation management, can be structured differently depending on the people working in the directorates.

Overall, detailed governance by the BMZ dominates, which has repeatedly been a topic of discussion in the internal management committees of Engagement Global, and whose leadership has also raised this issue in meetings with the ministry on various occasions. However, the evaluation team has no indications that actual improvements have been achieved in terms of the inconsistent governance behaviour.

The challenge at the BMZ is to ensure consistency and reliability by harmonising and limiting the individual scope for interpretation and room for manoeuvre for the people working in the directorates. At the same time, however, it is important to bear in mind that, in terms of the depth of governance, there is a tension between the autonomous actions of Engagement Global and the political responsibility of the BMZ. Ultimately, finding the right balance is a question of weighing up the two, which can lead to a reduction in the depth of governance, which at the same time opens up additional room for manoeuvre for Engagement Global. However, it can also lead to a certain depth of governance being considered necessary, at least in some areas, in view of the possibly limited quality of the services provided by Engagement Global.

3.3 The role of the Board of Trustees

3.3.1 Description of function and composition

According to its own rules of procedure (Doc. 28), the Board of Trustees of Engagement Global has an advisory role towards both the shareholder and the management of Engagement Global. The board has a right of initiative with regard to the topics to be discussed.

In addition, the Board of Trustees has participation rights in the appointment of the management and in the rolling business planning[72] and can also issue statements on the respective annual financial statements and management reports of the management. A key has been defined[73] for the composition of the 20-member

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[72] As part of the revision of the Articles of Association of Engagement Global on 22 July 2019, the rolling business planning has been discontinued with the approval of the BMF.

[73] This determination was made at the second meeting of the Board of Trustees, which also served to name the body a "Board of Trus-tees" and not a "Programme Committee" as provided for in the Articles of Association (Doc. 30).

Board of Trustees, which is intended to ensure the appropriate participation of major stakeholders (see Fig. 16).

Figure 16   Composition of the Board of Trustees

■ Civil society   ■ Federal states   ■ Municipalities   ■ Private sector
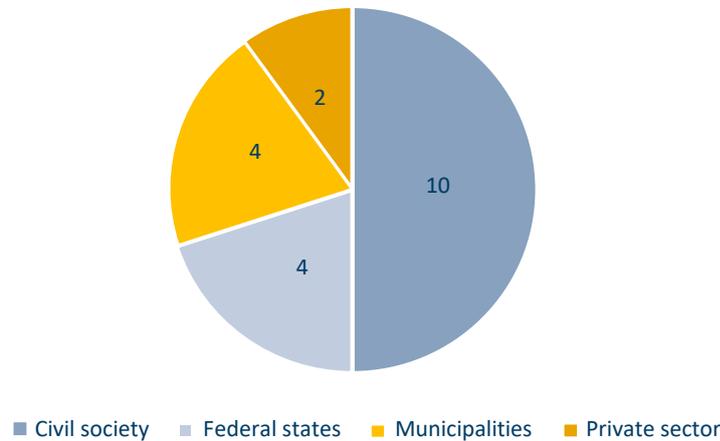
Source: own illustration based on Engagement Global (2020a)

With regard to the composition of the Board of Trustees[74], it is noticeable that the members, with three exceptions (Bundesnetzwerk Bürgerschaftliches Engagement [National Network for Civil Society] - BBE, Zentralverband des Deutschen Handwerks [German Confederation of Skilled Crafts] - ZdH and Deutscher Olympischer Sportbund [German Olympic Sports Confederation]), represent organisations from the development policy spectrum. The members also reflect the range of services and advice offered by Engagement Global. As a result, some members tend to bring in a programme-specific perspective (e.g. exchange and deployment), while others have a more cross-programme perspective.

The Board of Trustees meets every six months. In some cases, working groups initiated by the Board of Trustees met between the regular meetings.[75]

With regard to the role of the Board of Trustees, it should be noted that there are links with advisory boards and commissions set up for specific programmes. These result from the fact that members of the Board of Trustees are also members of programme-related advisory boards or commissions. A two-way exchange is intended (Doc. 29).

3.3.2   Presentation of results

On the one hand, the results are based on interviews with active and former members of the Board of Trustees. In individual cases, representatives of organisations were interviewed who were or are not members of the Board of Trustees, but whose organisation is represented on the Board of Trustees.[76] On the other hand, the minutes of the Board of Trustees' meetings were evaluated within the framework of a document analysis.

With regard to the question of the extent to which the Board of Trustees had fulfilled its role, the stake-holders interviewed came to very different conclusions (I 50, 52, 57-59, 64, 66, 71, 73-75, 78-79). There is no uniform view of the four central stakeholder groups (civil society, federal states, local authorities, private sector). In some cases, a positive balance is drawn, emphasising, for example, that the Board of Trustees has

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[74] For the current composition of the Board of Trustees see *www.engagement-global.de/kuratorium.html*.

[75] Particularly noteworthy are the working group on flight and migration, which was constituted in 2015/2016 and presented its final report in 2017 (Doc. 31), and a working group that drew up an interim report in the anniversary year 2017 (Doc. 2).

[76] The management of Engagement Global and the institutional division BMZ (Z32) also gave assessments, which are not included here for reasons of confidentiality.

repeatedly and critically questioned the extent to which the principle of subsidiarity and the right of initiative would be respected (see also Chapter 5). Mention is also made of substantive thematic initiatives, such as the working group on "Flight and Migration" mentioned above. In this context, some members also note positively that the Board of Trustees has recently[77] become more involved in the goals formulated by the BMZ management for the management of Engagement Global (Doc. 32).

For those interviewees who tend to emphasise points of criticism in their assessment, the conclusion to be drawn is that, in their view, the Board of Trustees was only able to fulfil its role to a limited extent. It is noted that neither the management of Engagement Global nor the BMZ made use of the advisory services to the extent that the interviewees had expected. This critical review considered that active advisory efforts of the Board of Trustees had only partially met with a positive response at the BMZ. In this context, "positive response" means that topics introduced by members of the Board of Trustees would not only have been "taken up" by the BMZ, but would also have been the occasion for follow-up steps which would ideally have been communicated at the following meeting of the Board of Trustees. These critical voices also noted that, compared to the years immediately after the establishment of Engagement Global, the presence of the BMZ management at the Board of Trustees' meetings had steadily decreased.[78] This is seen as an indicator for a declining interest of the BMZ in the advisory services provided by the Board of Trustees.

With regard to the agenda of the Board of Trustees, some interviewees also self-critically note an unfavourable relationship between formal and content-related agenda items: too little space is given to substantive, thematic discussions, which conversely means that formal, factual agenda items[79], which are often associated with a wealth of current information, have gained the upper hand. However, there is also criticism of the fact that the Board of Trustees is often informed about decisions at the BMZ during its meetings without being able to influence them in an advisory way. Some interviewees also criticise the fact that some documents were not sent to the members of the Board of Trustees in time.[80]

An analysis of the minutes of the Board of Trustees confirms the assessment that formal agenda items are taking up more and more space overall compared to those relating to content and topics. It is noticeable that, especially in the first two years after the establishment of Engagement Global, it was particularly important from the BMZ's point of view to involve all important stakeholders - especially civil society – via the Board of Trustees in content and topics related discussions (Doc. 21, 30, 33-35). This can probably be explained by the founding constellation and the initially considerable reservations of civil society actors about the expected role of the new organisation (see Section 1.4). Insofar, the first two years saw more discussion of thematic content and a stronger presence of the BMZ management.

The analysis of the minutes of the Board of Trustees also makes it clear that it has not always been possible to follow up on initiatives that have a thematic content. This is reflected in the fact that, despite positive declarations of intent, certain topics were not mentioned at subsequent meetings of the Board of Trustees. The minutes also show that in some cases it was not finally clarified what follow-up steps might have to be taken on a specific topic. An example of this is the initiative on "Flight and Migration" already mentioned. The handling of the recommendations of the relevant working group following a presentation in December 2017 remains unclear (Doc. 31).

With regard to the connection between the composition of the Board of Trustees and the fulfilment of its role, the interviews give a mixed picture. In some cases, it is considered largely unproblematic to reach coordinated positions within the Board of Trustees. In some cases, however, it is argued that a considerable

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[77] There was a change in the management and, in part, in the composition of the Board of Trustees in 2017/2018, in accordance with the Rules of Procedure, which provide for a three-year "term of office" for the Board of Trustees.

[78] The analysis of the minutes of the Board of Trustees supports this assessment.

[79] This mainly refers to progress reports and routine agenda items such as annual accounts or budget.

[80] The minutes of the Board of Trustees show that on several occasions, members of the Board of Trustees expressed critical views on this issue. However, the impression is that only moderate improvements have been made in this respect.

number of the members tend to represent particular interests with regard to specific programmes or areas, which makes it more difficult to formulate common positions.[81]

3.3.3 Assessment

In terms of an overall assessment, it can be said that the function of the Board of Trustees as an advisory body to the BMZ and the management of Engagement Global could only be partially appreciated. As the survey results presented above clearly show, this is partly due to the fact that the BMZ and the management of Engagement Global did not respond well enough to the advisory impulses from the Board of Trustees. On the other hand, the members were only able to take substantive initiatives to a limited extent in order to make the advice provided by the Board of Trustees effective. However, the examples mentioned on the subject of "Objectives" and "Flight and Migration" show that there were positive approaches in this respect.

When assessing the role of the Board of Trustees, it must also be considered that some of its members have other ways of influencing the BMZ in order to bring certain concerns to the attention of the BMZ from their point of view, i.e. the view of a specific stakeholder group. This explains why some interviewees describe the effectiveness of the advisory activities of the Board of Trustees as very moderate, with the remark that other ways of exerting influence have proven to be more effective.

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[81] This constellation also prompted the BMZ, during the transition from the first to the second three-year period, to appeal to the members of the Board of Trustees to put aside special interests (Doc. 22).

4. BENEFITS AND SERVICES FOR THE TARGET GROUPS

This chapter presents the findings for the following evaluation questions:

> A.1 What are the quality and benefits of the services and programmes provided by Engagement Global from the perspective of the target groups?
>
> A.2 To what extent do the administrative procedures and consultancy services meet the needs of the target groups and stakeholders?
>
> A.3 To what extent does the work of Engagement Global result in unintended positive or negative effects for the target groups?
>
> A.4 To what extent have Engagement Global's services and programmes succeeded in addressing new target groups (e.g. migrants, older people, young people in vocational training)?
>
> A.5 To what extent is equal opportunities guaranteed in access to the services and programmes of Engagement Global?
>
> D.3 To what extent are the opportunities for participation and complaints in the programmes and services appropriate from the perspective of the target groups and stakeholders of Engagement Global?

The findings are taken from the case studies of the bengo, FEB and GNK programmes. In addition, interviews with BMZ representatives were included, provided they were related to the questions in this chapter. Furthermore, publicly available sources and data provided by Engagement Global were considered. Within the framework of the qualitative content analysis of interview and workshop protocols and other internal documents, statements that were inductively identical in content were grouped into categories. These main categories structure the further consideration in this chapter as headings. Furthermore, the results of the expert legal opinion (Battis und Gniechwitz, 2019) are summarised in Box 8.

4.1 Quality and benefits of programmes implemented by Engagement Global

4.1.1 The bengo case study

Box 5	Profile of the programme "Beratungsstelle für private Träger in der Entwicklungszusam- menarbeit" (Advice centre for non-governmental organisations in the area of development cooperation - bengo)

The activities of the bengo advice centre have been carried out by Engagement Global for the BMZ since 2012. The task of bengo is to advise applicants and, since 2016, to implement to a large extent the BMZ funding programme for developmentally important projects of non-governmental organisations (NGOs). The aim of the programme is to support projects that either

- improve the economic, social or ecological situation of disadvantaged population groups in developing countries in a sustainable manner,
- or effectively support the self-help efforts of these groups and involve them in partnership in planning and implementation,
- or which contribute to the realisation of human rights in developing countries –
- and which fulfil the conditions for qualification as 'Official Development Assistance' (ODA) (BMZ, 2016).

The funded projects abroad take place in countries of the Global South in cooperation between German and local NGOs. A further aim is to strengthen these partnerships.

When Engagement Global took over the management of the programme, it was also responsible for checking the interim and use of funds statements of the German contract partners (final beneficiaries). The funding conditions are essentially defined in the "Richtlinien für die Förderung entwicklungswichtiger Vorhaben privater deutscher Träger" (Guidelines governing the funding of developmentally important projects by German NGOs; BMZ, 2016, p. 1).

bengo at a glance:

- Implementation until 2012 by the DPWV, from 2012 onwards by Engagement Global
- In-depth advice, preparation of funding decisions for the BMZ and transfer of programme funds to the final beneficiaries in Germany
- Engagement Global funding programme with the largest budget with 121.7 million euros outflow of funds in 2018, i.e. around 43 percent of the 285.5 million euros in project funding provided to Engagement Global by the BMZ (see Figures 7 and 18)
- Significant increase in the budget item "Non-governmental organisations implementing development projects", which is relevant for bengo, and Engagement Global's funding responsibility from 2016 onwards: fourfold increase from 2016 to 2018 with a simultaneous decrease in funds disbursed by the BMZ (see Figure 17); Figure 18 shows how the two curves of bengo funding and total funding in the budget item "Non-governmental organisations implementing development projects" are steadily converging
- An average of 315 approved projects per year (2016: 285, 2017: 360, 2018: 299; Doc. 37)
- 58 employees (as of 01/2020; Doc. 125)

Further special initiatives and programmes have been added to the bengo core funding programme in recent years. These are in detail: (a) "Eine Welt ohne Hunger" (A World Without Hunger – SEWOH), (b) "Fluchtursachen bekämpfen, Flüchtlinge reintegrieren" (Tackling the root causes of flight, reintegrating refugees - SI Flucht), (c) "Ausbildung und Beschäftigung" (Training and employment), (d) "Internationaler Klima- und Umweltschutz" (International climate and environmental protection – IKU), (e) "Perspektive Heimat" and (f) "Förderung von Medien, Zugang zu Information und Meinungsfreiheit in Kooperationsländern" (Funding of media, access to information and freedom of expression in cooperation countries). Six budget items feed the bengo programme (see Table 5). In 2018, the core programme accounted for 83 percent of the total funds for bengo.

The project funding is awarded as partial financing in the form of a subsidy of up to 75 percent as a rule. In well-founded exceptional cases, the funding can be increased to up to 90 percent (Engagement Global, 2019a). Accordingly, 10 to 25 percent must be financed by the applicant NGO from its own funds. Similar funding regulations apply to other special initiatives/programmes. An exception is media funding, where a funding quota of 90 percent is the norm. Since the beginning of 2019, projects by first-time applicants with a funding volume of up to 50,000 euros have been approved by the Stiftung Nord-Süd-Brücken (North-South Bridges Foundation) for the eastern federal states and Berlin and by the W. P. Schmitz Foundation for the western federal states.

Figure 17   **Distribution of the funds managed under the budget item "Non-governmental organisations implementing development projects" at the BMZ and Engagement Global and representation of the share of funds disbursed by the BMZ in the budget item "Non-governmental organisations implementing development projects"**

Funds disbursed by EG

Funds disbursed by the BMZ

Disbursed by BMZ under budget item "NGOs implementing development projects"
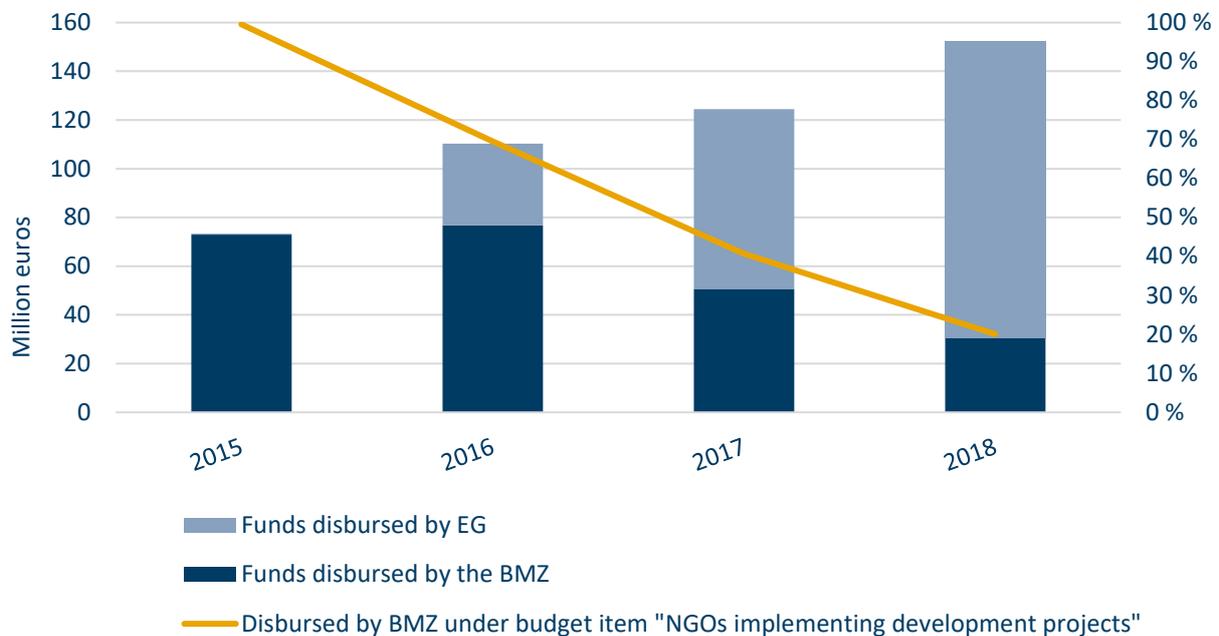
Sources: own illustration based on Engagement Global (2016d, 2017e, 2018c, 2019e)

Satisfaction of users

Fifteen representatives of NGOs were interviewed.[82] Around three quarters of them are satisfied or very satisfied with the support provided by bengo, the remaining quarter are partly satisfied or dissatisfied.

The findings presented in the following sections show a differentiated picture. For the most part, the respondents see financial project support as the main benefit of bengo. Furthermore, the advice on how to improve the quality of applications, the seminars offered and the networking opportunities at events are positively emphasised.

Most of the NGOs interviewed consider the seminars offered to be useful (I 163-166, 168-169, 171-174, 176-177). According to the 2018 Monitoring Report, all NGOs interviewed rated the usefulness of the seminars as 1.8 on a scale of 1 to 6 (see Figure 23 in Section 8.5 of the Annex; Doc. 103). Regional or thematic network meetings, which exist in other programmes such as BtE, CdW, ASA, EBD, Entwicklungspolitischem Schulaustauschprogramm (School exchange programme on development policy - ENSA) and ww, are missing (I 177).

Complexity of procedure

The respondents perceive the overall project funding procedure as predominantly complex and excessively bureaucratic (I 163-165, 167, 169-170, 174-177). In particular, they criticise a large number of special regulations, a high level of planning detail, a high number of queries, an increasing trend towards written communication, a language that is difficult to understand - also known as "bengo German" - and a complicated application procedure that is particularly daunting for small projects with a funding volume of

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[82] Section 8.3 of the Annex explains the sampling details.

less than 50,000 euros (I 164-165, 167, 169-170, 175-177). There has also been little critical feedback from beneficiaries with projects in excess of 100,000 euros.

A glance at the material provided on the Internet (Engagement Global, 2019a, 2020b) illustrates the high effort required of applicants: In a normal funding process without an audit of the sponsoring organisation, they must process at least 16 documents of around 150 pages (Doc. 111). A further 20 documents exist for applications for changes, evaluation mandates, feasibility studies and special initiatives. If one compares this with the amount of material required by a higher education institution for a BMBF-funded project, for example, the volume of 13 documents and around 100 pages is smaller.[83]

Process and consulting quality

Some of the NGOs questioned stated that the processing time in the procedure was too long (I 165-166, 169, 173, 175). With regard to project implementation, there is criticism that in some cases there is no feedback on a use of funds statement, or that in some cases follow-up inquiries are only made almost three years after submission (I 167, 169, 173), which means that projects cannot be completed. In the case of the interim statement, the bengo team also sometimes responded too late (I 173). In the spring of 2019, the BMZ assumed that there were around 300 unchecked use of funds statements and about 1,000 unchecked interim statements (I 49). Interviewees criticise the long processing time for applications (I 166, 169, 173-174), while the BMZ criticises the failure to process 22 initial applications (I 77).

Engagement Global specifies a minimum time span of four months between submission of the application and the start of the project (Engagement Global, 2019h, p. 2). The BMZ sets a maximum time limit of 90 days for the core service from submission of the application to submission to the BMZ with a vote by Engagement Global (I 162; WS 160; Doc. 55). The bengo team considers this deadline to be unrealistic, as intensive advice to the NGOs is required during this period (I 162). In the 2018 Monitoring Report (Doc. 42), Engagement Global refers to the programme indicator "Average time to completion of core services: processing of applications (receipt until forwarding to the BMZ)". However, no data were collected on the above-mentioned indicator, so the case study data could not be further substantiated with quantitative data.

The advice given is predominantly seen as good, helpful and constructive (I 163, 166-168, 170-173, 176). In the 2018 Monitoring Report, bengo's average rating of the advice provided in the run-up to and during the application process and in the course of the review of the use of funds statement is 2.2 on a scale of 1 to 6 (see Figure 23 in section 8.5 of the Annex; Doc. 103). The interviews with the NGOs in the context of the case study support this largely positive overall impression. The staff is often described as open, friendly, competent, solution-oriented and cooperative (I 163, 165, 170, 172-173, 176-177).

This is countered by critical perceptions of the NGOs interviewed. Frequent staff changes are negatively noted by some NGOs, especially if they occur during the application phase (I 164-165, 167, 169, 174). The NGOs also report inconsistent levels of knowledge and inconsistent actions of bengo employees (I 163, 167). New employees were rather cautious (I 166). Occasionally there is a lack of country-specific knowledge and other specialist knowledge, and different views would be expressed in the consultation compared with the predecessor (I 172, 174-175). The respondents also stated that bengo's staff were overburdened by a lack of personnel (I 173, 175-176).

Major NGOs also report to the BMZ on the varying quality of advice provided by bengo (I 49). Due to the fact that bengo is responsible for different projects in different regions, some of them have to deal with more than five consultants, which gives them the opportunity to compare. In the course of the NGO survey, examples were reported which suggest both "over-consultation" and "under-consultation" in some specific cases (I 167, 170). In the case of "over-consultation", the interviewee felt that suggestions were made which would have had massive undesirable consequences for the project. The applicant protested against this

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[83] See BMBF's forms cabinet: Forms for grants on an expenditure basis (AZA) (German Federal Government, 2020a). This is a rough calculation based on the evaluation team's own experience with applications.

advisory intervention. The project had already been approved by the BMZ in the form in which it was submitted. In the example of "under-consultation", the application was submitted by the bengo employee to the BMZ for a decision without consulting the applicant, and was later rejected. Free-text responses from the online survey of NGOs in the context of the 2018 Monitoring Report confirm these perceptions (Doc. 103).

Employees of Engagement Global point out the high time pressure in consultations, which is due to the processing deadline of 90 days set by the BMZ. One consequence of inadequate advice is that numerous amendments have to be made during the project funding period. The employees of Engagement Global complain about a lack of understanding at the BMZ. The high outflow of funds is another factor (WS 160). An NGO interviewee reports that the bengo consultancy service verbally advised him to apply for additional funding for special BMZ funds, whereby any debt interest would be treated generously. The interviewee did not agree to this, as it was not known whether the BMZ's external auditors would have accepted the assurance of Engagement Global and the risk of paying debt interest might have remained with the NGO in the end. In this case, one could not speak of independent advice (I 166). In this context, organised civil society points to different interpretations of the guidelines by the BMZ and Engagement Global, which contribute to uncertainty (Doc. 131).

Transparency of the process and results of funding decisions

Some of the NGOs and representatives of organised civil society interviewed criticise the lack of transparency in the approval procedure. It remains unclear how decision-making power is divided between the BMZ and Engagement Global and how the decision on prioritisation is made (I 161, 165, 167, 175). Furthermore, the role of bengo as (a) implementing organisation of the BMZ or (b) advocate of civil society is unclear from their point of view (I 176).

In contrast to the FEB, bengo does not have a web-based funding database of past and current projects available to the public (Engagement Global, 2020c). The Stiftung Nord-Süd-Brücken (North-South Bridges Foundation) is more transparent here. On its website it maintains an overview of the projects supported by the Small Projects Fund[84] (Stiftung Nord-Süd-Brücken, 2019). In addition to a brief description, information on the project and funding amounts is also provided. Another example is the project funding database "Förderkatalog - FÖKAT" (German Federal Government, 2020b), which is operated by six federal ministries (BMBF, Federal Ministry of the Environment, Nature Conservation and Nuclear Safety, Federal Ministry for Economic Affairs and Energy, Federal Ministry of Food and Agriculture, Federal Ministry of Transport and Digital Infrastructure, Federal Ministry of Justice and Consumer Protection) and covers their completed and ongoing projects.

Process heterogeneity between programmes

Around a third of the interviewees in the case study also use other Engagement Global programmes such as TKZ, konkreter Friedensdienst NRW, ENSA, FEB or cooperate with branch offices (I 164, 170-172, 174). A comparison of bengo and FEB NGOs shows that between 2016 and 2018 around 13 percent of bengo's NGOs also received funding from FEB (Doc. 101). One interviewee perceives the diversity of programmes and funding conditions at Engagement Global as confusing: "It is difficult to understand why not all BMZ programmes run through bengo. The various programmes with their funding guidelines are not easy for knowledge management in a small NGO. An entire funding landscape is available at a single organisation. Probably there are programmes no one even knowns about" (I 172).

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[84] The Small Projects Fund is financed by BMZ funds which are channelled through bengo.

Unintended effects

As a positive unintended effect, it can be stated that the improvement in the quality of some of the bengo applications achieved through the bengo advice also led to an improvement in applications to other funding agencies (I 166).

New target groups and equal opportunities

For one third of those interviewed, financing their own contribution represents a high hurdle (I 166, 170-173). Particularly in the case of long-term and larger projects, it is a major challenge to obtain sufficient funds or funds from other funders when free donations are declining (I 166, 171). Interviewees therefore suggest reducing the own contribution (I 171, 173).

The question of funding success for first-time applicants and recurring applicants is relevant in the context of equal opportunities. The share of first-time applicants in 2018 was 31.3 percent (Doc. 42), their funding success was 41.3 percent[85] (Doc. 42), which is significantly below the annual average of 69.7 percent (Doc. 38).

In relation to the number of inhabitants, funded NGOs from Baden-Württemberg, Bavaria, Berlin, Hamburg, Hesse and North Rhine-Westphalia are over-represented. Under-represented are NGOs from Brandenburg, Bremen, Mecklenburg-Western Pomerania, Lower Saxony, Rhineland-Palatinate, Saarland, Saxony, Saxony-Anhalt, Schleswig-Holstein and Thuringia (see Figure 24 in Section 8.5 of the Annex). In around two-thirds of the federal states, bengo NGOs are thus not represented in line with their size in terms of population share. This suggests a potential for new target groups.[86]

4.1.2   FEB case study

Box 6	Profile of the "Förderprogramm Entwicklungspolitische Bildung" (Funding Programme for Development Education in Germany - FEB)

FEB provides financial support to groups and networks that carry out development policy information and education work in Germany. The aim is to support projects that "provide true-to-life and vivid information on development policy issues, show how citizens can become engaged in development policy, pursue the concept of sustainable development and thus communicate and implement the German government's development policy objectives in society" (Engagement Global, 2020d). The BMZ's Concept 159 "Entwicklungspolitische Informations- und Bildungsarbeit" (Development Policy Information and Education Work) (BMZ, 2008) and the "Orientierungsrahmen für den Lernbereich Globale Entwicklung im Rahmen einer Bildung für nachhaltige Entwicklung" (Orientation framework for the learning area of global development in the context of Education for Sustainable Development) of the BMZ and the Kultusministerkonferenz (Standing Conference of the Ministers of Education and Cultural Affairs - KMK) (Engagement Global, 2016e) provide the basis for educational measures.

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[85] Rejected projects can be resubmitted as a funding application in the following year. In addition, from 2019, the W. P. Schmitz Foun-dation and the North-South Bridges Foundation will process initial applications.

[86] It would have been helpful for the evaluation team to have had data on the potential of NGOs in the respective federal state that implement DC projects in the Global South and/or are involved in development education work in the broadest sense, in order to be able to determine "market coverage" by the two funding programmes bengo and FEB. The general NGO density per 1,000 inhabitants in the 16 federal states does not help in this context, as it is unclear whether this distribution is the same for DC-oriented NGOs. The NGO density varies between a minimum of 5.5 NGOs per 1,000 inhabitants in Hamburg and a maximum of 10.4 NGOs per 1,000 inhabitants in Saarland (Priemer et al., 2019, p. 15). Therefore, the reference to the number of inhabitants per federal state was chosen as the proxy for an estimate of potential. A special survey of DC-related NGOs in the federal states would certainly be helpful for the federal government, the federal states, municipalities and civil society.

FEB at a glance:

- Implementation until 2012 by the former InWEnt gGmbH, from 2012 by Engagement Global
- Transfer of programme funds to final beneficiaries
- Fifth largest individual programme by budget with a 7.4 percent share of the BMZ project funding volume and EUR 21.1 million outflow in 2018, increase in outflow by around 260 percent from 2012 to 2018 (see Figures 7 and 18) (Engagement Global, 2019c)
- An average of 388 projects per year funded (2016: 386, 2017: 393, 2018: 385; Doc. 49)
- 37 employees (as of 01/2020; Doc. 125)

The funding notice and the funding conditions are not formally summarised in guidelines, as is the case with bengo, but are communicated via individual pages of the FEB website or documents available there. As a rule, up to 75 percent of projects are funded by the BMZ as a grant in the form of partial financing. At least 25 percent of the applicant's own funds must be provided by the applicant. Exceptions may be made in justified cases in agreement with the BMZ (Doc. 40).

Figure 18   **Outflows of funds for bengo and FEB and representation of the budget item "Non-governmental organisations implementing development projects" (sole management of funds until 2016 by the BMZ)**
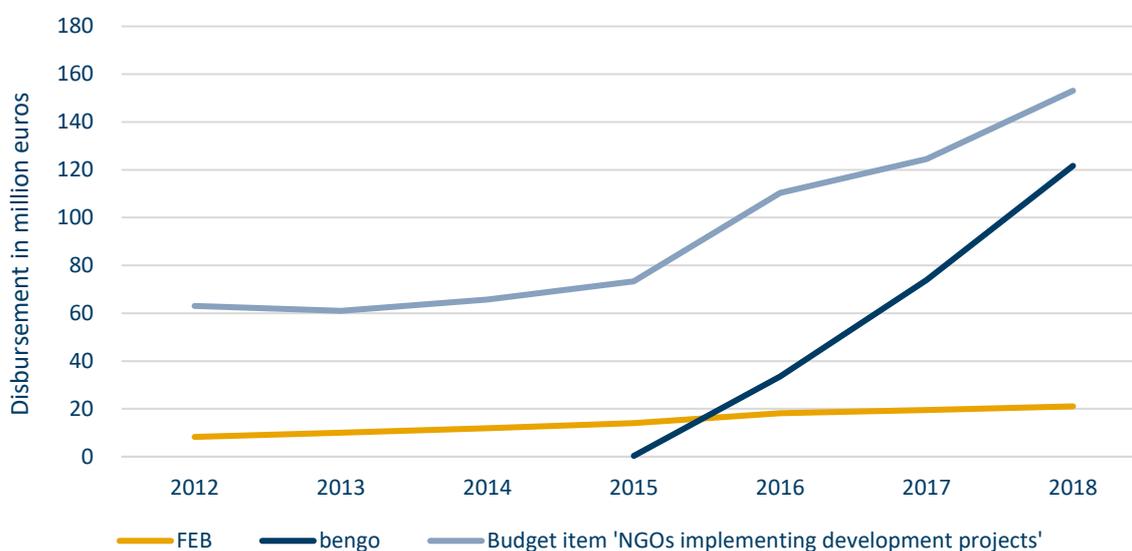
Sources: own illustration on the basis of Engagement Global (2015, 2016c, 2017a, 2017b, 2018a, 2019c, 2019d)

Satisfaction of users

Fifteen representatives of NGOs were interviewed.[87] About three quarters of them are satisfied or very satisfied with the support provided by FEB. According to these NGOs, the main benefit lies in the financial support without which the projects could not be implemented. Furthermore, the advice and the seminar programme are perceived as useful. The predominantly positive tenor is not to be understood as meaning that no criticism has been expressed. It comes from both groups with higher and lower overall satisfaction.

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[87] Section 8.3 of the Annex explains the sampling details.

The FEB's range of seminars is, in the view of many of the NGOs interviewed, very useful, especially for new applicants (I 144-145, 150, 155-157). According to the survey data of the 2018 Monitoring Report, the usefulness of the seminars offered is rated positively by NGOs with a score of 1.9 on a scale of 1 to 6 (see Figure 23 in Section 8.5 of the Annex; Doc. 104). This confirms the positive perception of the NGOs interviewed in the case study. In addition to assistance with applications and project implementation, networking with experienced NGOs is particularly appreciated (I 156-157). In contrast to bengo, there are no other offers for topic-related and regional networking of the NGOs.

Complexity of procedure

The majority of the NGOs and organised civil society interviewed consider the funding procedure from application to in-depth assessment to be extremely complex and bureaucratic (GD 143; I 146-149, 151-152, 154-158; 43-44). The effort involved in the application process was no longer in any reasonable proportion to the benefits. In concrete terms, the high workload of NGO staff due to very detailed requests and supplementary requests by the FEB team, the many notification obligations and the frequent changes in the procedure are mentioned (GD 143; I 152; Doc. 41, 43-44).

According to NGOs and organised civil society, the administrative burden, which is also perceived by Engagement Global (I 137-138) as excessive, deters small and medium-sized NGOs[88] (Doc. 43, 104[89]). In this context, the introduction of a simplified procedure for small projects is deemed useful, which, it is felt, would benefit all parties concerned. It is also conceivable that small projects could be approved directly by Engagement Global and medium-sized and large projects by the BMZ. Projects with a funding volume of less than 50,000 euros accounted for around 56 percent of the total in 2018 (see Figure 25 in Section 8.5 of the Annex).

A review of the documents made available on the FEB website confirms the special effort required of applicants. A minimum of 19 documents of 140 pages must be read and translated into usable knowledge, especially by first-time applicants (Doc. 111). As in the case of bengo, the volume exceeds the application funding documentation for higher education institutions within the framework of BMBF research funding.

Process and consulting quality

The extension to two submission deadlines per year is viewed positively by the NGOs interviewed (I 145, 154, 157; Doc. 41). However, some of the NGOs interviewed complain about excessive processing times in the application procedure and during project implementation or execution for interim and use of funds statements (I 154-155). Here, six to eight months could elapse between application and the first call for funds (I 52, 152; Doc. 41)[90], which is above the target of four to five months set by Engagement Global itself.

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[88] The evaluation team is not aware of any official definition of NGOs similar to the definition of small and medium-sized enterprises in the European Union. As an approximation, we consider small NGOs to be primarily purely voluntary organisations, medium-sized NGOs to be organisations with few full-time staff and large NGOs to be those with a large pool of full-time staff. A further indication is the financial volume of projects applied for. However, all first-time applicants can only apply to the FEB programme for a maximum funding volume of 10,000 euros. As this rule applies to NGOs of all sizes, small project volumes can only be equated with small NGOs in a limited way. The number of members and the volume of the financial statements were not taken into account, as these data were not available. Priemer et al. (2019) classify the size of the NGO on the basis of membership figures. Accordingly, the following classification applies: small NGO (up to 100 members), medium-sized NGO (101 to 300 members) and large NGO (over 300 members). 60.9 percent of NGOs in Germany can be described as small according to this definition (Priemer et al., 2019, p. 17). At bengo, a certain annual turnover for foreign projects and previous experience of cooperation with an independent local partner are specified by the BMZ as prerequisites for the small project fund. Overall, it would be desirable to find a uniform definition of NGO size for responsible actors from government, civil society and academia.

[89] Quote from Doc. 104: "For large projects we find the application procedure with a very good website and application template very good and efficient, for small projects we would question the appropriateness, could be that this discourages engaged people."

[90] It cannot be ruled out that the extremely long processing periods were in the year following the 2017 federal elections. In such a year of provisional budget management, delays may occur, particularly in the first half of the year, if the federal budget for the current year has not yet been adopted by the German Bundestag. Only projects that have already been approved may then receive funding. New grants may not be awarded until the budget has been approved.

Engagement Global did not provide the FEB with relevant data in the 2018 Monitoring Report, so no comparison of qualitative and quantitative data can be made (Doc. 42).

The consulting quality is assessed as largely positive and perceived as solution-oriented, helpful and transparent. It is said that one often encounters a friendly, open, flexible, easily accessible, qualified and appreciative staff in the FEB team. Survey data from the 2018 Monitoring Report by Engagement Global show an average rating of 1.8 for the consultation before and during the application process and 1.9 for the review of the use of funds statement on a scale of 1 to 6 (see Figure 23 in Section 8.5 of the Annex; Doc. 104).

The findings from the FEB case study fit into this positive assessment. According to individual respondents, representatives of organised civil society and the FEB team, the consultation could be more intensive (GD 143; I 138-139, 145, 154). About one third of the respondents have a negative perception of the frequent change of contact person (I 144-145, 152, 154, 156). In a few cases, less qualified staff are reported to have relied on frequent and lengthy enquiries with superiors (I 144-146).

Transparency and fairness of procedures

The NGOs interviewed underline their positive experience with the possibility of being able to submit project outlines during the advisory process (I 145, 147, 151, 155). This could give an early indication of whether it would be worthwhile to prepare a more detailed application. This procedural element is optional and is mentioned on the programme website (Engagement Global, 2020e). There is no reference to it in the documents (guidelines, forms, etc.) available in the download area of the website.

Some of the NGOs interviewed criticise cuts in budget and duration of their projects in the application procedure because this would require costly adjustments to planning (I 144, 153). In the view of the NGOs and organised civil society, massive cuts in budget and duration of projects can jeopardise their success and reduce sustainability (41; I 153). Organised civil society criticises the non-transparent process of budget cuts (GD 143). The FEB team confirms possible negative effects of the cuts on projects (WS 141). Approximately half of the 205 projects that expired in 2018 were subject to average cuts of 37 percent (standard deviation 18 percent) compared to the grant applied for (Doc. 101). The resulting high readjustment effort affect the FEB team and the applicants in equal measure. The FEB website and the project application guidelines (Engagement Global, 2020f) do not contain any such information.

Transparency of the process and results of funding decisions

One contribution to greater transparency is a funding database on the programme website, in which basic information on projects funded since 2014 (Engagement Global, 2020g) can be searched with regard to non-governmental organisations implementing development projects, topics and target groups. In contrast to the Federal Government's FÖKAT, for example (Federal Government, 2020b), there is no indication of the amount of funding and project volume.

Process heterogeneity between programmes

Some of the NGOs interviewed also use other funding programmes of Engagement Global such as the Aktionsgruppenprogramm (Action Group Programme - AGP), ENSA and SKEW or cooperate with the branch offices (I 150-152, 154). Some of the NGOs also receive project funding through bengo (see Section 4.1.1). There are differences in the funding conditions for the programmes. In contrast to the requirements of the Allgemeinen Nebenbestimmungen für Zuwendungen zur Projektförderung (General Auxiliary Provisions for Grants for Project Support - ANBest-P), the deadlines for submitting interim and use of funds statements to the FEB are reduced for grant recipients: by three months for use of funds statements and by one month for interim statements. At bengo, the deadlines specified in the ANBest-P apply. There is also a difference in the funding conditions for schools in the BtE programme. In the case of BtE, fees and travel costs for speakers at events in schools are completely covered, in contrast to the FEB (I 144; Eine Welt Netz NRW, 2020).

Unintended effects

One NGO reports that the projects funded by the FEB have created a level of visibility that has enabled access to other funding sources (I 154).

New target groups and equal opportunities

Interviewed representatives of migrant-diasporic organisations (I 148, 151) criticise structural disadvantages, as they work mainly with volunteers. In addition, there could be a language barrier (I 153). Representatives of organised civil society also confirm the existence of this barrier, and therefore propose that English be allowed as the language of application (GD 143).

The share of funded projects by migrant-diasporic organisations at FEB was 5.44 percent in 2016, 3.82 percent in 2017 and 4.68 percent in 2018 (Doc. 102). According to FEB team members, these organisations should be approached more actively (WS 141).

The high proportion of funded NGOs from Berlin is striking (see Figure 26 in Section 8.5 of the Annex). With a population share of 3.7 percent, the figure is 26.3 percent. By contrast, North Rhine-Westphalia, the most populous federal state with 17.9% of the population, has a 19.1% share of NGOs. In relation to the number of inhabitants, NGOs from Brandenburg, Bremen, Hamburg, Mecklenburg-Western Pomerania and Saxony are also over-represented. NGOs in Baden-Württemberg, Bavaria, Hesse, Lower Saxony, Rhineland-Palatinate, Saarland, Saxony-Anhalt, Schleswig-Holstein and Thuringia are underrepresented.

According to the respondent organisations, the bureaucratic burden is a hurdle, especially for small and volunteer NGOs and migrant organisations, which is particularly apparent in the application process and even prevents them from applying (I 145, 149, 151, 154, 158; doc. 41). The 17.9 percent share of purely volunteer NGOs in the application process in 2018, according to figures from the Monitoring Report (Doc. 42), underlines the perceptions of the NGOs interviewed. The comparable figure for bengo was higher at 25.2 percent (Doc. 38).

One third of the NGOs interviewed point to difficulties in securing the financing of the 25 percent own contribution. The acquisition of third-party funds for self-financing could sometimes prove to be more time-consuming than the actual application to the FEB (I 151). Organised civil society therefore advocates a reduction of the own contribution to 10 percent (VENRO, 2019, p. 7).

The funding conditions at the BMZ limit the number of parallel funded projects to two per NGO (Engagement Global, 2020e). Organised civil society and interviewed staff of Engagement Global would like to see this limit lifted (GD 143; I 139; Doc. 43). Figure 27 in Section 8.5 of the Annex shows that the group with two and three projects per NGO accounted for only 11 per cent of the projects that ended in 2018, but with 37 per cent, it was able to claim a disproportionate share of the funding volume.

Box 7	Summary results of the expert report on questions relating to the funding law (Battis und Gniechwitz, 2019, p. 4 f.)

Regarding Question 1: Admissibility of a decision-making competence of Engagement Global as the first recipient in a two-stage funding relationship

"The BMZ, as the funding agency of Engagement Global, may grant the latter its own decision-making authority as the first recipient of the two-stage funding relationship. There is no express legal provision on the application of the law that would prevent the first recipient from making his or her own decisions. In our opinion, no legal provision can be derived from general legal principles that prevents a funding provider from granting the first recipient his or her own decision-making authority in the fund transfer process. Conversely, we share the legal opinion of the Bundesrechnungshof (Federal Audit Office) that a reduction of the private legal entity which has not been commissioned as the initial recipient to purely distribution and intermediary functions [...] is not covered by the provisions of the funding law".

Regarding Question 2: Legal framework for setting funding quotas

"There are no explicit legal provisions which prevent an increase in the funding quotas in the bengo or FEB programmes. This is obvious, if only because there are neither legally prescribed minimum quotas for the use of own resources nor legally prescribed maximum quotas. Nor does the funding law contain any general principles that would prevent the BMZ from raising the funding rate from 75 to 90 percent. This is not surprising because the decision to set the level of funding is more a political than a legal decision. The only legal yardstick is the principle of subsidiarity. This allows for an increase in funding quotas if the final recipients would not be able to carry out their measures without it or if they would face considerable difficulties in doing so."

4.1.3   GNK case study

Box 8   Profile of the "Global Nachhaltige Kommune" (Municipalities for Global Sustainability - GNK) programme

GNK was created in response to the Agenda 2030 for sustainable development adopted by the United Nations. In addition to extensive information material on resolutions and papers in the context of Agenda 2030 on the SKEW microsite (Engagement Global, 2020h), an SDG toolbox (Engagement Global, 2020i) is available for interested municipalities. In addition, the joint model resolution of the Deutsche Städtetag (Association of German Cities - DST) and the Council of European Municipalities and Regions (CEMR) "2030-Agenda für Nachhaltige Entwicklung: Nachhaltigkeit auf kommunaler Ebene gestalten" (2030 Agenda for Sustainable Development: Developing sustainability strategies at the local level) is being promoted for adoption in local or district councils and intensively discussed.

In order to deepen the topic on site or to accompany a consulting process, support can be requested from SKEW by the responsible department, for example in the form of information events or fact-finding. The results can then be used to identify the need for consulting and support and to develop appropriate offers (Engagement Global, 2020j). Service providers or cooperation partners commissioned by GNK help the municipalities with these projects.

SKEW supports municipalities in the framework of federal state approaches, where several municipalities are advised at the same time in one federal state, or - in a smaller number - bilaterally. The aim is to develop mission statements, reports, action plans or sub-strategies for a sustainable and future-proof development of a municipality in accordance with Agenda 2030 and its 17 goals. Development policy objectives are always integrated under the umbrella of such strategies and guidelines. In addition, networking opportunities with other municipalities are made possible. To this end, an annual nationwide meeting is held together with the DST and the CEMR and other specialist events are organised.

GNK at a glance:

- Own programme implementation
- Around 1.2-million-euro budget in 2018 (Doc. 135)
- 128 municipalities have signed the GNK model resolution "2030-Agenda für Nachhaltige Entwicklung: Nachhaltigkeit auf kommunaler Ebene gestalten" (as of 21/11/2019)
- 12 employees (as of 01/2020; Doc. 125)

Satisfaction of users

Representatives of 15 municipalities were interviewed.[91] With two exceptions, they are satisfied or very satisfied with the support from GNK. A majority of those interviewed emphasise the pleasant cooperation with GNK, which is characterised in particular by reliable and personal support, a pleasant atmosphere of partnership and uncomplicated handling of funding (I 105-108, 110, 113-118, 120).

Many municipalities also report that GNK's support has triggered local processes and initiated new partnerships (I 113-114, 118-119). In just under half of the municipalities interviewed, an inventory of activities to date on sustainability goals in all departments of the municipality was drawn up (I 106, 109, 114-117, 120). The majority of the municipalities interviewed confirm that they were also advised and, in some cases, financially supported by GNK staff in drawing up a sustainability strategy[92] in which operational and strategic goals for globally sustainable development at the municipal level were set out (I 105-106, 110-111, 113-114, 116-119).

Process and consulting quality

Almost two thirds of the municipalities interviewed emphasise the competent work of the GNK team in terms of content, procedures, moderation, involvement of international municipalities and professionalism. They mention the technical support and advice, including on funding issues (I 112-113), the international involvement of larger municipalities (I 110, 115), the structured procedures and processes (I 111, 116, 119), the moderation skills at steering group meetings (I 111, 117) and the high level of professionalism (I 109).

Some of the municipalities interviewed see their needs as being considered by GNK only to a limited extent, as the programme does not adequately address differences in the resources available in the course of municipal processes and in individual preferences (I 112, 116-117). In a few cases, rigid and inflexible processes with regard to funding are reported (I 113, 119), which means, for example, that budgetary restrictions are responsible for the lack of involvement of international municipalities. Limited capacities of GNK service providers in a large number of municipalities to be supported are also mentioned (I 115). Some of the municipalities interviewed lack long-term support that extends beyond the end of the project (I 106, 114, 117, 119). As the 2018 Monitoring Report did not yet collect data on SKEW programmes, no comparison with the qualitative data of the case study is possible.

Unintended effects

In some municipalities, new partnerships have been established. For example, four municipalities positively emphasise that the cooperation with GNK has resulted in cooperation with various educational institutions such as schools and universities (I 113-114, 118-119). These consequences can be described as positive unintended effects.

New target groups and equal opportunities

Municipalities interviewed report that the volume of GNK's offers exceeds their (personnel) capacities (I 106-109, 111, 114, 118-119) and that the offers are confusing (I 105, 107). By 18 November 2019, 128 municipalities had signed the model resolution (Engagement Global, 2020k). This corresponds to around 1 percent of all municipalities in Germany. In terms of population share, participating municipalities in Baden-Württemberg, Bavaria, North Rhine-Westphalia, Schleswig-Holstein and Thuringia are over-represented (see Figure 28 of Section 8.5 in the Annex). Under-represented in terms of population are municipalities in Brandenburg, Hesse, Mecklenburg-Western Pomerania, Rhineland-Palatinate, Saxony and Saxony-Anhalt.

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[91] Section 8.3 of the Annex explains the sampling details.
[92] In some municipalities the alternative is a mission statement or action plan.

4.1.4   Assessment

In the context of the institutional evaluation, the following assessments refer to Engagement Global as an umbrella organisation. They are mainly based on the case studies of the bengo, FEB and GNK programmes. It can be plausibly assumed that the issues and areas of conflict addressed are also relevant for other funding programmes implemented by Engagement Global. In this sense, questions arise with regard to the complexity, quality, transparency, efficiency and uniformity of the procedures as well as the satisfaction of the users and the accessibility of the programmes.

On the basis of the three case studies, it can be stated throughout that the satisfaction of the users is high and the subjective valuation of the benefits is positive. Overall, the users appreciate the committed and competent cooperation with the employees of Engagement Global and see their programmes as an important support for their development policy work. The existing critical voices do not fundamentally question the positive assessment.

The positive assessment must be seen in the context of the considerable increase in resources and staff which had to be managed in addition to the actual programme work. The programmes have successfully made considerable adjustments and have thus been able to support other actors in their development policy engagement. However, the case studies indicate that Engagement Global only partially fulfils its goal of giving even resource-poor and less experienced actors such as first-time applicants equal access to its programmes. In recent years, for example, the participation of migrant-diaspora organisations has remained at around 5 percent of all funded projects.

While the evaluation cannot clearly identify the potential that can be achieved[93] , a number of barriers can be identified that make access to Engagement Global's programmes difficult, particularly for resource-poor actors. These include the high procedural complexity of the programmes, the rather low level of uniformity in the procedures and, in some cases, difficulties in securing the necessary self-financing. If these difficulties are intended or considered to be reasonable in terms of funding policy, in order to minimise transaction costs and increase the outflow of funds by reducing the number of cases for small projects and focusing on medium-sized and larger projects, this would have to be made transparent to the target groups in the interests of fairness.

The situation is similar with regard to municipalities. The high diversity of programmes and the lack of clarity in SKEW's portfolio also contribute to the fact that resource-poor municipalities can only partially take advantage of the services offered by Engagement Global. Smaller municipalities in particular lack the personnel capacities to be able to take advantage of the offers.

In terms of population size, NGOs and municipalities from individual federal states are under-represented in specific programmes, but are also clearly over-represented in some cases, as the bengo, FEB and GNK case studies clearly showed. A general pattern, for example an under-representation of NGOs from the eastern German federal states, cannot be identified. Nevertheless, the observation does give reason to explore and develop the potential of DC-related organisations in these federal states. A more balanced spatial distribution of funded NGOs would create a broader basis for development policy engagement. In the case of FEB, Berlin

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[93] Relevant indications for the assessment of the potential are given in the 2017 ZiviZ Survey (Priemer et al., 2017, p. 41). There it is assumed that there are around 17,000 to 17,500 migrant organisations in Germany, which makes up 3 per cent of the total (Priemer et al., 2017, S. 41; Priemer und Schmitt, 2018, p. 2). On the basis of this figure, the 3.8 to 5.4 percent share of FEB projects implemented by migrant organisations would be disproportionately high (multiple funding of an organisation was not included here). The survey goes on to say that "every second migrant organisation is active abroad". This leads to the conclusion that the potential of migrant organisations is likely to be significantly higher than that of non-migrant organisations. There is no comparable internationality among the latter. Furthermore, a steady strong increase in the number of migrant associations being founded is reported (Priemer et al., 2017, p. 41), which is not reflected in a continued increase in the number of projects for this target group at FEB. Migrant associations are more common in urban areas with high population density than in rural areas (Priemer und Schmitt, 2018, p. 2 f.). As already noted in footnote 85, a regular survey of DC-related organisations in Germany, including migrant-diaspora associations, would be helpful for many participants and especially for Engagement Global.

as the capital city probably has a special effect, so that an unusually large number of NGOs benefit from federal funding.

The fact that attempts to reduce the complexity of the procedure are fraught with contradictions and tensions is shown by the BMZ's decision for bengo to successively outsource the processing and approval of initial applications for projects under 50,000 euros to development policy foundations (W. P. Schmitz Foundation and North-South Bridges Foundation). The potential gain in efficiency through the elimination of the additional approval loop at the BMZ is offset by a further differentiation of procedures with a higher effort at the interfaces to Engagement Global. Despite these areas of tension, the evaluation considers concrete steps to be welcome which explore ways of simplifying procedures - especially for smaller projects. A focused evaluation of the effectiveness and economic efficiency of the concrete procedural changes at bengo has not yet been carried out.

In addition to delegating decisions to third parties, future efforts to simplify procedures in various programmes should also explore the option of allowing Engagement Global to make its own funding decision for projects of minor financial importance. This is already practised at FEB, and the expert legal opinion also supports such an option.

Conformity with own quality standards in the procedures is only partially ensured. Based on similar feed-back from NGOs implementing development projects, programme teams and the BMZ, it can be concluded that there is a need to improve the quality of procedures at Engagement Global. The evaluation team agrees with this view. In principle, the advisory services are assessed positively, even if clear quality differences can be observed (up to "over-consultation" with serious interventions in the project design, which is perceived by applicants as excessive). A standardisation of the advisory services is advisable in order to ensure comparable quality for applicants at Engagement Global, but also at the two foundations. There is no quality-assuring involvement of the community in funding decisions as in funding sectors outside the DC context.

There are deficits in the transparency and fairness of the procedures with regard to some aspects. While the FEB has a clear separation between consulting and application procedures, at bengo consulting is part of the approval process. Delays and unequal opportunities in the procedure are the result. In the FEB approval procedure, on the other hand, there are often significant budget cuts in project applications. This also leads to procedurally prolonged coordination and adjustments, which are not foreseeable for applicants from the publicly accessible procedural documents, but should be known for the sake of fairness. Restrictions on the duration of the application procedure and the amount of the grant as well as the transparency of the decision pose a risk to the developmental effectiveness and the motivation of applicants for subsequent applications. They should therefore be eliminated, even if this may lead to higher rejection rates due to limited funds.

The transparency of the results of the funding decisions in their entirety (in the sense of an overview of the decisions) is not always available to applicants and interested persons at Engagement Global. At the FEB, all funding decisions are published on the website. For bengo and other programmes this overview is missing. However, uniform transparency standards are necessary for a growing funding agency.

The procedural heterogeneity between different Engagement Global programmes is disadvantageous in the medium term, both for the applicant and the organisation itself, as well as for the BMZ. Applicants for several programmes of Engagement Global have to make a special effort, as specific funding knowledge must be maintained. There are no standard forms. For Engagement Global, however, the heterogeneous nature of the procedures represents a major hurdle to exploiting synergies. This applies to the technical-administrative area (for example, with regard to the use of uniform funding software) and also in terms of content and concept, as administrative harmonisation facilitates cooperation between programmes.

The evaluation team recognises the particular challenges of combining different programmes in a young organisation like Engagement Global, which has also experienced a massive increase in funding and staff. However, despite the potential benefits in terms of greater program-specific flexibility and short-term adaptation to needs, in the medium term the advantages of greater procedural standardisation and simplification outweigh the disadvantages. Process standardisation should reduce the complexity for a common funding software and thus reduce costs. A return on efficiency can be expected, which in particular increases the benefits for beneficiaries. Meanwhile, a reduction in the procedural burden would reduce the

costs of Engagement Global, allowing more funds to be allocated to projects. Existing synergies in the funding of sponsoring organisations through several programmes of Engagement Global could be significantly enhanced by uniform requirements and procedures. A consolidation phase in the growth of Engagement Global would be an essential prerequisite for tapping more synergy potential in the medium term.

Positive unintended effects can be seen at bengo and FEB, where the advice given to applicants and the corresponding improvement in applications has also led to better chances of receiving funding from other funding sources. This contributes to the professionalisation and strengthening of NGOs. In the case of GNK, the networking with new actors in participating municipalities that goes beyond the planned scope can be seen as a positive, unintended effect.

4.2   Quality and benefits of the services provided by Engagement Global for the BMZ

Funding programmes

Since 2016, Engagement Global has increasingly taken over the management of the bengo programme, thus significantly reducing the workload at the BMZ. The share of funds administered at the BMZ under the budget item "Non-governmental organisations implementing development projects" has fallen from 99.5 percent in 2015 to 20 percent in 2018 (see Figure 17). This achievement of Engagement Global is generally acknowledged positively by the BMZ[94]. At the same time, however, there are also critical assessments of the role of bengo at the ministry, which point to a tension between the BMZ's understanding of the role of bengo and the self-perception of the "bengo" department.

While the BMZ sees a stronger role for the "bengo" department in providing qualified advice to efficient NGOs as a prerequisite for further growth in funding[95], those responsible at the "bengo" department continue to attach great importance to providing qualified advice to all NGOs, i.e. especially to small and medium-sized NGOs. In order to emphasise its understanding of advisory priorities at bengo, the BMZ has therefore raised the limit for the processing of initial applications by two foundations - the W. P. Schmitz Foundation for the western federal states and the North-South Bridges Foundation for Berlin and the eastern federal states - from 25,000 to 50,000 euros. This further outsourcing is critically assessed by staff from the "bengo" department, because it involves the risk of unequal treatment of applicants with regard to advice. In addition, an increased workload is considered likely in view of the necessary interface management.

A further point raised by the BMZ relates to backlogs in the processing of use of funds statements, particularly at bengo, which have occurred in recent years, according to interviews with NGOs and information from Engagement Global. No. 11.1 and 11.4 of § 44 (1) of the German General Administrative Regulations for the Federal Budget Code (VV-BHO) stipulate that a cursory review must be carried out within three months of receipt of the interim or use of funds statement, or in the case of a more detailed review within nine months of submission of the use of funds statement to Engagement Global. There are the above-mentioned indications that cursory reviews have led to violations of the three-month rule. In this respect, Engagement Global refers in particular to the high increase in funds in the last few years for bengo, which has led to a prioritisation of the addressing of this challenge over project implementation. Occasionally there have even been delays of up to three years at bengo, as reported by some NGOs (I 169, 173). This is problematic in so far as possible claims for reimbursement of funds against the final recipient of the grant are time-barred after three years.

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[94] The results presented below are based on interviews on the one hand and on internal documents (e.g. correspondence) on the oth-er. In order to maintain confidentiality, no detailed information is given.

[95] The volume of funding for projects has increased in recent years. This can be seen from the fact that the number of project approvals has remained virtually unchanged from 2016 to 2018, with a significant increase in funding.

Engagement Global and the BMZ are aware of the backlog in the processing of use of funds statements, and the BMZ is critical of this, particularly with regard to possible recovery claims. At the FEB, the processing situation of the use of funds statements has been significantly improved by a change of staff between the review group and the applications department every six months (I 138).

In principle, the 2018 Monitoring Report offers the possibility of mapping the status of the processing of use of funds statements (Doc. 42). For example, "Indicator 1.5 "Duration of use of funds statement audits" was formulated for "Guideline statement 1: Global commitment maintains and improves the quality of its services" with the subcategories "Time scale of backlogs" and "Average duration of use of funds statement audit (receipt to completion)". In 2018, however, no data were collected for this indicator, so that the qualitative survey results cannot be compared with the quantitative data of the monitoring report.

Citizens' enquiries, enquiries from the political sphere and campaigns

Citizens' enquiries about engagement in development policy via the BMZ website reach the MMZ directly and are then answered by it (I 70; WS 130). The same applies to telephone and written enquiries to Engagement Global. The BMZ is satisfied with the establishment of the MMZ, the reduction in the number of enquiries previously received by the ministry and the annual increase in the number of enquiries (see Figure 19). The MMZ coordinates the input of Engagement Global to the BMZ in response to requests from the political sphere. Occasionally, the BMZ would like to see better quality in the conceptual input by the relevant departments of Engagement Global (Doc. 48). However, it is also acknowledged that it is not easy to respond to enquiries from the Bundestag and other quarters at short notice.

On behalf of the BMZ[96], the Communication, Events Department of Engagement Global is carrying out the campaign "#17 Ziele" (#17 Goals) to disseminate the 17 SDGs to the public. To this end, Engagement Global operates the website *www.17ziele.de* and is present in the social media under the label #17Ziele. Elements of the campaign include activities with Deutsche Bahn, REWE, Spiegel Online and the weekly newspaper DIE ZEIT. "The aim of the campaign is to pick people up where they are in order to achieve a change in behaviour" (BMZ, 2018a, p. 28). The BMZ is satisfied with Engagement Global's performance in this area.

Figure 19   Number of initial consultations by the MMZ between 2015 and 2018
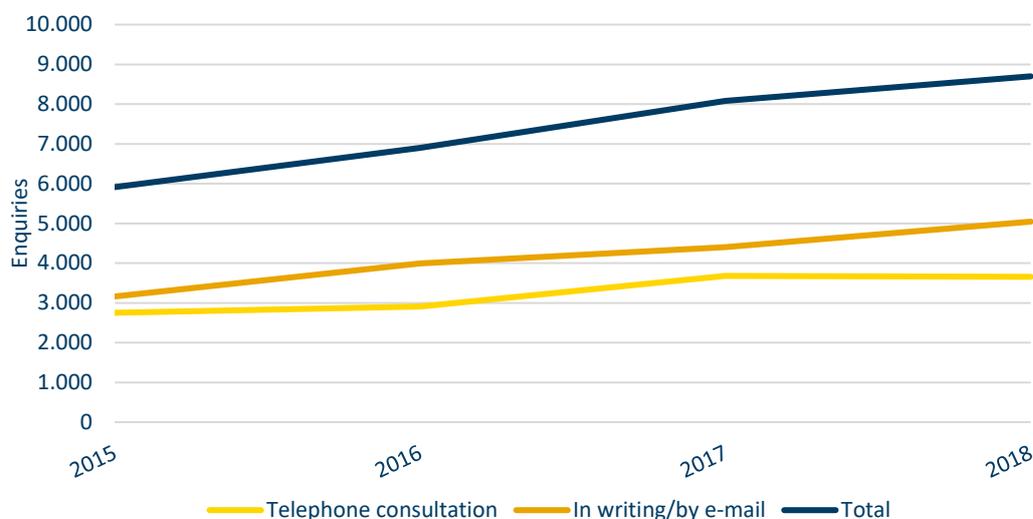
Sources: own illustration based on Engagement Global (2016d, 2017e, 2018c, 2019e)

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[96] At the end of 2019, the staff unit of division 1, as the unit directly responsible for the project at the BMZ, was transferred back to the domain of management.

4.2.1 Assessment

The BMZ is largely satisfied with the performance of Engagement Global and recognises the particular challenges it faces due to the increase in resources, personnel and tasks. Satisfaction varies according to the funding programme, as the examples of bengo and FEB show, and according to the services provided, for example in the area of "enquiries". With regard to bengo's role, there is tension between the expectations at the BMZ and the programme's self-image, which needs to be clarified. Dissatisfaction with excessively long processing times for interim and use of funds statements is clearly articulated. This is a very sensitive issue in terms of funding law, which must be tackled as a priority by Engagement Global with the support of the BMZ. In this context, it is important to examine whether the resources available to Engagement Global are adequate to fulfil the task.

In the 2018 Monitoring Report, Engagement Global emphasises that accountability to the BMZ is primarily based on the use of funds statements and quarterly reports. It is therefore understandable that the BMZ is not considered a target group in the sense of the M&E framework and is therefore not listed as a target group in the monitoring report. Nevertheless, data on existing indicators could be used to characterise the quality of services provided to the BMZ. This includes, among other things, the processing times of applications as well as of interim and use of funds statements.

4.3 Participation and complaint possibilities in programmes and services

Possibilities for participation and complaints were examined primarily in the bengo and FEB case studies. In the case of Engagement Global, opportunities for participation by the target groups or their representatives exist through programme-specific committees with various names (see Table 7). ASA and SKEW each have a programme advisory board and a programme commission. ASA-GLEN (ASA-Global Learning and Education Network) and DAJ have a special status because international partners are also involved. The advisory councils tend to have a more networking function, while commissions have more influence on programme development and planning (Doc. 121). In the case of ENSA, for example, the advisory board appoints representatives from among its members for the selection committee for project applications (Doc. 121). Conceptual advice on programme design is one of the main tasks of the SKEW programme commission (Doc. 121). Generally, the committees have rules of procedure and meet several times a year. They may be chaired by Engagement Global and/or by representatives of the relevant stakeholders. Members can participate in several committees or be members of the Board of Trustees. Most of the committees were established well before the inception of Engagement Global.

Table 7 gives an overview of the programmes with accompanying bodies. At bengo and FEB there are currently no such bodies. Until 2013, a bengo advisory board is listed in the business reports of Engagement Global. This advisory board was already established in 1988 but was no longer active after the inception of Engagement Global (Engagement Global, 2013b, p. 17, 2014b, p. 23; Doc. 122, p. 5, 17). Engagement Global advocates a reintroduction of the bengo advisory board (WS 159). However, there has not yet been any support for this from the BMZ. For representatives of civil society, the establishment of an FEB advisory board would be a desirable means of participation (I 52).

In the GNK case study it became clear that SKEW involves stakeholders in stakeholder workshops at an early stage before the launch of a new programme. This instrument has proven to be successful from the perspective of Engagement Global (WS 129). The M&E framework points to the opportunity that the annual review discussions in the programme committees could be used for the exchange of results of M&E monitoring and subsequently for joint learning (Doc. 73).

Table 7   Overview of existing bodies and commissions (as of 05-06/2018)

Programme	Body	Date of establishment
ASA	Programme Advisory Board and Programme Commission	1980 and 1981
ASA-GLEN	"Steering Committee" and Members and Multipliers Assembly	both in 2003
DAJ Coordination	Steering Committee	as of 2016
ww	Programme Steering Committee	2013
ZFD	ZFD Consortium	2001
BtE and CdW	Consortium/Quality Association BtE and CdW	2003
ENSA	Advisory Board	2006
SKEW	Programme Advisory Board and Programme Commission	1999 and 2001

Sources: Doc. 120–121

A concept for complaint management has been discussed at Engagement Global since 2012 (Doc. 123-124), and it should be piloted at bengo. It has not yet been implemented "due to other urgent requirements" (Engagement Global, 2019d, p. 31).

In the bengo and FEB case studies, the NGOs implementing development projects were asked during the interviews whether they knew whom to contact in case of complaints. The majority of the interviewees reported that they would discuss critical funding aspects primarily with the direct contact persons at Engagement Global and that they had only in a few cases contacted the departmental management for clarification. The interviewees were unaware of any other complaint possibilities, including the office of the Ombud.

The Office of the Ombud was established in 2014 with the participation of the Board of Trustees. In accordance with § 7.2 of the Articles of Association of Engagement Global gGmbH, the ombudsperson is appointed by the BMZ by shareholder resolution. The Board of Trustees and third parties may submit name proposals to the shareholder. The appointment is made in accordance with § 2.2.5 of the Rules of Procedure of the Board of Trustees in agreement with the latter. The work of the ombudsperson is regulated in separate rules of procedure (Docs. 28, 105, 136). Within the circle of the Board of Trustees, only a few cases were reported in which the ombudsperson had to act (I 59). In 2017, for example, there were four cases requiring action out of a total of ten reports (Doc. 126, p. 18).

At bengo and FEB, there are options for critical feedback to Engagement Global and to the BMZ within the framework of the two VENRO working groups "Kofinanzierung" (Co-financing) and "Globales Lernen" (Global Learning) that meet regularly.[97] In addition, the BMZ and FEB regularly hold a video conference with selected NGOs to provide opportunity for feedback (I 137; WS 143). NGOs appreciate this format because of the openness to suggestions for improvement and the FEB staff's ability to accept criticism (Doc. 41). With regard to the opportunities for participation of the target groups or their representatives at a higher level, reference is made to Section 3.3.

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[97] However, from the point of view of civil society representatives, it would be desirable for this format to be systematically linked to the knowledge management at Engagement Global (I 61).

4.3.1   Assessment

The opportunities for the target groups or their representatives to participate through advisory boards and commissions vary in extent and intensity depending on the programme. Where advisory boards and commissions exist, however, they could be a relevant discussion platform in the context of programme-specific procedural simplifications with regard to funding modalities. The differentiated picture of the programme-specific committees is confirmed by the assessment of the inconsistency of the programmes described in Section 4.1.4. The procedure practised at SKEW for the early involvement of municipal actors is unique. Stakeholder workshops can also serve as examples of good practice for other programmes.

At Engagement Global, systematic recording and analysis of complaints is neither programme-related nor implemented in the overall organisation. Moreover, the role of the ombudsperson is still not sufficiently known to the NGOs. In any case, the ombudsperson can only supplement, but not replace, the systematic recording and analysis of complaints. For the introduction of a systematic complaint management system, it would be important to ensure a link to the knowledge management of Engagement Global in line with the recommendation of the M&E framework.

5. THE ROLE OF ENGAGEMENT GLOBAL IN THE AREA OF "CIVIC ENGAGEMENT IN DEVELOPMENT POLICY"

This chapter presents the findings for the following evaluation questions:

C.1 To what extent is the role of Engagement Global appropriate in the area of "civic engagement in development policy?

C.2 To what extent are the programmes and services of Engagement Global, including its branch offices, complementary to the activities of other actors?

C.3 How is the role of Engagement Global to be assessed against the normative background of the principle of subsidiarity and the right of initiative?

C.4 To what extent is the division of responsibilities and strategic cooperation with other actors in the area of "civic engagement in development policy" relevant for achieving the objectives of Engagement Global?

5.1   The role of Engagement Global

The following section presents the views of various stakeholders on the role of Engagement Global. First of all, the perceptions of civil society, federal states and municipalities are dealt with, followed by the perspective of the BMZ and the self perspective of Engagement Global, on the one hand from the perspective of its employees and on the other from that of its management. With the exception of the perspective of the employees of Engagement Global, which is based on the results of an online survey, the evaluation is mainly based on interviews with central stakeholders, which are partly supplemented by results from the document analysis. Finally, the evaluation team's assessment of the results from its point of view is presented in Section 5.1.4.

5.1.1   Perspective of central stakeholders (civil society, federal states, municipalities)

From the perspective of civil society, Engagement Global focuses mainly on the service aspect (I 52, 57-58, 60-61, 64, 73). In concrete terms, this refers to the fact that Engagement Global presents itself as a "service for development initiatives", as can be read in the image brochure (Engagement Global, 2016a). The role as a service provider emphasised in this way primarily involves the implementation of funding or resource transfer programmes. Programmes such as bengo and FEB, but also AGP and PFQ are of particular importance in this context. Just as important, however, are the services provided by Engagement Global for the implementation of exchange and deployment programmes (ww, ZFD, ASA).

From the perspective of civil society, there has been a positive development here in recent years: "With the establishment of Engagement Global, the fundamental revision of the funding guidelines for NGOs and significant increases in funding, government support has been significantly improved" (BMZ and VENRO, 2017, p. 2). Nevertheless, civil society expects continuous quality improvement in this context in terms of needs-based approach, equal opportunities and transparency (see also Chapter 4). This is also associated with the expectation that the processes and procedures involved in the programme will become increasingly predictable and user-friendly. In order to achieve this, regular consultation with civil society would be useful.

Civil society representatives are critical of the fact that independently implemented programmes of Engagement Global are gaining in importance (I 52, 57-58, 60-61, 64, 73). This applies above all to the area of municipal development cooperation. Even if the municipalities are the main target group here, civil society organisations are involved as important stakeholders in the implementation of programmes at local level or are directly addressed. For example, in the support offered by SKEW GNK, a town or municipality must integrate civic engagement at local level in order to be successful.

There is also criticism that Engagement Global is setting the agenda and facilitating networking[98] without adequately involving civil society actors. In one federal state, for example, an analysis of migrant-diasporic

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[98] The extent to which the subsidiarity principle is violated or the right of initiative is disregarded is examined in Section 2.4.

organisations was carried out without civil society actors being able to understand why SKEW had taken this initiative and what was happening with the data. Nor had civil society actors been actively involved in the implementation of the study (I 52).

From the perspective of civil society, the scope for action and policy-making granted by the BMZ to Engagement Global is very limited (I 52, 57-58, 60-62, 64, 73). Engagement Global is no more than an executive body at the BMZ. As a result, an overarching dialogue between Engagement Global and civil society, which is considered necessary, does not take place, and the organisation is therefore not in a position to incorporate the civil society perspective into programme-related and overarching concept and strategy development at the BMZ level. Finally, civil society is also critical of the fact that employees of Engagement Global sometimes see themselves as part of civil society. There is a need here for a clarification of roles.

The federal states emphasise the role of Engagement Global as the BMZ's agency for domestic activities (I 22, 71, 78, 80). This highlights the fact that the establishment of Engagement Global has led to a stronger focus on bringing engagement in development policy into society. From the federal state perspective, civil society and municipalities play a decisive role. From the federal state perspective, the supporting function of Engagement Global is the most important. Initial concerns that Engagement Global might seek to replace existing engagement have now largely been dispelled. For the federal states, it is also of particular importance that Engagement Global also has a decentralised presence through its branch offices (see Section 2.4). Some critics say that the organisation's decentralised presence is too much focused on its own visibility, and that decentralised actors are given too little room to contribute their approaches and initiatives.

The role of SKEW within Engagement Global is of particular importance to municipalities, as it is in this department that the services addressed to them are concentrated (I 74-75). Here the role of SKEW as a service provider is emphasised. The tendency of the service point to act as an advocate or lobbyist for the municipalities is viewed critically. It is also criticised that Engagement Global does not always respect the fact that cooperation partners are de facto idea providers. There have been reports of cases in which the impression has been created that Engagement Global wants to take over the proposals generated in this way. With regard to the scope of action and creative freedom of Engagement Global, the municipalities emphasise that the BMZ gives Engagement Global only limited opportunities due to its strong steering role.

5.1.2 The shareholder's perspective

The shareholder (Federal Republic of Germany represented by the BMZ) also emphasises the role of Engagement Global as a service provider (I 49, 55-56, 65, 70, 77). However, this does not only take into consideration the services for the programme-related beneficiaries, but also on those for the BMZ, which, for example, consist in taking over tasks in the implementation of funding programmes that were previously the responsibility of the relevant directorate at the BMZ, such as the verification of use of funds statements (e.g. bengo; see also Sections 4.1.1, 4.1.4 and 4.2). However, services for the BMZ also included the implementation of programme ideas generated at the BMZ. The DAJ is a meaningful example here. Finally, services for the BMZ are also seen as including the provision of technical and conceptual advice, although the interviewees have the impression that this role has not yet been given sufficient priority. This is put into context with the considerable financial and personnel growth of Engagement Global in recent years. Without this, there would have been more room to use technical and conceptual consulting by Engagement Global as a service.

From the shareholder's point of view, the role of Engagement Global as a service provider includes opportunities to shape the operational level. However, these are significantly less at the planning and conceptual level. In this respect, Engagement Global can only be a limited source of impetus, developing conceptual ideas on the basis of its own experience and even playing an active role in strategy development.

Finally, the shareholder emphasises that, in accordance with the strategic goals of the BMZ, Engagement Global has succeeded in creating a platform for the promotion of civic engagement, i.e. a forum for the exchange between civil society and the ministry. This is an important aspect of the role of Engagement Global, but it has so far been undervalued. Engagement Global thus has the opportunity to promote dialogue with civil society on key development policy issues, whereby these could be brought in from different sides.

5.1.3 Self-image of Engagement Global

The employees of Engagement Global

One of the main findings of the staff survey conducted as part of this evaluation is that the perception of the actual role of Engagement Global differs significantly from the desired position and function. The evaluation of the answers is presented in Figure 20 as a synopsis.

Figure 20   Employees' views on the role of Engagement Global
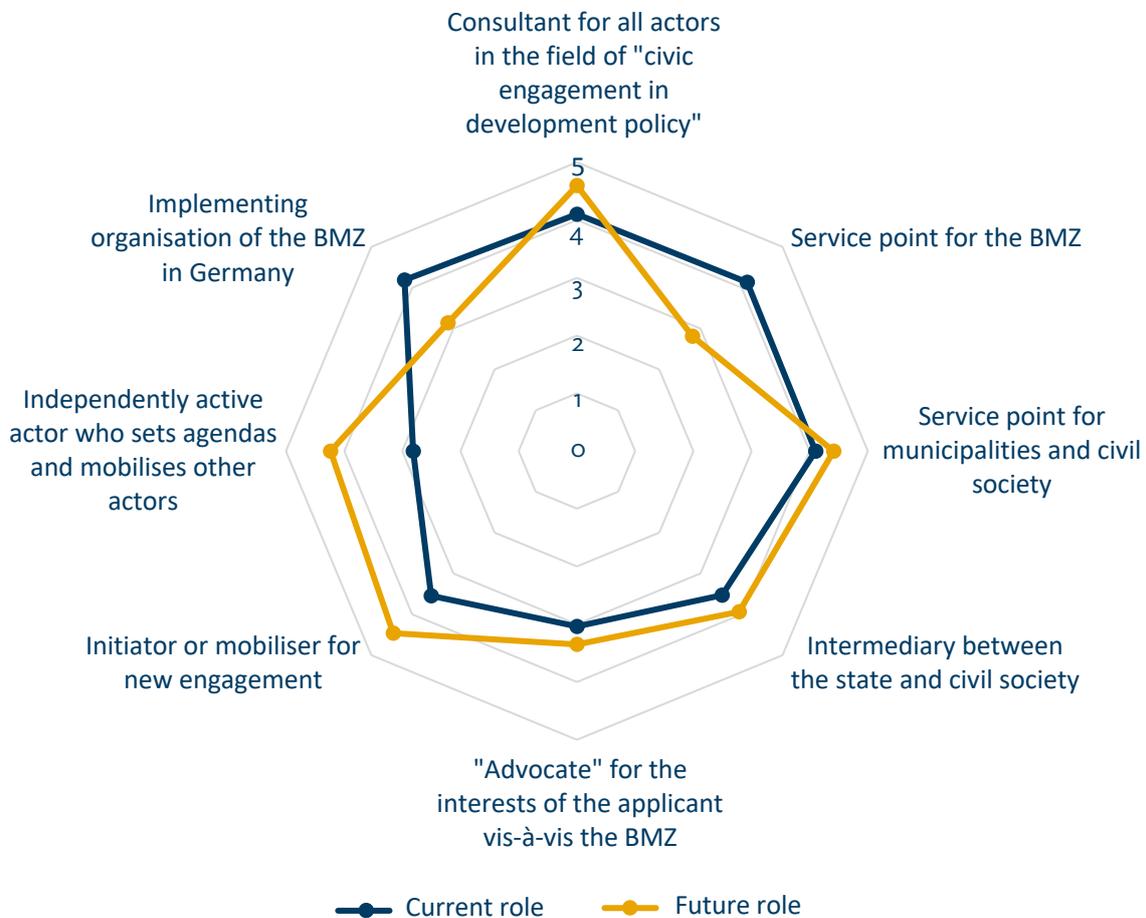
Note: Answer scale from 1 ("do not agree") to 5 ("agree")
Source: Engagement Global staff survey

With regard to the current role of Engagement Global, it is emphasised that it functions primarily as a service point for the BMZ and as an executive body of the ministry in Germany. For the future, there is a desire to focus on activities that are currently rather subordinate. The organisation should increasingly act as an independently active actor and as an initiator or mobiliser for new engagement.

The staff also express the wish to play a more advisory role for all actors in the area of "civic engagement in development policy". It is also important to note that the staff see themselves as "advocates" for the interests of the applicants vis-à-vis the BMZ, and they would like to play this role to a greater extent. Finally - as a particularly striking result - the employees would like to play a more independent and active role, while at the same time reducing the service and implementation function at the BMZ.

Management of Engagement Global

The management of Engagement Global also emphasises the organisation's role as a service provider (Doc. 25). It provides services for non-governmental organisations implementing development projects and cooperation partners, while at the same time supporting the shareholder in achieving development policy goals. In this context, the limited scope for action and policy-making as a result of BMZ guidelines (use of funds statements, targets and instructions) is clearly stated.

In addition, the management also sees Engagement Global as a mediator and a hinge between public clients and target groups. In the context of municipal development cooperation, this role entails the involvement of the federal government, the federal states and municipalities, with other federal ministries and other stakeholders also participating through the programme advisory board and the programme commission. This mediating role also means that Engagement Global seeks cooperation in partnership and open dialogue with key stakeholders. Engagement Global is committed to the principle of subsidiarity, which is enshrined in the social contract (see also Section 5.2).

5.1.4   Assessment

Since its inception, Engagement Global has succeeded in establishing itself as a relevant player in a complex thematic area, or in keeping programmes relevant that existed before. The role of Engagement Global is above all that of a service provider, whether in terms of implementing the tasks formulated in funding decisions, targets and instructions by the BMZ or in terms of supporting civil society and municipal actors as closely as possible in line with their needs. In addition, Engagement Global has increasingly included support services in its portfolio in which it acts on its own initiative. Here, there are areas of friction with civil society, but also with municipalities, which have reservations about an independent role for Engagement Global beyond its service function.

There is an obvious tension between the desired organisational self-image of the employees, who want to see Engagement Global less as a service provider and more as an independent actor with a mobilising, innovative and advisory function, and the expectations of the shareholder, which are shared by the management of Engagement Global. At the same time, employees must continue to work on the self-image of a federally owned organisation. Thus, by definition, independence is limited by the overriding federal interest. The shareholder has a legitimate interest in effective and efficient programme implementation in the sense of an implementing organisation. This constellation refers to the necessary process of further developing the role and organisational identity of Engagement Global.

There are indications that the BMZ would like to expand the scope of action and creative leeway of Engagement Global in order to use its expertise even more for concept and programme development. This would also strengthen the role of Engagement Global as a platform between civil society and the BMZ. In view of the tense relationship with civil society and, to some extent, municipalities, this would have implications for the relationship with these two central stakeholders. These implications would have to be addressed in order to be able to use the platform function in a dialogue- and goal-oriented way.

5.2   The role of Engagement Global against the background of the subsidiarity principle and the right of initiative

The following section describes how central stakeholders (BMZ, civil society, federal states, municipalities) view Engagement Global's respect for the principle of subsidiarity and the preservation of civil society's right of initiative. This is preceded by fundamental comments on the normative background. These explanations are based primarily on interviews, supplemented in individual cases by the results of document analysis. This is concluded by the evaluation team's assessment of the results from its point of view in Section 5.2.3.

5.2.1 The normative background

In Germany, the principle of subsidiarity is invoked in two key areas: (1) in the organisation of state action in a federal system and (2) in the cooperation between state and civil society or state and citizens. In the field of the organisation of state action, the tasks and the rights and duties of the different federal levels are defined. In this context, the principle of subsidiarity means that a task should first be performed by the lowest administrative level, for example the municipal level. A higher administrative level should therefore only become active if this task cannot be performed at the lowest administrative level (Brucks, 1997). The principle of subsidiarity has two functions in this context: firstly, to protect the lower levels from being deprived of power and from an increasing centralisation of tasks at the national (or supranational) level, and secondly, to protect the higher levels from being overloaded and overburdened (Buttiglione, 1994).

With regard to the division of functions between state and civil society or state and citizens, the definition of the principle of subsidiarity according to Baumgartner and Korff (1999, p. 235) accordingly states that "the diversity of social units which are built up from below must be respected, preserved and strengthened in their own right, wherever and as long as these units prove to be the more competent in relation to what the higher-ranking social steering body is able to achieve". In this way, the principle serves to strengthen and protect civic engagement and civil society while at the same time ensuring that state responsibilities are guaranteed. The so-called right of initiative[99] (VENRO, 2012b), which provides protection to initiatives developed from below, i.e. from civil society, is also important in this context.

In addition to this normative regulatory requirement, however, there are also effectiveness aspects which play a role in connection with the principle of subsidiarity: The subordinate federal level is ascribed possibilities which are less open to the superordinate level: "Interaction, communication, coordination and social control can be directed from the lower levels in a far more concrete and target-specific way than from the superordinate level. The absorption of information from the immediate environment and its weighting can only be achieved adequately at the lowest level" (Döring, 2004, p. 41). This, in turn, can be applied to the relationship between the state and civil society, since civil society organisations have their own means of accessing engaged citizens. But here too, the principle of political responsibility of the state applies.

With regard to the development policy context, this connection is found in the "Strategy for cooperation between state and civil society in development policy in the post-2015 world" (BMZ, 2014). This emphasises the importance of a strong and vibrant civil society.[100] For this reason, the BMZ is committed to the right of initiative[101] and the principle of subsidiarity.[102] At the same time, however, it emphasises the principle of political responsibility: "[T]he civil society can complement state action, but cannot replace the state" (BMZ, 2014, p. 5). The central current development policy strategy "Development Policy 2030" also makes explicit reference to the principle of subsidiarity: "We will continue to strengthen the principle of subsidiarity throughout our development policy and further expand the role and participation of non-state actors" (BMZ, 2018b, p. 6).

5.2.2 Perspective of the stakeholders

Civil society does not see any serious violations of the subsidiarity principle or any significant disregard of the right of initiative (I 52, 57-58, 60-61, 64, 73). However, irritations are expressed regarding the role of the coordinator, which SKEW offers as a personnel instrument for "coordination of municipal development

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[99] In its legal meaning, the right of initiative refers to the "right to draw up legislative proposals and introduce them into the legislative process" (Zandonella, 2007, p. 63).

[100] "A strong and vibrant civil society is part of a functioning democracy. It needs to be guaranteed individual and collective freedoms to be able to operate" (BMZ, 2014, p. 4).

[101] "Since the BMZ has an interest in the free development of civil society forces and support for innovation, we attach great importance to the initiative of the actors (right of initiative)" (BMZ, 2014, p. 5).

[102] "There is a relationship of trust between the state and civil society, which is characterised by two closely related elements in par-ticular: a high degree of autonomy and the principle of subsidiarity, i.e. the principle of giving priority to civil society solutions over direct government involvement wherever appropriate and possible" (BMZ, 2014, p. 5).

policy". These are based on the fact that individual coordinators have presented themselves to civil society organisations in "their" municipality with a networking aspiration that is perceived as overbearing.

Organised civil society then formulated a problem report, which was taken up constructively by both Engagement Global and the BMZ (Doc. 56). They point out that the steering possibilities of Engagement Global, i.e. SKEW, are limited with regard to the work of the coordinators, since they are directly subordinate to the respective municipality in terms of expertise and discipline. The coordinators' task descriptions provide opportunities to influence the work of the SKEW. In addition, municipalities could be sensitised to the way in which the coordinators would fulfil their function. In this respect, this clarification process had helped to ensure that this instrument could be used in a way that was compatible with the principle of subsidiarity.

Another point of criticism relates to the seminars offered by Engagement Global. Here, organised civil society sees a tendency that training is offered on content and methodological aspects that go beyond the training courses relating to processes and procedures of application, which would in some cases duplicate existing services in the civil society context. These concerns, for example, the subject areas of "moderation" and "public relations". It is conceded that seminars on impact orientation could be offered in a complementary way, as the topic plays a major role in the application process.

From the perspective of civil society, it was also important that the Board of Trustees had repeatedly drawn attention to the "principle of subsidiarity" and the "right of initiative" (I 58, 62). The interim report presented by the Board of Trustees in December 2017 also concludes: "Engagement Global has respected the principle of subsidiarity and resisted tendencies to monopolise tasks within its own organisation" (Doc. 2). From the point of view of the evaluation team, this can be interpreted as meaning that these tendencies did indeed exist.

The BMZ sees no need for action here, because compliance with the principles of subsidiarity and the right of initiative is anchored in the strategy of Engagement Global and there is consensus on this between civil society and the BMZ (I 55, 65, 67, 70). If there were violations of the subsidiarity principle, these would be communicated through the Board of Trustees. In this respect, the Board of Trustees has the role of a "seismometer". With regard to complementarity, i.e. the meaningful addition of support possibilities offered by Engagement Global and those arising from the civil society initiative, the BMZ points to the proven practice that new instruments are evaluated after a certain period of time and can be adjusted if the results are questionable.

The federal states and municipalities see no evidence that the subsidiarity principle has not been respected or that the right of initiative has not been respected (I 22, 71, 74-75, 78, 80). In the first years after the inception of Engagement Global, concerns about this, especially among civil society, have since been largely allayed. The critical assessments of SKEW's role have already been described in Section 5.1.1.

5.2.3   Assessment

The findings show that the principle of subsidiarity and the right of initiative have been largely implemented and respected. However, a number of exceptions also demonstrate that this positive result needs to be constantly safeguarded. A constructive clarification process has taken place with regard to the use of the personnel instrument "Coordination of Local Development Policy", which was discussed as an example of an exception in this respect. A competitive situation between Engagement Global and civil society providers of cross-programme seminar offerings, for example on the topics of "moderation" and "public relations", could not be identified, even though there have been and are individual seminar offerings from Engagement Global, but these have been or are being carried out in cooperation with civil society organisations.

However, the present findings should not be interpreted as guaranteeing respect for the principle of subsidiarity and the right of initiative in each individual case. Instead, they are linked to continuous processes of consideration, which particularly affect the performance of the respective actors (municipalities, civil society) in the design of programmes and services. This indicates that this aspect must continue to be examined in the future when programmes are redesigned and developed, as a prerequisite for ensuring complementarity between the actions of Engagement Global and the actions of the stakeholders it addresses.

5.3   Division of functions and strategic cooperation with other actors

5.3.1   Cooperation with the GIZ

Principles of cooperation

The cooperation with the GIZ was formalised by a cooperation agreement shortly after the inception of Engagement Global (Doc. 57). On this basis, a cooperation committee was set up, which met regularly to review the quality of cooperation and clarify issues arising from the cooperation.[103] The meetings also served to keep each other informed of current developments.

In the course of the crystallisation of cooperation in concrete cooperation projects, project-specific discussion points increasingly took up more space in the meetings of the cooperation committee. Cooperation projects arose primarily in the area of municipal development cooperation, such as the city platform "Connective Cities", the municipal knowledge platform Maghreb-Deutschland or the use of personnel instruments (integrated experts, development workers) within the framework of municipal partnerships. Cooperation with the GIZ also plays an important role in the DAJ and ZFD.

In the early years of Engagement Global, the cooperation committee was also the central forum for developing cooperation instruments. Of particular importance here is the so-called agency agreement, which has created the conditions for GIZ offices in countries in the Global South to ensure certain tasks in programme implementation on behalf of Engagement Global. Another cooperation instrument to be mentioned here is the "mechanism for clarifying disagreements within the framework of the joint project Community of Practice for Sustainable Urban Development (Cities Platform)" (Doc. 58). The experience gained in this way could also be used for other cooperation projects.

Presentation of results

The results presented in the following are based on interviews with executives at Engagement Global and the GIZ on the one hand, and on the other hand on the document analysis, which mainly focuses on the minutes of the cooperation committee. The surveys focused on the cooperation practiced between Engagement Global and the GIZ. The complementarity between the tasks of the two organisations on a higher level was partly addressed by the interviewees. The corresponding explanations are given in Section 1.3.2.

The work of the cooperation committee is generally viewed positively by both Engagement Global and the GIZ (I 51, 84, 139). There is even an assessment within Engagement Global that cooperation within the cooperation projects is now so well established that regular meetings of the cooperation committee are no longer really necessary because any problems that may arise can be solved at decentral level. This assessment considers that there have also been frictional losses. This was due to the fact that the GIZ and Engagement Global work according to different procedures, i.e. the contract procedure on the one hand and the grant procedure on the other. This had implications both for the cycle of funding management and for the possibilities of personnel recruitment, in which the GIZ had comparatively greater flexibility and freedom of design.

The analysis of the minutes of the cooperation committee confirms the frictional losses mentioned above (59-61, 63-72). It also shows, however, that project-specific solutions have always been found to cooperation problems that arise. It is also clear that considerable efforts were made to draw up the cooperation instrument "agency contract". In the meantime, however, its application can be described as good practice.

In addition to the cooperation committee, there is a regular exchange at the management level between Engagement Global and the GIZ (I 104), although no evaluative statements can be made here. There are no

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[103] The cooperation committee met three times a year until 2015. Then the participants from GIZ and Engagement Global decided that a six-monthly cycle would be sufficient.

indications that clarification processes in the cooperation committee were not successful, so that the management of Engagement Global and the GIZ would have had to deal with them.

Assessment

On the basis of the findings, it can be stated that the cooperation between Engagement Global and the GIZ is well established. The experience gained in the course of the cooperation since the inception of Engagement Global was put to good use. Where clarification is needed, solutions are largely found at the level of the cooperation projects in the area of municipal development cooperation. The role of the cooperation committee has thus lost some of its importance.

In view of the unequal status of Engagement Global and the GIZ, caused by the differences between grant and contract procedures, it will still not be possible to avoid frictional losses. However, the conditions are in place to address them in a constructive and solution-oriented manner.

5.3.2   Cooperation with other selected actors

In terms of programmes and departments, Engagement Global has a wide range of different cooperation partners, which cannot be described in detail here. At the cross-organisational level, there is the cooperation with the central stakeholders (civil society, federal states, municipalities, private sector; see Section 3.4), which is discussed elsewhere. The recently published sustainability report of Engagement Global (Engagement Global, 2019d) also mentions in this context the German Global Compact Network, the BBE with various working groups, the Städteplattform (Cities Platform), the Round Table UN Decade of ESD, the Sustainable Development Solutions Network and the network "Unternehmen integrieren Flüchtlinge" (Businesses Integrate Refugees). It should be borne in mind that the report is based on a broader concept of cooperation, which also includes membership (e.g. in the "Bundesverband Deutscher Stiftungen" (Association of German Foundations) and in the "Austausch macht Schule" (School Exchange for Success) sponsorship group) and participation in committees, external working groups and networks.

However, there is no cooperative relationship that carries so much weight for the work of Engagement Global that it would have been useful to conduct an in-depth analysis in the context of this evaluation. Therefore, the presentation will be limited to this exemplary illumination of the spectrum of cooperation partners of Engagement Global. For the future, the question will arise as to how Engagement Global will meaningfully delimit its field of action from the mandate of the Deutschen Stiftung für Engagement und Ehrenamt (German Foundation for Engagement and Volunteering), which is currently being established. In conclusion, it can be said that, overall, Engagement Global is well networked and anchored in the complex field of action in which it operates.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusions

6.1.1 Institutional set-up and performance

Overall assessment

The period since the establishment of Engagement Global in 2012 can be characterised as a start-up and growth phase. Engagement Global was faced with the challenge of integrating very diverse programmes with different identities and histories into an overall organisation, while at the same time having to cope with a considerable increase in funds and thus also in personnel. The demands associated with this dual task of integration and growth must be regarded as very high and demanding in terms of both administration and content.

Although other areas of activity - which will be examined in more detail later - such as the realisation of synergies were not advanced as much as they could have been, the overall picture is that Engagement Global fulfilled the demands formulated for it and mastered the challenges. The governance by the BMZ has also contributed to this in important respects. One example of this is the establishment of permanent project posts, which has helped to ease the staffing situation, i.e. the fixed-term situation in terms of the ratio of fixed-term to permanent employment contracts. However, this process, i.e. coping with a considerable increase in funds and thus also in personnel, was associated with "growth pains" whose effects are still being felt. Examples of this are the problems associated with the job streamlining or the existing gap between approved and actually filled positions.

At the strategic level, the start-up and growth phase was characterised by the coexistence of various strategic objectives. Several strategy papers, targets and SDSs were relevant as strategic guidelines, but not always coherent with each other. Overall, their steering effect also receded into the background compared to programme-related governance (e.g. through use of funds stateents). A coherent overall strategy for Engagement Global, which has a steering effect for its central content areas as well as for the individual programmes, is therefore not yet available. However, this would be essential both for strategic management and for strengthening a common organisational identity in the medium term.

The opportunity for a strategic reorientation in the next two years is foreseeable and favourable. After the start-up and growth phase, Engagement Global can move on to a phase of institutional consolidation and greater use of the expertise gained in order to effectively achieve objectives. This will also depend on the extent to which a further increase in funds or, if necessary, a decrease in the funds allocated can or must be expected from 2021 onwards. In view of the changed framework conditions caused by the corona pandemic, such forecasts are subject to great uncertainty - at the moment, the federal government's medium-term financial planning suggests a rather moderate decline in the BMZ budget in the coming years.

A coherent overall strategy for Engagement Global, which would also have an overarching steering effect for the individual programmes, would provide the starting point in a consolidation phase that is now imminent

a. for using the available experience and knowledge in the organisation for more effectiveness and efficiency in the implementation of activities
b. for better aligning structures, processes and procedures to the tasks at hand
c. for consolidating the portfolio
d. for creating synergies between programmes and between the content areas and thus
e. for strengthening the overall organisational identity of Engagement Global.

This investment in institutional consolidation will pay off in the medium term, given the continuing and emerging development challenges and developments.

Functionality of structures and processes

With regard to the change in its organisational structure, Engagement Global has on the whole responded appropriately to the challenges posed by the substantial increase in funds and personnel. The appropriateness of this response can be seen in the fact that, on the one hand, significant changes to the

organisational structure were implemented on 1 January 2017 on the basis of an externally supported restructuring process and, on the other hand, their adaptation was subsequently understood and addressed as a continuous process of change. The evaluation findings do not suggest a fundamental change in the organisational structure, but rather focus on consolidation within the individual departments and strengthening their cooperation.

However, the changed organisational structure represents only a part of the structures and processes that make up the institutional performance of Engagement Global as an overall organisation. Looking at the structures and processes that are intended to support the provision of services and the implementation of the programmes of Engagement Global, the evaluations lead to the conclusion that they fulfil the requirements formulated for them to a varying and sometimes limited extent. This is explained in more detail below.

This implies that the structures and processes can only be described as partially effective and efficient in terms of their performance as defined by the OECD-DAC evaluation criteria. The evaluation findings show limitations in areas such as IT support, the use of synergy potentials, the establishment of the M&E system and the interaction between interdisciplinary units and specialist departments:

- The introduction of PAM in the area of conflict between institutional and programme-based governance was such that the intended overall objectives were not achieved and the programme-based objectives were only achieved to a limited extent. Thus, the extent to which a binding, user-friendly process and application management for funding and resource transfer programmes can be ensured will depend on a new software architecture that is appropriate to the challenges posed by increasing digitisation needs. A prerequisite for successful introduction is that the perspective of the overall organisation is prioritised over that of the individual programmes in the introduction process and that the BMZ supports this weighting, i.e. that individual specialist directorates forego any functionalities they consider necessary for an individual programme. This does not rule out specific system requirements on the part of individual programmes - such requirements are, however, under great pressure to justify themselves due to the high financial costs and administrative challenges of a more complex system.

- Synergy effects play a less important role in the actual work of Engagement Global than the strategic goals of 2012 would suggest. In this context, the overarching problem of a lack of incentives for cross-programme or cross-departmental cooperation and thus possible synergy effects in terms of content and concept becomes particularly clear. This also applies, albeit to a lesser extent, to technical and organisational synergy effects.

- Ownership of the new M&E system has not yet been well developed among the employees of Engagement Global. This acts as an inhibiting factor in coping with central challenges, some of which have already been identified in the M&E framework: insufficient quality of the data collected, insufficiently precise assignment of data to indicators at SDS level. In addition, governance at the overall organisational level is still too little evidence-based. In the meantime, the BMZ and Engagement Global have agreed to postpone the overall organisational monitoring function. It is understandable that at the moment, priority should be given to ensuring that the programme-related monitoring functions properly. However, the question still arises as to how, on the basis of aggregated monitoring data, the achievement of the SDSs can be plausibly assessed qualitatively, since such an assessment is a prerequisite for a learning-oriented overall organisational management.

- Significant frictional losses can be observed in the interaction between specialist departments and interdisciplinary units. They are so considerable that the effective execution of the specialist work is repeatedly impaired and go beyond the extent that would be expected in such an area of conflict.

In order to classify these findings, the already mentioned conflict between programme-based and overall organisational governance must be resolved. This is why we speak of an area of conflict here, because a dominance of programme-based governance would be at the expense of strengthening the overall organisation, while a dominance of overarching governance would lose sight of the special features of the programmes and services. It is therefore not a question of either/or, but rather of finding an appropriate

balance between unification/harmonisation on the one hand and recognition of diversity in the programme objectives and implementation specificities on the other.

The findings presented above lead to the conclusion that programme-based governance is overweighted overall. This is shown, for example, by the fact that the originally intended software support through a binding process and application management for funding and resource transfer programmes has not led to success. This also has the consequence that incentives for the realisation of synergy effects, be it technical-organisational or content-conceptual, are not sufficiently pronounced to realise them on a broad scale. And it can also be seen that the overall organisational management of the M&E system for Engagement Global is too weak. This has contributed to the fact that the ownership of the M&E system, and thus the quality of the data collected and the meaningfulness of the management information, is still poorly developed.

The interaction between Engagement Global and the BMZ

This unfavourable weighting in turn points to the interaction between Engagement Global and the BMZ. If programme-based governance dominates within Engagement Global, this cannot be understood without considering the steering impulses from the BMZ. Improvements in internal coordination at the BMZ can help to improve programme-based steering impulses from the specialist directorates. At the same time, the depth of governance can be characterised as inconsistent, but overall with a clear tendency towards detailed governance (see Section 6.1.2). The overweighting of programme-based governance is thus comprehensible. This also highlights the fundamental dilemma that Engagement Global faces: it must above all implement BMZ directives, which limits its ability to set its own strategic priorities and create organisational structures that are compatible.

In this way, the proven principle of "structure follows strategy", according to which an organisation must be designed in such a way that employees can best align their behaviour with strategic requirements, is reversed in the case of Engagement Global. In their case, the structure is more likely to be based on programme-related external funding. In its organisational structures, Engagement Global must be set up in such a way that the funds allocated can be implemented appropriately on the basis of political decisions taken by the BMZ. This makes it difficult to consolidate an effective overall organisation because of the programme-based governance.

This difficulty of coherent overall organisational governance is exacerbated by the fact that, for Engagement Global, it is sometimes impossible to predict which political priorities the BMZ will set and which corresponding funds will be made available in the federal budget - with corresponding consequences for its range of tasks and services. As a result, structures and processes within Engagement Global are burdened with the reservation that they will have to be changed in one direction or the other in view of the limited predictability of the expected funding.

The challenges posed by changing political directions will remain in principle and are legitimate in view of the primacy of politics. However, the BMZ could give Engagement Global more room for manoeuvre and thus improve its ability to make adjustments more meaningful in the area of conflict between programme-based and overall organisational governance and between short-term and medium-term goal attainment. In addition, this would create a strong incentive to use the potential for synergy effects and to make use of learning experiences in this respect, while employees could be motivated more effectively to make their contribution to the overall achievement of objectives, which would help to strengthen an overall organisational identity. Finally, it could also support the introduction of new software for process and application management, and it could support clarification processes to reduce frictional losses between departments and the interdisciplinary units of Engagement Global.

Role and function of the branch offices

In connection with the institutional set-up and performance of Engagement Global, the role and function of the branch offices was also examined. The branch offices have established themselves as low-threshold, regional and local contacts close to the target groups with flexible, application-independent possibilities for

financial support. They are largely, though not entirely, accepted and increasingly appreciated by regional and local stakeholders.

At the same time, there is still a need for clarification in this respect. This is due to the area of conflict between the needs-based approach towards local and regional stakeholders and the service function for the BMZ and the head office of Engagement Global. The need for role clarification can also be seen in the fact that the branch offices do not always succeed in the expected cooperation with local and regional stakeholders on an equal footing, which has negative effects on the cooperation partners' ownership of joint projects.

Nevertheless, in recent years, compared to the start-up phase of Engagement Global, there has been decreasing evidence to suggest that the work of the branch offices does not adequately respect the principle of subsidiarity or limits the right of initiative. In this regard - despite some justified doubts in individual cases - we can speak of a constellation in which the branch offices act in accordance with the principle of subsidiarity and in compliance with the right of initiative.

The competence and commitment of the branch office staff is widely recognised and appreciated. However, the structural functionality of the branch offices in the organisational system of Engagement Global is rated less positively. This is due to the fact that the work of the branch offices is not always supported by the Engagement Global head office. There is an area of conflict here between the approach of the branch offices, which is appropriate to the situation and considers the needs of the stakeholders, and the demands or specifications of the Engagement Global head office. These should not be seen as independent of BMZ directives. At the same time, not all staff members are aware of the added value and potential of the branch offices. As a result, decentralised activities are sometimes carried out without sufficient information from the branch offices.

The resources of the branch offices are generally insufficient; this applies especially to branch offices with a comparatively large catchment area spanning several federal states. Moreover, too little account has been taken of their respective support needs, which are based on their potential for development policy engagement. If the potential for engagement is high, i.e. if there is a dense network of development policy actors with the capacity to act at local or regional level, support from branch offices is of rather low importance and can be reduced if necessary, whereas it is given more weight if the potential for engagement is rather low. In many central and eastern German federal states as well as in regions of Lower Saxony and Schleswig-Holstein there is a particular need for support from the branch offices due to the low level of existing engagement. Finally, the overall lack of resources means that the branch offices are unable to fulfil their contact function adequately, especially for those development policy actors who prefer a decentralised rather than a central contact function (i.e. the MMZ).

6.1.2 Governance by the BMZ

At the BMZ, four directorates are primarily responsible for steering the work of Engagement Global: Division Z32 for Engagement Global as an institution and various specialist areas (foundation cooperation, multi-actor partnerships and TKZ), division Z30 for the NGO programme, division Z33 for all areas of action and projects in Department 3 of Engagement Global (Service Agency Communities in One World) and division Z34 for all programmes in the field of education (Department 2 of Engagement Global). Other directorates are responsible for minor areas of activity.

The BMZ directly and intensively steers the respective departments or specialist areas of Engagement Global through the relevant directorate. This is done on the basis of use of funds statements and individual instructions. In the vast majority of cases, neither the institutional division at the BMZ nor the management of Engagement Global are involved in this steering process in a way that allows them to effectively introduce the overall organisational perspective. A universal involvement would make the necessary coordination processes more difficult in an unacceptable way. At the same time, this would increase the risk that the specialist directorates would generate steering impulses that are not sufficiently coordinated.

The data collected has shown that frictional losses repeatedly occur between Engagement Global and the BMZ because internal coordination between the BMZ and Engagement Global on specific issues has not taken place or has been insufficient. Although coordination processes do exist - among other things, a working

group was reintroduced in 2019 at directorate level - these have so far been only able to ensure a coordinated approach to the OECD-DAC evaluation criteria "effectiveness" and "efficiency" to a limited extent. The regular exchange format between the institutional division and the management of Engagement Global, in which other directorates are also involved on specific issues, sometimes provided an opportunity to address critical points, which favoured subsequent internal BMZ clarification.

What is decisive, however, is that the mandate of the institutional division is linked to a structural problem: The programme-based level of governance is dominant over institutional governance. This means that the institutional division has only limited possibilities to ensure effective coordination within the BMZ. This leads to insufficient coordination between the directorates in terms of effectiveness and efficiency and difficulties in establishing and improving overall organisational structures and processes, for example in introducing software-supported process and application management or in developing and implementing the M&E framework.

In order to enable Engagement Global to carry out its tasks more smoothly, the various directorates responsible at the BMZ would have to coordinate their activities to such an extent that their steering impulses would have an appropriate, significantly higher degree of coherence and consistency. A corresponding working group, in which the directorates involved meet regularly to exchange information and coordinate their activities, was revived at the beginning of 2019 (after it had been set up when Engagement Global was established, but had lost its importance after a few years). Ideally, this should have taken place as early as 2017, following an internal dialogue event at which these frictional losses were clearly addressed. The governance behaviour of the BMZ directorates towards Engagement Global was also discussed at this event.

There are considerable variations in governance behaviour and, in particular, the depth of governance, depending on the directorate and, in some cases, on the individual. This inconsistent approach points to scope for action and decision-making which, despite the requirements of the BHO (German Federal Budget Code), funding law and participation management, can be structured differently depending on the people working in the directorates.

Overall, however, detailed governance dominates. This can be seen, for example, in the fact that, beyond the use of funds statements, small-scale steering impulses are given on a programme-by-programme basis, which repeatedly arouse doubt and uncertainty among the programme-implementing teams as to what is possible within their decision-making scope and what has to be coordinated with the BMZ. The tendency towards detailed governance by the BMZ was a frequent topic of exchange in internal committees of Engagement Global and the jour fixes with the BMZ - without, however, achieving any real improvements in terms of the inconsistent governance behaviour.

The challenge at the BMZ is to harmonise and more clearly limit the individual scope for interpretation and leeway of the people working in the directorates in order to ensure consistency and reliability as well as to improve effectiveness and efficiency. In this context, it must be considered that, in terms of the depth of governance, there is a tension between the autonomous action of Engagement Global and the political responsibility of the BMZ. In the past, there have been examples where committed intervention at the BMZ was necessary and useful.

From the point of view of the evaluation, the overall depth of governance should be reduced. Even in cases where more directive governance is considered necessary, this should be the medium-term objective. Overall, this would open up additional scope for Engagement Global, while at the same time relieving the BMZ and allowing it to focus more on overarching political-strategic governance tasks.

One particular aspect of the governance of Engagement Global concerns the goals that are bindingly set for the management by the management at the BMZ. These so-called objectives contain relatively generally formulated targets which are specified on the basis of indicators. In most cases, the latter describe factual measures whose implementation is documented by an indicator. In addition, the indicators usually lack a baseline and therefore do not relate to the initial situation. The main problem, however, is that there is no consistent connection between the steering of the work of Engagement Global through use of funds statements and instructions and the objectives. In the meantime, the BMZ has therefore been considering whether to relate the objectives more closely to the SDSs.

The Board of Trustees of Engagement Global has a purely advisory mandate. Through its advisory function, however, it can potentially influence the way in which the BMZ steers the work of Engagement Global. So far, the Board of Trustees has only been able to make partial use of the resulting opportunities. One reason for this is that the BMZ, as well as the management of Engagement Global, has not reacted sufficiently to the advisory impulses from the Board of Trustees. On the other hand, the members have only been able to take substantive initiatives to a limited extent to make the advice provided by the Board of Trustees effective. The examples mentioned, such as the working group on "Flight and Migration" initiated by the Board of Trustees in 2015 or the impulse set in 2018 to be more involved in defining the objectives for the management, show that there were and are at least positive starting points in this respect.

When assessing the role of the Board of Trustees, however, it must also be borne in mind that some of its members have other ways of raising their concerns to decision-makers at the BMZ. For example, some members describe the advisory activities of the Board of Trustees as only moderately effective, with the comment that other ways of exerting influence have proved more effective.

Provided that the Board of Trustees takes more initiatives of its own and pursues them more consistently, it could possibly fulfil its role as an advisory body more effectively. This would, however, require that the BMZ and the management of Engagement Global make greater use of the advisory function of the Board of Trustees and use the meetings of the board even more to prepare central strategic decisions. In such a constellation, the Board of Trustees could also ensure more than in the past that the principle of subsidiarity and the right of initiative of civil society are respected not only in programme implementation, but also in the conception of the programme.

As Engagement Global exceeded the number of 500 employees as early as 2018, the establishment of a supervisory board was required by Section 1 (3) of the German One-Third Participation Act. This expanded the governance structure of Engagement Global. As the supervisory board was not constituted until 2019, it would have been premature to examine its role and functioning in the context of this evaluation.

6.1.3   Benefits and services for the target groups

Engagement Global intensively supports civil society organisations, educational institutions and municipalities in their development policy work by providing financial support, information, advice and networking. The benefits and services are recognised by the target groups. Despite the particular challenges posed by the increase in funds and the associated growth of the organisation in recent years, programmes and services have been implemented to the overall satisfaction of the target groups. In terms of the OECD-DAC evaluation criteria, the relevance of the services and programmes is therefore given. However, the concrete modalities of programme implementation are sometimes met with criticism. The conclusions presented in the following are based on the evaluation results presented in Chapter 4, which were derived from the analysis of the case studies carried out in the context of this evaluation.

- Funding procedures are highly complex and bureaucratic, making it difficult for NGOs with low financial capacity and migrant-diasporic organisations to access the programmes. Another hurdle can be the financing of the own contribution. For smaller municipalities, the programme portfolio proves to be confusing and difficult to access due to a lack of own resources. As a result, equal opportunities cannot be fully guaranteed. The procedures of the programmes of Engagement Global are heterogeneous and increase complexity for applicants who receive project support from several programmes. The procedural effort is also considerable for the BMZ and Engagement Global. The benefit for the target groups could be increased by more efficient procedures.

- Outsourcing the funding procedure and the independent funding decision to the W. P. Schmitz Foundation and the North-South Bridges Foundation for initial applications with a funding volume of less than 50,000 euros can make a concrete contribution to shortening the procedure and relieving the burden on the BMZ and Engagement Global. This model introduced at bengo can have a pilot character and provide the basis for Engagement Global to make independent funding decisions for other programmes, especially if projects with a low financial volume are also to be funded. The expert legal opinion presents a legal view consistent with this option. The FEB has a high proportion of projects with

low funding volume and could serve as a further pilot example in the sense indicated above. However, an experimental path has been and is still being taken, which requires controlling. The economic efficiency of the process variants, which should be investigated in a comparative study, is of particular interest.

· Some of the programmes examined lack transparency. For example, there is a lack of information on the funding cuts at the FEB or the criteria for the funding decision. The establishment of a web-based project funding database at the FEB makes a positive, but so far singular contribution to greater transparency. An organisation-wide solution and uniform standards, for example on procedural information and funding decisions, would mean a further increase in transparency.

· The quality of advice provided by Engagement Global can be described as good overall. There are frequent quality deviations which reflect the different levels of knowledge and experience of the consultants. Too much attention to detail can slow down the process. Greater standardisation in consulting and an exchange of information between consultants about their funding practice in the respective programme and across programmes would improve the quality of consulting. From the point of view of quality assurance and transparency, the participation of experts from academia, research, consultancy and civil society could also be considered in a suitable form in the selection of projects.

· Substantial exceedances in the processing times of approvals, but also of interim and use of funds statements indicate deficiencies in the procedural processes. At bengo, for example, this may be due to a lack of separation between the advisory services and the approval procedure, or at the FEB it may be due to additional efforts caused by project funding cuts during the approval procedure. In accordance with the specifics of a programme, possibilities for improving procedures can be identified. At the same time, greater harmonisation or standardisation of the programme-based procedures would also bring advantages in this context and allow faster and more comparable analyses.

On this basis, it can be stated that the OECD-DAC evaluation criteria "effectiveness" and "efficiency" in the provision of services by Engagement Global are only partially fulfilled.

6.1.4   The role of Engagement Global in the area of "civic engagement in development policy"

This evaluation examined the role of Engagement Global from the perspective of various stakeholders. The views of civil society, federal states and municipalities were included, as was the position of the BMZ as a central stakeholder. At the same time, the self-image of Engagement Global was also considered, from the perspective of both employees and management.

Since its inception, Engagement Global has succeeded in establishing itself as a major player in a complex thematic area, whose contribution to supporting civic engagement in development policy can be described as highly relevant in terms of the OECD-DAC evaluation criteria. This was also helped by the fact that Engagement Global was able to keep the programmes that already existed before that time still relevant. In this context, Engagement Global acts primarily as a service provider, whether in terms of implementing the tasks set out in use of funds statements, targets and instructions from the BMZ or in terms of supporting civil society and municipal actors as closely as possible in line with their needs.

Engagement Global has increasingly included support services in its portfolio in which it acts as a proactive player. In this respect, it is sometimes at odds with the expectations of civil society, but also of municipalities, which have justified reservations about an independent role for Engagement Global that goes beyond the service function. These primarily refer to the fact that, in their view, Engagement Global acts in a way that sets agendas and promotes networking, without civil society actors being adequately involved.

Subsidiarity principle and right of initiative

The data collected in this evaluation has not revealed any evidence of regular breaches of the principle of subsidiarity or of the right of initiative. A constructive clarification process has taken place regarding the use of the personnel instrument "coordination of local development policy", which was discussed in this context. There was no evidence of competition between Engagement Global and civil society providers of cross-programme seminars, e.g. on the topics of "moderation" and "public relations", even though there were and

are individual seminars offered by Engagement Global in this area, which were or are carried out in cooperation with civil society organisations. According to the evaluation criterion "coherence, complementarity & coordination" (BMZ, 2006), the requirements to be met by Engagement Global with regard to the principle of subsidiarity and the right of initiative were thus fulfilled.

However, this positive assessment should not be interpreted as guaranteeing compliance with the principle of subsidiarity and the right of initiative in each individual case. Instead, it is associated with continuous and demanding processes of consideration, which particularly affect the performance of the respective actors (municipalities, civil society) in the design of programmes and services. This points out that this aspect must continue to be regularly examined in the future when new programmes are launched and developed, as a prerequisite for ensuring complementarity between the actions of Engagement Global and the actions of the stakeholders it addresses. This can be done, for example, in the context of stakeholder workshops. Other formats should be agreed between the stakeholders involved. It is assumed that meaningful or successful complementarity would rule out any violation of the principle of subsidiarity or failure to respect the right of initiative.

Employee self-perception and the role of Engagement Global

With regard to the role of Engagement Global, there is an obvious conflict between the desired self-image of the employees, who want to see Engagement Global less as a service provider and more as an independent actor with a mobilising, innovative and advisory function, and the expectations of the shareholder regarding the role of Engagement Global. The latter sees Engagement Global primarily as a service provider with a limited scope for action and decision-making, which can be clearly justified by the overall political responsibility of the BMZ.

There are, however, indications that the BMZ would like to expand this scope for action and decision-making in order to make even greater use of the expertise of Engagement Global in the development of concepts and programmes. This would also strengthen the role of Engagement Global as a platform between civil society and the BMZ. In view of the tense relationship with civil society and, in part, municipalities, this would have implications for the relationship with these two central stakeholders. These implications would have to be addressed in order to be able to use the platform function in a dialogue- and goal-oriented way.

Division of responsibilities and strategic cooperation with other actors

The cooperative relationships examined in the evaluation focused on the cooperation between Engagement Global and the GIZ, which was formalised by a cooperation agreement shortly after its establishment. A screening of the other cooperative relationships had shown that none was important enough for the work of Engagement Global to be analysed in depth in the context of this overarching institutional evaluation.

On the basis of the results obtained, it can be stated that the cooperation between Engagement Global and the GIZ can now be described as generally well established. The experience gained in the course of the cooperation since the foundation of Engagement Global could be put to good use. Where clarification is needed, solutions are largely found at the level of the cooperation projects in the area of municipal development cooperation. The role of the cooperation committee has thus lost some of its importance.

However, in view of the unequal status of Engagement Global and the GIZ, caused by the differences between grant and contract procedures, it will still not be possible to avoid frictional losses. However, the conditions are in place or have been created in recent years to address the structural challenges in a constructive and solution-oriented manner. Thus, the evaluation criterion "coherence, complementarity & coordination" has been met, also with regard to coordination with other actors.

6.2   Recommendations

The following recommendations are derived from the findings of the previous section. In the presentation, a distinction is made between recommendations to the BMZ and recommendations to Engagement Global. The former address, on the one hand, essential aspects of governance and, on the other, aspects relating to the overarching design of support programmes. The latter focus on organisational structures and processes, on the concrete implementation of funding programmes and on the role and mandate of branch offices. Given the nature of Engagement Global, these can only be implemented after confirmation from the shareholder. However, Engagement Global remains the primary addressee for the evaluation team.

Recommendations to the BMZ

Governance

Recommendation 1

The BMZ should give Engagement Global a much wider scope for action. This should enable Engagement Global to further develop its own strategic and programmatic foundations within the political guidelines of the BMZ and to promote a more effective and economic fulfilment of its mandate. This would mean in detail that

- Engagement Global assumes more individual responsibility for overall organisational management within the scope of action defined by the federal interest;
- Engagement Global assumes a stronger role, especially with regard to advice and preparation in terms of conceptual programme development;
- the BMZ delegates tasks to a greater extent and focuses on political-strategic governance by means of appropriate framework conditions;
- with regard to overall governance, the BMZ strives for more consistency in the depth of governance and coherence in the steering impulses (see Recommendation 3);
- Engagement Global uses its extended scope of action to realise the existing potential for synergy effects to a greater extent; and
- the advisory function of the Board of Trustees is strengthened and put to better use.

Adequate human resources would have to be made available to give Engagement Global more scope for action in this sense.

Recommendation 2

The BMZ should call on Engagement Global to develop a coherent overall strategy within the framework of the recommended extended scope of action (see Recommendation 1). On the basis of the experience gained in the start-up and growth phase, a consistent strategic framework should be created for the work of Engagement Global - within the political guidelines set by the BMZ - which should meet the following requirements:

- resolving the existing lack of coherence with regard to the strategic objectives
- development of a joint impact-oriented narrative for the central content areas in which Engagement Global is active
- target-oriented design of the overall strategy through an action-guiding impact structure
- linking strategy development with the updating of the mission statement (see Recommendation 7)
- effective participation of key stakeholders in the strategy development process
- development of a concrete implementation plan

Recommendation 3

The BMZ should strengthen coherence in institutional governance by clarifying and readjusting tasks and responsibilities between the institutional and specialist directorates, including the role of the director. The aim is to meet the following requirements for the future governance behaviour of the BMZ towards Engagement Global:

- ensuring a coherent approach, for example through the revitalisation of the working group at directorate level which has now taken place and other steering and communication mechanisms to be agreed
- binding delegation of defined decision-making powers to Engagement Global
- during "regular operation", a roughly uniform and, compared to the current level, reduced depth of governance, without prejudice to further intervention in crisis situations

Recommendation 4

With regard to the portfolio of Engagement Global, the BMZ should make greater use of the opportunities for programme bundling, especially in the field of education. This will help to streamline the application and funding process between Engagement Global and BMZ. In addition, this will promote the exchange of content between different programmes or programme components and projects and exploit synergy potentials. Here, the positive experience gained in Department 3 (Service Agency Communities in One World) can be put to good use. The programmatic concentration should consider that the specific needs of the target groups can continue to be addressed under the umbrella of common programme objectives.

Recommendation 5

In future, the BMZ should continue to ensure that the principle of subsidiarity and the right of initiative of civil society are respected when new programmes and instruments are designed. This is a prerequisite for ensuring complementarity between the actions of Engagement Global and those of the stakeholders it addresses. This examination can take place, for example, in the context of stakeholder workshops. As existing practice develops, other formats can also be agreed between the stakeholders involved.

Formulation of funding programmes

Recommendation 6

The BMZ should establish a basis for simplifying and standardising the funding procedures through uniform procedural rules, limits for simplified application procedures, a selective reduction in the share of own funding required, a stronger delegation of decision-making to Engagement Global for projects of small scale, and the systematic comparison of the economic viability of procedural variants. This would also contribute to shortening procedures. In detail this would mean that

- the procedural rules are summarised in line with the BMBF's funding handbook;
- further simplification should be introduced at the FEB for applications below a threshold value of, for example, EUR 25,000, in order to lower access barriers for NGOs and reduce the burden on the BMZ and Engagement Global, with the option of applying this simplification to other funding programmes;
- while respecting the principle of subsidiarity, in the case of project proposals submitted by NGOs with a high proportion of volunteers and migrant-diaspora NGOs, the share of own funding should optionally be reduced to 10 percent;
- for projects with a lower financial volume, e.g. 25,000 euros, Engagement Global should be granted independent funding decision-making authority, without this necessarily involving outsourcing;

- in economic feasibility studies, the process variants should be compared and reviewed in future. For this purpose, cost and performance accounting should be introduced, as provided for in the Federal Public Corporate Governance Code.

Recommendations to Engagement Global

Structures and processes

Recommendation 7

Engagement Global should update its mission statement in order to strengthen the common overall organisational identity of its employees and in the interest of achieving its objectives. This should be accompanied by appropriate measures to strengthen the overall organisational identity and be linked to the strategy development process proposed in Recommendation 2. The process thus serves to reflect both the scope of action of Engagement Global to be expanded and its role as a service provider with a framework defined by the federal interest.

Recommendation 8

Engagement Global should introduce a new software architecture for a binding, user-friendly process and application management for funding and resource transfer programmes, for which appropriate conditions must be created. Essential for this are from the point of view of evaluation:

- addressing the measures proposed in Recommendation 6
- coordination among specialist directorates and the institutional division at the BMZ on a coherent approach to the introduction of the new software architecture
- integration of learning experiences from the pilot phase
- dialogue process with programme managers on user-friendliness and simplification of procedures
- setting up an effective management structure for the introduction process
- further development of the role of the ZPS in the course of the introduction of the new software architecture
- sufficient funding

Recommendation 9

Engagement Global should resolutely press ahead with the further design of the M&E system, initially with a focus on the programme-based monitoring function. In addition, the instrument of corporate strategy evaluations should be introduced. Particular attention should be paid to the following questions:

- To what extent does the M&E system generate precise and valid results that can be used for accountability and organisational learning?
- To what extent can the knowledge generated by the M&E system be used for further conceptual and programmatic development?
- How can representatives of the target groups be involved in reflecting on the findings generated by the M&E system?
- How can corporate strategy evaluations be used to strengthen overall organisational governance?

Recommendation 10

Engagement Global should clarify how cooperation between staff divisions and specialist departments can be streamlined and take appropriate measures. Such a process should include an inventory of existing frictional losses and a comparison of mutual expectations and concerns regarding smoother cooperation. On this basis, agreements should then be reached.

Implementation of funding programmes

Recommendation 11

Engagement Global should increase the transparency of the relevant steps in the application process, the eligibility criteria and the funding decisions taken for NGOs and the public. The funded projects should be made publicly accessible in a funding catalogue.

Recommendation 12

Engagement Global should take steps to ensure a more consistent quality in the provision of advice. This applies to funding and resource transfer programmes as well as programmes implemented independently. The advisory concept should be updated, further developed and made binding. A connection with the overall organisational knowledge management should be ensured.

Recommendation 13

In coordination with the BMZ, Engagement Global should take appropriate measures to improve the processes in the funding procedures in such a way that the processing deadlines set by itself and by the procedural law are generally adhered to. Processing backlogs in interim and use of funds statements should be reduced as a matter of priority and with the use of temporary additional resources.

Role & mandate of the branch offices

Recommendation 14

Engagement Global should basically retain the branch offices, develop them further on the basis of strategic criteria and make the resources allocated to them more flexible. This should allow for a moderate expansion of branch offices, while at the same time allowing for the closure of branch offices or a shift in regional priorities on the basis of criteria. The financial and human resources to be deployed should be justified on the basis of needs. Relevant criteria are:

- high demand and willingness to cooperate from the federal states and the local civil society
- limited existing support opportunities for civic engagement in development policy in the region

At the same time, it should be more clearly defined how the branch offices can reconcile needs-oriented cooperation with local stakeholders with their service function for the BMZ and the head office of Engagement Global. This requires systematic involvement of the branch offices in internal processes.

# 7.	LITERATURE

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8. ANNEX

8.1 Evaluation matrix

Table 8 Evaluation matrix

Evaluation questions	Evaluation criteria (EC)	Thematic focus of the analysis	Methods/sources	DAC criteria
A) Benefits and services for the target groups				
A.1 What are the quality and benefits of the services and programmes provided by Engagement Global from the perspective of the target groups?	**BK A.1.1** Target groups of services and programmes of Engagement Global and stakeholders rate the services and programmes of Engagement Global as sufficient, appropriate and useful.	programme-specific assessments by target groups and stakeholders on benefits and quality quality standards of the target groups considering the diversity of the target groups	data and document analysis: analysis of documents, monitoring data and evaluation reports case studies interviews with central stakeholders (external) qualitative surveys of selected target groups	effectiveness
	BK A.1.2 Target groups of services and programmes of Engagement Global and stakeholders are satisfied with the quality of the services and programmes of Engagement Global.			
A.2 To what extent do the administrative procedures and advice meet the needs of the target	BK A.2.1 Target groups of services and programmes of Engagement Global and stakeholders rate the administrative processes as transparent and appropriate.	administrative procedures: combination of procedures that are legally compliant and user friendly needs assessment of the target groups	data and document analysis: analysis of documents, monitoring data and evaluation reports case studies	effectiveness

Evaluation questions	Evaluation criteria (EC)	Thematic focus of the analysis	Methods/sources	DAC criteria
groups and stakeholders?	BK A.2.2 The target groups of services and programmes of Engagement Global and stakeholders rate the consultancy services as appropriate to their needs.	analysis of the administrative processes and requirements by the target groups and stakeholders (e.g. length and complexity of the procedures, improvements in the processing of applications) adaptation of consultancy services to the needs of target groups and stakeholders	interviews with central stakeholders (external) qualitative surveys of selected target groups	
A.3 To what extent does the work of Engagement Global result in unintended positive or negative effects for the target groups?	exploratory	unintended positive effects unintended negative effects	evaluation of documents and evaluation messages interviews with key stakeholders	effectiveness Impact
A.4 To what extent do Engagement Global's services and programmes succeed in addressing new target groups (e.g. migrants, older people, young people in vocational training)?	**BK A.4.1** The use of services and programmes by new target groups (e.g. migrants, older people, young people in vocational training) has increased substantially since the inception of Engagement Global. **BK A.4.2** Barriers to the participation of new target groups in services and programmes have been substantially reduced since the inception of Engagement Global.	changes in target group spectrum since 2012 needs and concerns of the new target groups alignment of programmes to the needs of new target groups	data and document analysis: monitoring data self-assessment report case studies interviews/focus groups with key stakeholders at the overall organisation level	relevance effectiveness impact

Evaluation questions	Evaluation criteria (EC)	Thematic focus of the analysis	Methods/sources	DAC criteria
A.5 To what extent are equal opportunities for access to Engagement Global's services and programmes ensured?	**BK A.5.1** Target groups see unrestricted access to services and programmes of Engagement Global.	possible and actual barriers to access reduction of barriers to access changes in terms of use, considering the range of different target groups	self-assessment report case studies interviews with selected stakeholders (external)	relevance effectiveness impact
	BK A.5.2 Engagement Global's services and programmes are designed to ensure that different target groups have equal access.			
B) Institutional set-up and performance				
(1) Objectives, values, strategies				
B.1.1 How appropriate and relevant are the current strategic goals for Engagement Global against the background of the current expectations and contextual conditions associated with its establishment? What kind of funding seems to be reasonable against the background of	**BK B.1.1.1** The current strategic goals meet the expectations of the central stakeholders (BMZ, civil society, federal states, municipalities, private sector) at the time of inception or now.	expectations of different stakeholders regarding relevant objectives (at the time of inception and now) expectations of different stakeholders regarding the need to focus or expand the portfolio of Engagement Global changes in contextual conditions since inception adaptation of objectives and current context	context analysis interviews/focus groups with key stakeholders at the overall organisational level: Board of Trustees, BMZ, civil society employee surveys	relevance
	BK B.1.1.2 The current formulation of the objectives seems to be conclusive in the light of the current context. from the perspective of the target groups/stakeholders against the background of global agendas			

Evaluation questions	Evaluation criteria (EC)	Thematic focus of the analysis	Methods/sources	DAC criteria
the current expectations and contextual conditions?	against the background of the strategies of the BMZ/the federal government against the background of social developments, in particular with regard to flight and migration			
	BK B.1.1.3 Central stakeholders perceive the scope of Engagement Global's portfolio as appropriate.			
B.1.2 To what extent have the concerns of the key stakeholders (BMZ, civil society, federal states, municipalities, private sector) found their way into the strategy development of Engagement Global?	**BK B.1.2.1** Participation mechanisms have been developed. **BK B.1.2.2** Participation mechanisms are being used. **BK B.1.2.3** The participation mechanisms allow the key stakeholders to bring their concerns into the strategy development process.	strategy development since the inception of Engagement Global opportunities for participation in the strategy development process exploitation of the opportunities for participation in the strategy development process weighting of the actual possibilities of the key stakeholders to influence	context analysis document analysis interviews/focus groups with key stakeholders at the overall organisational level: Board of Trustees, BMZ, civil society	relevance effectiveness
B.1.3 To what extent has Engagement Global pursued a	**BK B.1.3.1** Key stakeholders perceive a high degree of coherence between strategy	handling of different strategic guidelines adaptation and further development of the management strategy	data and document analysis: reports on the achievement of objectives, annual reports	effectiveness

Evaluation questions	Evaluation criteria (EC)	Thematic focus of the analysis	Methods/sources	DAC criteria
strategy to orient its work?	development and implementation.		interviews/group discussions with central stakeholders at the level of the overall organisation	
B.1.4 To what extent has the paradigm shift in development policy associated with the Sustainable Development Goals (SDGs) affected the system of objectives and the work of Engagement Global?	**BK B.1.4.1** Mainstreaming of the principles of the Agenda 2030 and SDGs into the goals and programmes of Engagement Global has been implemented.	changes in the objectives and working methods of Engagement Global, induced by SDGs or by corresponding political guidelines of the BMZ. changes in the orientation of the programmes induced by SDGs or by corresponding political guidelines of the BMZ	data and document analysis: strategy and governance documents self-assessment report case studies	effectiveness sustainability
(2) Structures and processes				
B.2.1 To what extent are the structures and processes within Engagement Global appropriate for the delivery and implementation of programmes and services?	**BK B.2.1.1** The structures and processes within Engagement Global have proven to be conducive to the effective and efficient delivery and implementation of programmes and services. **BK B.2.1.2** Structures and processes have been developed to improve the delivery and implementation of programmes and services.	importance and design of cross-programme structures and processes in comparison to programme-specific structures and processes tension between demand-orientation and legal requirements for funding importance of self-initiative and flexibility binding nature of structures and processes and mechanisms of further development and adaptation to changes in the organisation	interviews/focus groups/workshops on a central level case studies interviews with selected stakeholders	effectiveness efficiency sustainability

Evaluation questions	Evaluation criteria (EC)	Thematic focus of the analysis	Methods/sources	DAC criteria
	BK B.2.1.3 Structures and processes are designed in such a way that a sustainable achievement of objectives is possible in the long term.			
	BK B.2.1.4 Structures and processes were adapted to changes in the organisation (e.g. the increase in funding and personnel).			
B.2.2 To what extent could synergy effects be achieved in the interaction of the various services and programmes of Engagement Global?	**BK B.2.2.1** Exchange and cooperation between programmes/services exist and are actively promoted. **BK B.2.2.2** Synergy effects are systematically planned, controlled, recorded and evaluated. **BK B.2.2.3** Synergy effects were realised to a substantial degree.	incentives and willingness for cross-programme cooperation expected and realised "cooperation surplus". planning, steering, recording and evaluation of synergy effects on the technical-administrative and conceptual level of programmes importance of programme-own identities in relation to the overall organisation and cross-programme cooperation	self-assessment report interviews/focus groups/workshops on a central level case studies interviews with selected stakeholders	effectiveness efficiency
B.2.3 What are facilitating and inhibiting factors for the performance of the overall organisation?	exploratory	facilitating factors: What are the central factors? inhibiting factors: What are the central factors?	self-assessment report interviews/focus groups/workshops on a central level case studies interviews with selected stakeholders	effectiveness sustainability

Evaluation questions	Evaluation criteria (EC)	Thematic focus of the analysis	Methods/sources	DAC criteria
B.2.4 To what extent have appropriate institutional learning mechanisms been developed and established within Engagement Global, for example through monitoring and evaluation? To what extent is innovation promoted?	**BK B.2.4.1** Through the implementation of the M&E framework, appropriate learning mechanisms are being developed and anchored.	status of implementation of the M&E framework	self-assessment report	effectiveness sustainability
	BK B.2.4.2 Decisions are made on the basis of M&E results.	learning processes at different levels and in different formats (e.g. regular exchange with target groups)	interviews/focus groups/workshops on a central level	
	BK B.2.4.3 Learning experiences are systematically used to improve the work of Engagement Global.	learning and failure culture at Engagement Global: Benefits of positive and negative learning experiences	case studies interviews with selected stakeholders	
	BK B.2.4.4 Innovation potentials are recognised and exploited.	influence of BMZ governance on institutional learning mechanisms		
B.2.5 To what extent is the division of tasks between branch offices and the headquarters functional (effective and efficient) in terms of achieving the objectives?	**BK B.2.5.1** The division of tasks between head office and branch offices is functionally coherently justified against the background of the strategy for Engagement Global.	functionality of the interplay between central and decentralised level	document analysis	effectiveness efficiency
	BK B.2.5.2 Target groups and stakeholders perceive the division of tasks as effective and appropriate to their needs.	comparative advantages of the branch offices, e.g. impulse generators at decentralised level	interviews/focus groups/workshops at decentralised level	
	BK B.2.5.3 The division of tasks between the head office and the branch offices has been	benefits of the branch offices from the perspective of the stakeholders at decentralised level	interviews with selected stakeholders case studies	

Evaluation questions	Evaluation criteria (EC)	Thematic focus of the analysis	Methods/sources	DAC criteria
	and will be adapted to changed requirements.			
	BK B.2.5.4 The division of tasks between the head office and the branch offices takes appropriate account of aspects of the efficient use of resources.			
C) Role in the area of "civic engagement in development policy"				
C.1 To what extent is the role of Engagement Global in the area of "civic engagement in development policy" appropriate?	**BK C.1.1** Stakeholders play an appropriate role against the background of optimal engagement promotion/objective achievement. **BK C.1.2** Relationships with key actors in the area are defined. **BK C.1.3** Relationships are shaped accordingly.	self-perception of the role of Engagement Global the role of Engagement Global in the perception of the central stakeholders roll finding and roll change dealing with contradictory role expectations	context analysis portfolio analysis self-assessment report interviews/focus groups with key stakeholders at the overall organisational level: Board of Trustees, BMZ, civil society	relevance coordination, complementarity and coherence
C.2 To what extent are the programmes and services of Engagement Global, including its branch offices, complementary to	**BK C.2.1** Complementarity is checked by Engagement Global. **BK C.2.2** Programmes and services are designed in consultation with the relevant stakeholders to ensure	self-perception of Engagement Global with regard to complementarity perceptions of key stakeholders on complementarity dealing with tensions between complementarity and competition	context analysis portfolio analysis self-assessment report case studies interviews with selected key stakeholders	relevance coordination, complementarity and coherence

Evaluation questions	Evaluation criteria (EC)	Thematic focus of the analysis	Methods/sources	DAC criteria
activities of other actors?	complementarity (the same applies to other actors in the field).			
	BK C.2.3 Complementarity is given from the perspective of the relevant stakeholders.			
C.3 How is the role of Engagement Global to be assessed against the normative background of the subsidiarity principle and the right of initiative?	**BK C.3.1** Engagement Global respects the right of initiative and the principle of subsidiarity in its work.	normative background to the principle of subsidiarity normative background to the right of initiative the self-perceived role of Engagement Global the role of Engagement Global in the perception of key stakeholders Processes to clarify the division of responsibilities between state and civil society in line with the principle of subsidiarity	context analysis self-assessment report case studies interviews with selected key stakeholders	relevance coordination, complementarity and coherence
	BK C.3.2 The strategic guidelines of the BMZ respect the principle of subsidiarity and the right of initiative.			
C.4 To what extent is the division of tasks and strategic cooperation with other actors in the area of "civic engagement in development policy" functional for achieving the goals of Engagement Global?	**BK C.4.1** Engagement Global uses cooperation opportunities with other actors to achieve its goals.	Importance and relevance of strategic cooperation clarifying roles in strategic cooperation benefits of strategic cooperation for the quality of the programmes targeted management of existing and new strategic cooperation	self-assessment report case studies interviews with selected key stakeholders interviews with selected cooperation partners	effectiveness coordination, complementarity and coherence
	BK C.4.2 Cooperation is conclusively based on overriding strategic and/or programme-specific considerations.			
	BK C.4.3 Roles and tasks between Engagement Global and the cooperation partners are clearly defined and will be			

Evaluation questions	Evaluation criteria (EC)	Thematic focus of the analysis	Methods/sources	DAC criteria
	adapted or developed further in the light of cooperation experience.			
D) Governance structures and processes (governance)				
D.1 How appropriate are the governance structures and processes for the performance of Engagement Global, also against the background of the successful growth in funds and personnel?	**BK D.1.1** The governance structures and processes implemented at Engagement Global are suitable for ensuring the performance of Engagement Global in the medium term.	challenges for governance structures and processes due to the increase in funds and personnel adaptation and further development of governance structures and processes role of the management of Engagement Global	data and document analysis: strategy and management documents self-assessment report case studies interviews with key stakeholders	effectiveness efficiency sustainability
	BK D.1.2 Governance structures and processes have been adapted to the growth in funds and personnel.			
D.2 To what extent is the governance of Engagement Global by the BMZ consistent with strategy, coherent and efficient?	**BK D.2.1** Governance by the BMZ is in line with the BMZ's strategic guidelines for the work of Engagement Global.	internal coordination and coordination mechanisms at the BMZ to steer the work of Engagement Global consequences of BMZ governance for structures and processes within Engagement Global changes in BMZ governance since 2012	data and document analysis: strategy and management documents and use of funds statements self-assessment report interviews with staff in the relevant BMZ directorates	effectiveness efficiency coordination, complementarity and coherence
	BK D.2.2 Coherence between the steering impulses from different organisational units at the BMZ is ensured.			
	BK D.2.3 Governance is carried out according to efficiency aspects.			

Evaluation questions	Evaluation criteria (EC)	Thematic focus of the analysis	Methods/sources	DAC criteria
D.3 To what extent are the participation and complaint possibilities in the programmes and services appropriate from the perspective of the target groups and stakeholders of Engagement Global?	**BK D.3.1** The target groups consider their possibilities to participate in the work of Engagement Global or to lodge complaints to be appropriate. **BK D.3.2** The relevant stakeholders consider their opportunities to participate in the work of Engagement Global and to bring in complaints as appropriate.	importance and arrangement of participation opportunities importance, actual use and arrangement of complaint mechanisms evaluation of participation and complaint options from the perspective of stakeholders and target groups	case studies interviews with selected key stakeholders qualitative interviews with selected target groups	effectiveness sustainability
D.4 To what extent does the Board of Trustees fulfil its mandate within the governance structure of Engagement Global?	**BK D.4.1** The Board of Trustees fulfils its mandate. **BK D.4.2** In its self-perception, the Board of Trustees fulfils its tasks in an appropriate manner.	role and function of the Board of Trustees evaluation of the role and function of the Board of Trustees from the perspective of the key stakeholders options for the Board of Trustees to exert influence, including changes from 2012 until today	document analysis interviews with members of the Board of Trustees	effectiveness

8.2 Number of respondents by stakeholder group

Table 9 Number of respondents by stakeholder group

	Analysis of the overall organisation		Branch office analysis		Interviews with key stakeholders		Case studies		Online survey
	Interview	FGD/WS*	Interview	FGD/WS	Interview	FGD/WS	Interview	FGD/WS	
BMZ					15				
Civil society					10	3			
Federal states			6		4				
Municipalities			1		2				
Private sector					2				
Key cooperation partners					3				
Target groups							46		
NGO representatives							30		
Municipal representatives							16		
Federal state networks				38					
Stakeholders BO or CS**			27				5	6	
Engagement Global employees	21	13	7	20			11	50	357

Note: * FGD = focus group discussions, WS = workshop ** BO = branch office, CS = case study

8.3 Selection of interview partners in the context of the bengo, FEB and GNK case studies

The following is a detailed description of the basis on which the NGOs and municipalities interviewed by telephone in the bengo, FEB and GNK case studies were selected.

bengo case study

In a stratified random sampling, 14 of the non-governmental organisations (NGOs) implementing development projects funded in 2015 were selected for guided interviews from a total of 227 NGOs. Criteria for stratification were size categories in the funding amount of ≥ 0.02 to < 0.05 million euros, ≥ 0.05 to < 0.1 million euros, ≥ 0.1 to < 0.5 million euros, ≥ 0.5 to 1 million euros and ≥ 1 million euros as well as funding from the special initiative "One World No Hunger - SEWOH". The reference year 2015 was selected to ask the NGOs about changes that have arisen for them in the wake of the "Guidelines for the funding of projects of importance to development under the responsibility of German project executing agencies (Chapter 2302, Title 687 76)", which came into effect on 1 January 2016, such as the assumption of financial management, auditing tasks and the establishment of an online portal for the submission of applications by Engagement Global.

The discussion partners were professional project coordinators. A total of 15 people was interviewed. Since not all of the originally selected interviewees were willing to be interviewed, there were four subsequent renominations. An online survey was not carried out in order to avoid any conflict with the survey of NGOs conducted by Engagement Global at the beginning of 2019 as part of the implementation of the M&E framework, and to avoid placing too great a burden on the NGOs. The interviews took place from 18 March to 12 June 2019.

FEB case study

From a list of funded NGOs with projects running until 31 December 2018 and starting as of 1 July 2015, 15 were selected for guided interviews in a stratified random sampling from a total of 183 NGOs. The interview partners were professional project coordinators. The criterion for stratification was funding above and below 50,000 euros.

As occasionally there was no feedback from invited interviewees, two further random samplings were carried out. As in the bengo case study, a full survey was not conducted in view of the surveys of NGOs by Engagement Global. The interviews were conducted between 12 April and 29 May 2019.

GNK case study

In a first step, a random sample of ten municipalities was drawn from a total of 258 or, according to an updated list, 276 municipalities listed in the GNK monitoring database. Since not all municipalities were willing to be interviewed, at a later stage six and then ten more municipalities were randomly selected. The random samples were stratified according to whether the municipalities participated in GNK within the framework of an approach that is specifically oriented towards a federal state. These federal state approaches exist for NRW, Schleswig-Holstein, Thuringia and Saarland.

Approximately one quarter of the municipalities (54 out of 258) are covered by a federal state approach. Since the municipalities not covered by a federal state approach had only had occasional contact with the GNK, for example by participating in an event, and would therefore have been of little relevance to the area "GNK", municipalities covered by the federal state approach were over-represented in the sample (14 of 26 municipalities) compared with municipalities not covered by the federal state approach. In addition, only those municipalities were contacted which were rated by GNK as "active municipalities", i.e. whose cooperation went beyond occasional contacts (62 municipalities in total). This was to ensure that meaningful assessments of cooperation could be made.

The municipalities that were contacted but did not respond received a reminder. A total of 15 municipalities with whom interviews were conducted in the period from 20 March to 14 June 2019 responded[104], of which nine were covered by the federal state approach and six were not.

8.4 Additional information for recording administrative costs at Engagement Global

### 8.4.1 Administrative costs of the overall organisation

In order to be able to better assess the benefits and services of Engagement Global for its target groups, a characterisation of its efficiency or economic efficiency is of interest. Both terms are used synonymously in this context as by Mühlenkamp (2015). In this evaluation context, efficiency can be concretised as "production efficiency", i.e. as resources used in relation to performance (Winker und Koy, 2015). It is assumed that the benefit for the group of NGOs, municipalities and other initiatives as final beneficiaries will increase the more funding is available for the target groups. However, Engagement Global was unable to provide data on its own total direct and indirect administrative costs or programme-specific costs upon request (Doc. 45). This is understandable, as Engagement Global does not carry out cost and performance accounting (I 95; Doc. 45), so that an exact cost allocation is not possible. Correspondingly, it was not possible to make any statements on economic efficiency in the bengo and FEB case studies.

Proxy "administrative costs" and corrected proxy "administrative costs"

In order to obtain at least an indication of the order of magnitude of the administrative costs, the evaluation team used the published annual financial statements as an approximation (proxy) to summarise and compare the figures for "personnel expenses", "depreciation and amortisation" and "other operating expenses" on the one hand and "turnover" and "other operating income" on the other (Engagement Global, 2013b, 2014a, 2015, 2016c, 2017a, 2018a, 2019c). The "administrative cost share" proxy calculated in this way decreases from 19 percent in 2012 to 12 percent in 2018 (see Figure 21). From the Sustainability Report 2015/2016 (Engagement Global, 2017b, p. 23 f.) it is clear for the years 2015 and 2016 that Engagement Global also works with the above-mentioned figures of the proxy approach. In 2015 and 2016, 109 million euros and 159.7 million euros respectively flowed into the implementation of projects, i.e. "a large share was transferred to NGOs implementing development projects". Engagement Global had 131.3 million euros available in 2015 and 188.6 million euros in 2016. This means that in 2016, 85 percent of the funds were used to implement projects. In other words, this represents an administrative expense of 15 percent, which corresponds exactly to the proxy calculation (see Figure 21).

However, it cannot be deduced from the significant decrease in the proxy "administrative cost share" that Engagement Global has become more efficient. Rather, as of 2016, the funds were transferred from the BMZ to Engagement Global for projects on which Engagement Global had previously advised the applicants. Up to this point, the expenditure had not been offset by an outflow of funds from Engagement Global. If these funds are included in the calculation, the corrected proxy "administrative costs" from 2012 to 2018 is around 11 percent across the board (see Figure 21). Once the budget item "non-governmental organisations implementing development projects" is fully managed by Engagement Global, the previous difference between the two proxies will disappear.

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[104]In the case of two municipalities, it was only discovered in the course of the interview that they are covered by a federal state ap-proach.

Figure 21   Proxy "administrative costs" and proxy "corrected administrative costs"
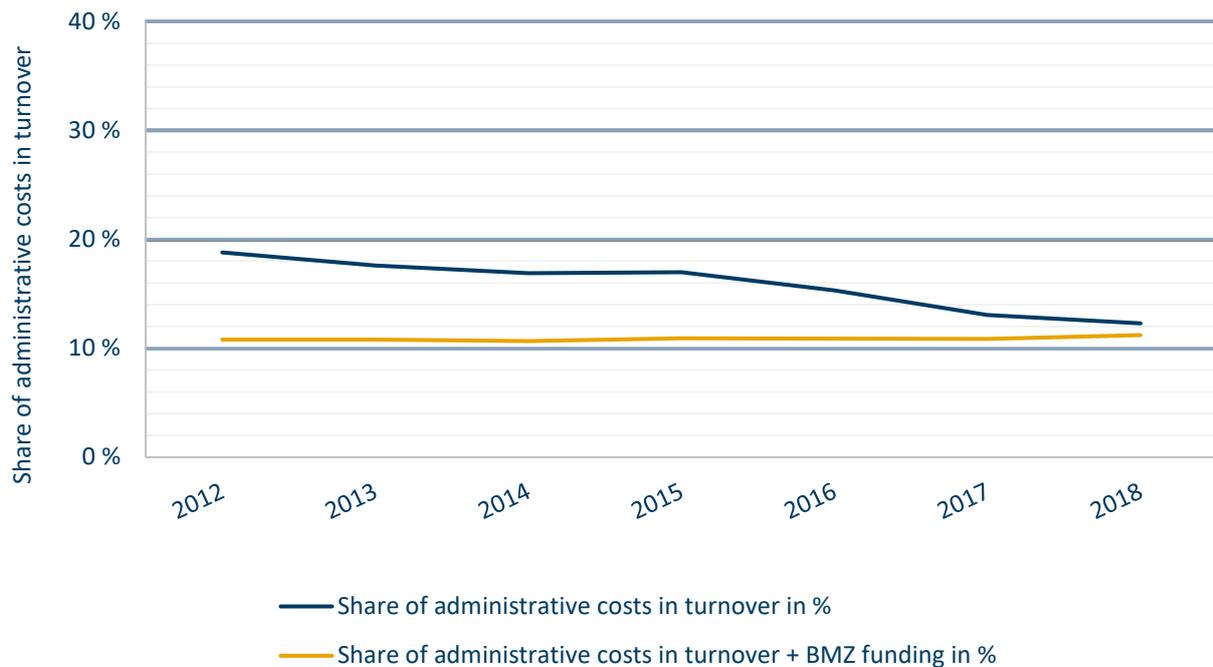
Note: Inclusion of the full budget item "NGOs implementing development projects" for which Engagement Global provides consulting

Sources: own illustration based on Engagement Global (2013b, 2014a, 2015, 2016c, 2017a, 2018a, 2019c)

Assessment

The proxy "administrative costs" indicates that there have been no changes in the economic efficiency of the overall organisation since the inception of Engagement Global. However, despite an increase in tasks, especially in 2016, Engagement Global has succeeded in keeping the share of administrative costs more or less constant. However, it is difficult to classify the amount of the proxy "administrative cost share" in terms of benchmarking, as a direct comparison with other organisations of German development cooperation is not possible due to the specific portfolio of Engagement Global and the lack of publicly available data.

The proxy value for "administrative costs" of 11 percent ranges from 4 to 14 percent, i.e. in the order of magnitude that Engagement Global allocates to the project participants as a flat rate for administrative costs within the framework of project funding, depending on the specific programme requirements. Consequently, Engagement Global fulfils the demands made on grant recipients. This evaluation cannot make a statement on further potential for optimising or reducing administrative costs.

8.4.2   Administrative costs and programme expenditure

In a further approximation, an input/output proxy can be determined, in which the total of the "personnel expenses, depreciation and amortisation and other operating expenses" is used as input and the item "cost of materials" is used as output, analogous to the programme expenses from the published annual financial statements of Engagement Global. The result is a ratio of administrative expenses to programme expenditure, as shown in Figure 22. The programme expenditure relates primarily to funds for resource transfer programmes (around 90 percent, see Engagement Global 2016d, 2017d, 2018b, 2019e). The proxy, averaged across all programmes, provides a measure on the administrative costs in relation to the funds made available. From 2012 to 2018, administrative costs dropped from 230 to 140 euros per 1,000 euros.

Figure 22   **"Administrative costs" in relation to "programme expenditure"**
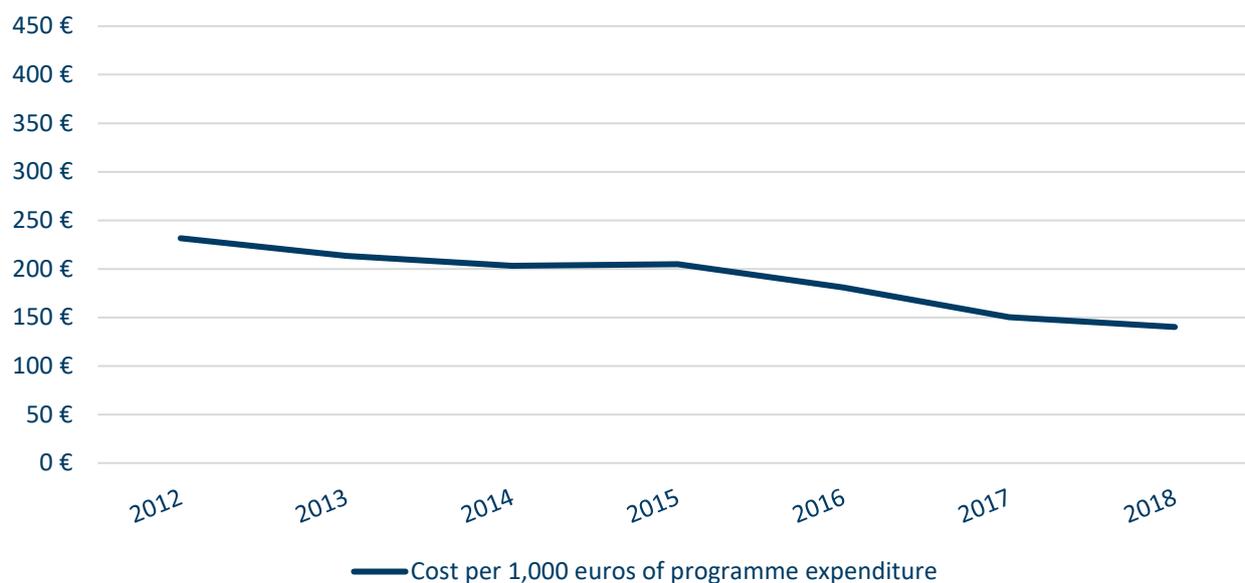
Sources: own illustration based on Engagement Global (2013b, 2014a, 2015, 2016c, 2017a, 2018a, 2019c)

Assessment

In the area of funding administration at federal state level, a threshold value of 200 euros of average administrative costs per 1,000 euros of granted funding is specified, above which the process chain of funding pro-cessing should be critically examined for improvements (Ministry of Finance of the State of Saxony-Anhalt, 2013, p. 63). In Baden-Württemberg, the Court of Audit recommended that state ministries should justify this overrun in the context of funding controlling if the administrative cost share in programmes exceeds 10 percent (Court of Audit of Baden Württemberg, 2013, p. 64).

Even if the above-mentioned threshold values were only defined for individual programmes, they still provide a rough classification for the values determined for the aggregated input/output proxy used here. Since Engagement Global essentially channels funds into programmes, the two threshold values can be applied. Engagement Global has been below the upper threshold value since 2016. From this year onwards, a significant amount of funds previously administered by the BMZ was taken over, although Engagement Global had already provided consultancy services in this area before, without being able to include these funds in programme expenditure. The value of 140 euros/1,000 euros of programme expenditure in 2018 is approaching the lower threshold value.

Such comparisons of administrative costs at programme level are certainly more effective if it is possible to make a reliable statement on the administrative costs incurred at Engagement Global on a programme-specific basis. An overall view would also have to include the administrative costs of the BMZ and of the final recipients of the funding for the individual programmes.

## 8.5   Additional information on the bengo, FEB and GNK case studies

The following presentation contains - on the basis of the surveys conducted - relevant additional information to the explanations given in Chapter 4 for three of the five case studies: bengo, FEB and GNK.

bengo case study

Figure 23 shows the results of the NGO survey for the 2018 Monitoring Report in aggregated form for the categories "advisory service prior to application", "advisory service in the context of the use of funds statement review" and "usefulness of seminar offers" on a scale of 1 to 6 for the bengo and FEB programmes.

The respondents rated the advisory services and the usefulness of the seminars as "good", although bengo is rated slightly less highly.

Figure 23   **Evaluation of the usefulness of seminars and advice within the context of the NGO survey for the 2018 Monitoring Report for the bengo and FEB programmes**
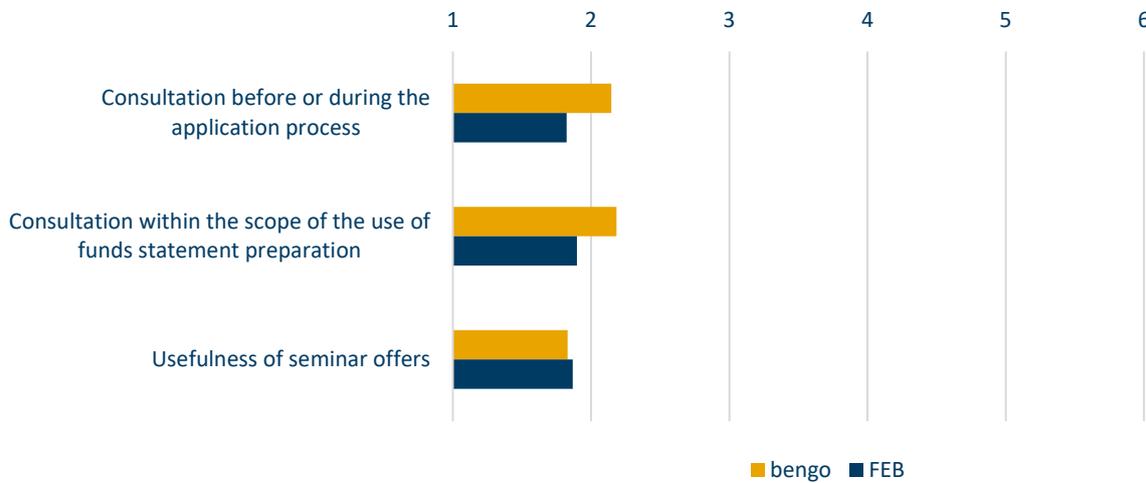

Note: bengo: N = 129, FEB: N = 47

Sources: aggregated representation based on Docs. 103–104

Figure 24 provides information on the regional distribution of bengo's NGOs implementing development projects in the federal states and relates this to the share of the total population of Germany.

Figure 24   **Regional distribution of bengo's NGOs implementing development projects in relation to the share of the total population**
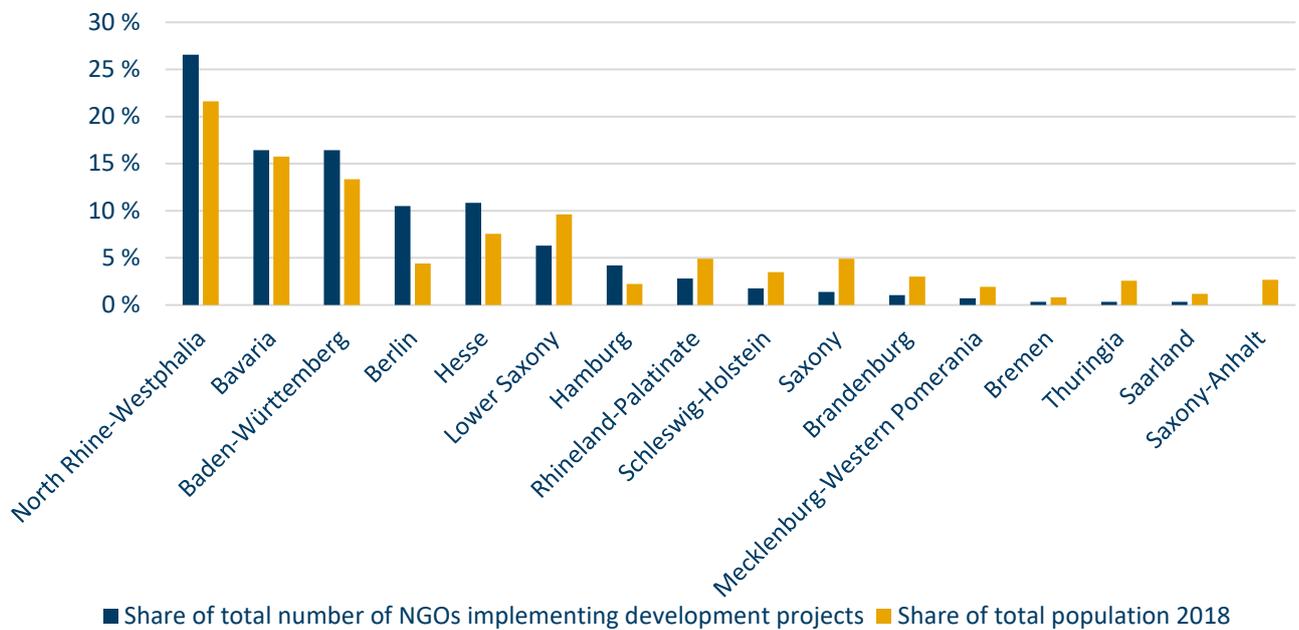
Note: N = 286 NGOs implementing development projects, period under review 2016–2018

Sources: own illustration based on Doc. 118; number of inhabitants: Federal Statistical Office of Germany (2020)

FEB case study

In order to be able to make statements on the range and priorities of the FEB programme's funding, the distribution of projects and funding amounts in size categories was examined as an example. Since it is probable that projects with a larger funding volume will be carried out by powerful large NGOs and small projects will primarily be carried out by smaller NGOs, statements can also be made about the size of the organisation based on the size of the project. The projects that ended at FEB in 2018 had a total funding volume of 17.2 million euros. Of this amount, 16 percent was allocated to projects with a funding volume of < 50,000 euros. 84 percent of the funding went to projects ≥ 50,000 euros. The size categories < 50,000 euros account for 56 percent of the funded projects. The size categories above this represent 44 percent of the funded projects.

The distribution of projects as well as the funding amounts among the size classes is asymmetrical. A small number of projects tie up a comparatively large amount of funding (see Figure 25). The reference to size classes < and > 50,000 euros was deliberately chosen. According to Section 44(14) of the VV-BHO (German General Administrative Regulations for the Federal Budget Code), projects under 50,000 euros are described as "cases of minor financial importance" and can be granted funding facilitation by the responsible ministry.

Figure 25   Distribution of projects and funding amounts in size categories in the FEB programme

Funding size classes in thousands of euros

■ Projects   ■ Funding amounts
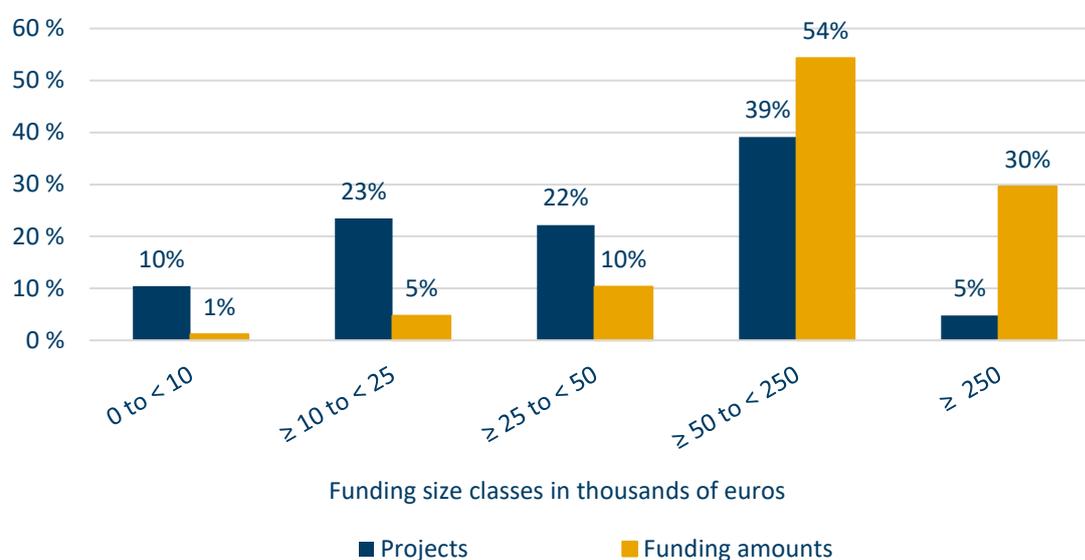
Note: N = 230 funded projects; start of funding in 2018. The total funding volume amounts to 17.2 million euros.
Source: own illustration based on Doc. 49

The regional distribution of FEB's NGOs implementing development projects is shown in Figure 26, together with the distribution of population among the federal states.

Figure 26   **Regional distribution of FEB's NGOs implementing development projects in relation to the share of the total population**
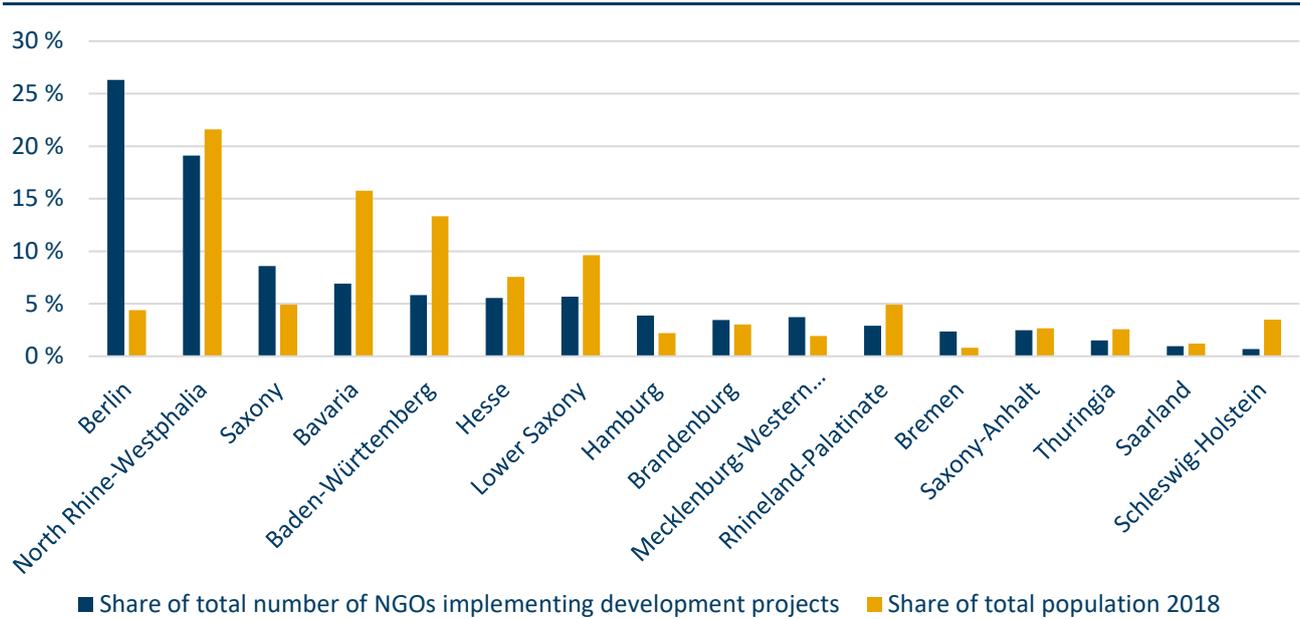

Note: N = 722 NGOs implementing development projects; period under review of the funded projects: 2016–2019

Sources: own illustration based on Doc. 49; number of inhabitants: Federal Statistical Office of Germany (2020)

Figure 27 shows that about 89 percent of the projects that expired in 2018 were implemented by only one NGO. Two or three projects per NGO were represented in 11 percent of the projects that expired. The distribution of the funding volume shows that the projects are more relevant. The funding volume is proportionally higher for the group of two and three projects per NGO than for the group of single projects. This aspect is discussed in Section 4.1.4 against the background of the large number of projects where funding is cut back.

Figure 27   **Distribution of funded projects and funding volume in the FEB programme per NGO out of the total number of projects that expired in 2018**
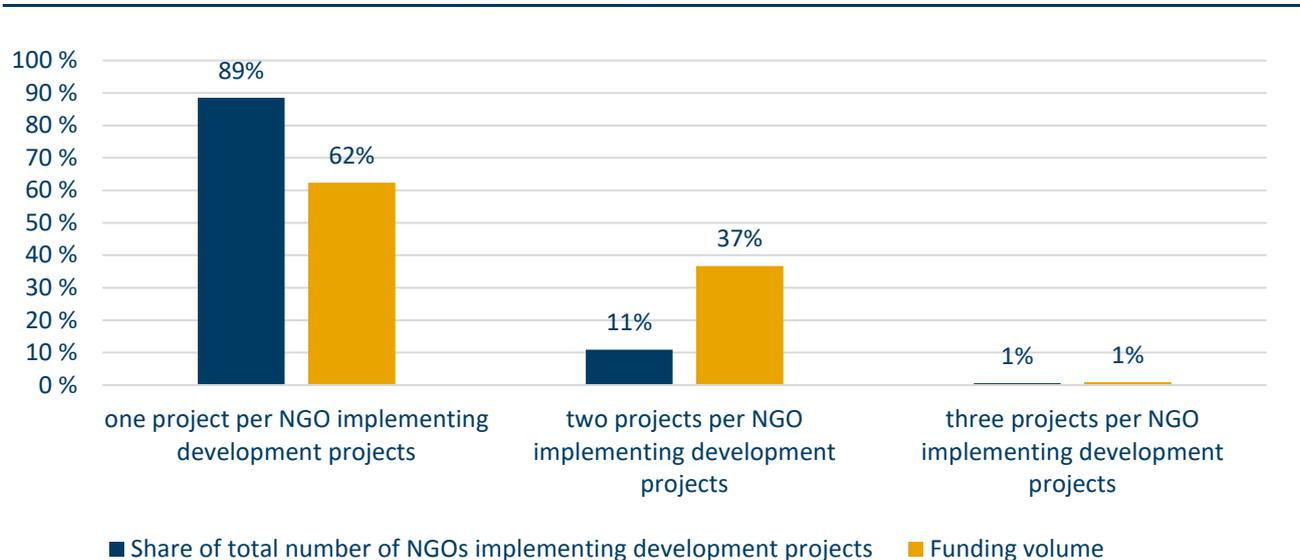

Note: N = 183 projects; Total funding volume: 16.3 million euros

Source: own illustration based on Doc. 101

GNK case study

The GNK website shows the distribution of the participating municipalities that have already passed a model resolution in their local parliament and refers to the share of the federal state in the total population (see Figure 28). However, this form of presentation is not very meaningful for the city-states. Nevertheless, this reference figure was chosen because it is also difficult to relate it to the total number of municipalities in the respective federal state. In the federal states there are very different numbers of municipalities, which is due to the size of the municipalities. Thuringia, for example, has twice as many municipalities as the most populous federal state, North Rhine-Westphalia.

Figure 28   Regional distribution of municipalities with model resolution in terms of share of total population
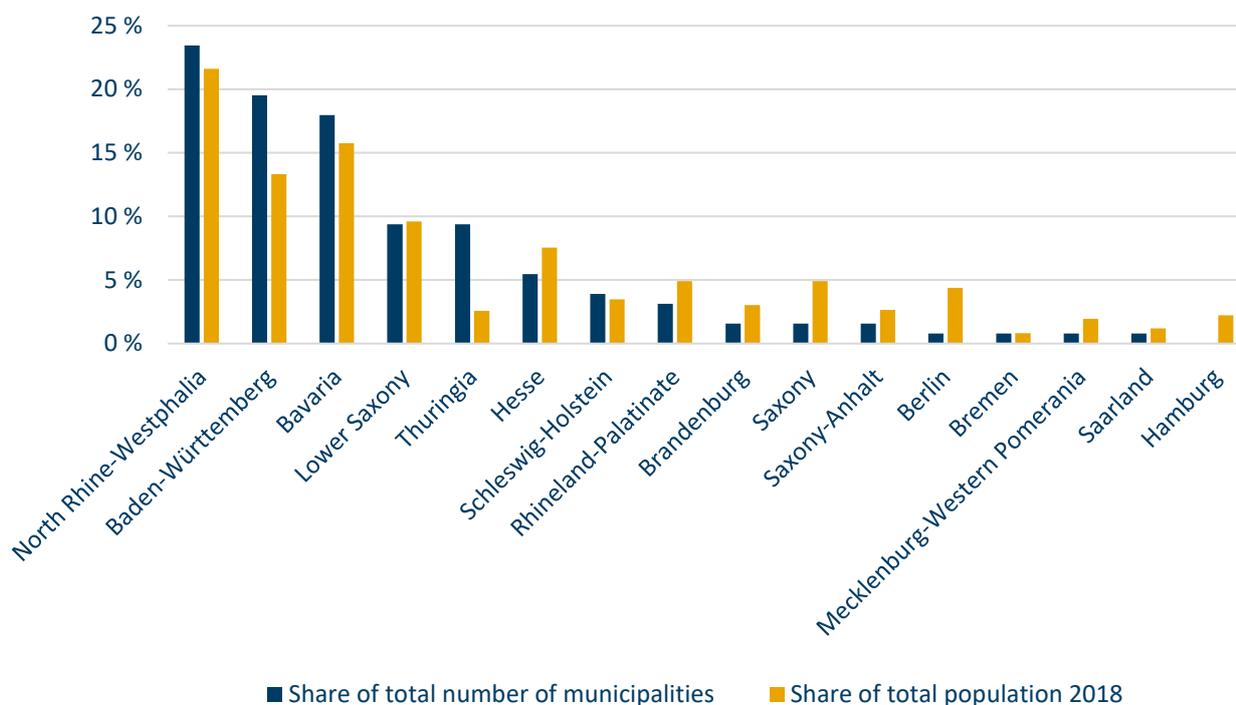
Note: N = 128 municipalities

Sources: own illustration based on Engagement Global (2019i); Number of inhabitants: Federal Statistical Office of Germany (2020)

8.6   Timeline

Planning phase		Preparatory phase and definition of the subject of the evaluation
	09/2017	Preliminary discussion with the BMZ
	10/2017	Preliminary discussion with the BMZ and kick-off meeting with the management of Engagement Global
	12/2017	Presentation of the planned evaluation at the meeting of the Board of Trustees of Engagement Global
	01–02/2018	Development of the evaluation concept
	03/2018	Communication of the evaluation concept to the reference group
	03/2018	1st reference group meeting: Discussion of the evaluation concept
Inception-phase		Preparation of the inception report
	04–06/2018	Preparation of the inception report
	06/2018	Communication of the inception report draft to the reference group
	07/2018	2nd reference group meeting to discuss the inception report
	08/2018	Revision of the inception report after annotation by the reference group
	08/2018	Communication of the final version of the inception report to the reference group
Evaluation phase		Data collection
	05–08/2018	Development of data collection tools
	08–12/2018	Analysis of branch offices
	08/2018–03/2019	Interviews with key stakeholders
	09–11/2018	Preparation of the portfolio analysis
	09–12/2018	Preparation of the context analysis
	09–11/2018	Preparation of the self-assessment report by Engagement Global
	11/2018–03/2019	Analysis at the level of the overall organisation
	11/2018–05/2019	Implementation of the case studies
	01–02/2019	Online survey of Engagement Global employees

Synthesis phase		Data analysis
	03/2019	Analysis of the employee survey
	03–06/2019	Analysis of data and documents
	03–06/2019	Assessment of the analysis at the level of the overall organisation
	04–06/2019	Analysis of case study results
	04–06/2019	Analysis of the findings of interviews with key stakeholders
	05–06/2019	Triangulation of results, preparation of preliminary findings, conclusions and recommendations
	07/2019	3rd reference group meeting on preliminary findings, conclusions and recommendations
	08–10/2019	Analysis of further data and documents
	11–12/2019	Obtaining of an expert legal opinion
Reporting		Preparation of the draft evaluation report
	09/2019–02/2020	Preparation of the draft evaluation report
	02/2020	Communication of the draft to the reference group members
	03/2020	4th reference group meeting to discuss the final draft of the evaluation report
	03–05/2020	Revision and preparation of the final evaluation reports Creation of the commentary grid
	06 - 07/2020	Editing of the evaluation report
	08/2020	Completion of the evaluation after layout and printing
Implementation phase		Dissemination and implementation of evaluation results
	as 09/2020	Dissemination of evaluation results
	as 09/2020	Implementation meeting on the recommendations of the evaluation

8.7   Evaluation team and contributors

Core team

Dr Thomas Schwedersky	Team leader
Dr Klaus Hermanns	Evaluator
Heike Steckhan	Evaluator
Laura Kunert	Evaluator
Caroline Orth	Project administrator

Contributors	**Role and responsibilities**
Ida Verspohl (04–12/2018)	Evaluator
Kirsten Vorwerk	Internal peer reviewer
Prof. Dr. Annette Zimmer	External peer reviewer
Dr Eckhard Priller	External peer reviewer
Ulrich Alff	External evaluator (comit GmbH)
Dr Lioba Weingärtner	External evaluator
Bernward Causemann	External evaluator for the context analysis
Prof Dr Dr h. c. Ulrich Battis	Legal expert
Dr Arne Gniechwitz	Legal expert
Lara Lipsch	Student employee
Marie Michel	Student employee