



# EVALUATION OF THE BMZ EMERGENCY COVID-19 SUPPORT PROGRAMME

*Lessons from the Pandemic*

2024



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EVALUATION

This evaluation examines the Emergency COVID-19 Support Programme launched in April 2020 by Germany's Federal Ministry for Economic Cooperation and Development (BMZ). The programme financed measures for prevention, early detection and mitigation of the COVID-19 pandemic and its socio-economic consequences in the partner countries of German development cooperation.

The evaluation assesses the programme's relevance, coherence, effectiveness and efficiency. Analysis focuses primarily on the distribution channels and instruments used within the CSP. The evaluation's findings provide a basis for deriving conclusions and recommendations for addressing future crises.

Overall, the findings of the evaluation paint a positive picture of the Emergency COVID-19 Support Programme. The extensive funds allocated to multilateral organisations, the disbursement of a large share of funding as grants and the expansion of existing partnerships stand out positively. Needs for improvement are particularly evident with regard to the programme's steering. In future crises, it should be systematically ensured that any similar programme is concurrently monitored, steered and assessed over the entire course of the programme and throughout its follow-up.

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# IMPRINT

## Authors

Dr Cornelia Römling  
Sabrina Disse  
Magdalena Orth-Rempel  
Janis Schnell  
Dr Wiebke Stein

## Responsible team lead

Dr Cornelia Römling

## Responsible head of department

Amélie Gräfin zu Eulenburg

## Design

Zlatka Dimitrova, Katharina Mayer, DEval

## Editing

Marcus Klein, PhD, Bonn  
[www.marcusklein.org](http://www.marcusklein.org)

## Translation

Anthony Pinnell, CBG Konsult & Information AB

## Photo credits

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53113 Bonn, Germany

Phone: +49 (0)228 33 69 07-0

Email: [info@DEval.org](mailto:info@DEval.org)

[www.DEval.org](http://www.DEval.org)

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# EXECUTIVE SUMMARY

## Background

The COVID-19 pandemic had serious health and socio-economic consequences worldwide. Whereas the countries of the Global North managed to mitigate the consequences of the COVID-19 pandemic through government spending, many of the countries of the Global South lacked the necessary funds. During the pandemic, the number of people living in extreme poverty increased by around 71 million. Vulnerable groups such as women, children and refugees were affected particularly severely in terms of health and socio-economic impacts (Liu et al., 2023; Tan et al., 2023).

In response, Germany's Federal Ministry for Economic Cooperation and Development (BMZ) launched the Emergency COVID-19 Support Programme (Corona-Sofortprogramm, CSP) in April 2020. The programme encompassed 4.8 billion euros in funding to finance measures in 2020 and 2021 for containing the pandemic and mitigating its health and socio-economic consequences in the partner countries of German development cooperation (DC). In addition to financing measures promoting health and income, the CSP focused on reaching particularly vulnerable groups of persons for example in refugee and crisis regions. The CSP was one of various crisis programmes launched by international DC actors.

As part of the evaluation, the team cooperated with the COVID-19 Global Evaluation Coalition initiated by the Organisation for Economic Co-operation and Development (OECD). The team thereby contributed to the knowledge exchange from the evaluations carried out worldwide of pandemic response programmes.

The subject of this evaluation are the DC measures financed via the CSP to support the population in the partner countries. The evaluation examines to what extent the distribution channels and instruments used within the CSP were suited to supporting the governments in the partner countries and reaching the affected population. The evaluation assesses the relevance, coherence, effectiveness and efficiency of the utilised distribution channels and instruments. On the one hand,

this focus resulted from the interest among German DC actors, and on the other hand an evidence gap was identified regarding suitable channels and instruments in the context of pandemic and crisis management in DC.

Based on this focus, three levels of analysis are derived for the evaluation: distribution channels, distribution modalities and instruments at target group level. At the analysis level of the distribution channels, the evaluation considers what type of DC organisation (bilateral governmental, multilateral or civil society organisation) the BMZ funding was distributed to. Regarding the distribution modalities, the evaluation assesses in what form the recipient organisations distributed the funding onward, for example as in-kind goods, grants or loans. The analysis at the target group level looks at instruments by which the impacted population was ultimately reached. These include health training for the local population and cash transfers to vulnerable persons who have suffered losses of income due to the pandemic. The purpose of this evaluation is twofold: it is intended on the one hand to enhance accountability for the expended funding and on the other hand to generate insights for future crisis response programmes with the aim of learning for future crises and providing even better support for impacted and vulnerable countries and persons.

The evaluation criteria examined – relevance, coherence, effectiveness, and efficiency – are considered in evaluation questions 1 to 4. The fifth evaluation question builds on these findings and aims to derive conclusions and recommendations for future crises of a similar nature. Impacts were not analysed due to the short observation period of the evaluation. Sustainability aspects were likewise not examined, as they played a subordinate role in planning and launching the CSP.



### Evaluation questions:

1. To what extent did the distribution channels, distribution modalities and instruments at target group level used within the CSP meet the partner countries' needs during the pandemic?
2. How coherent was the interaction of the actors within the CSP among one another and with other national and international actors during the pandemic?
3. How effective was the CSP, and how did the utilised distribution channels, distribution modalities and instruments at target group level impact the effectiveness of the CSP?
4. How efficient was the CSP, and how did the utilised distribution channels, distribution modalities and instruments at target group level impact the efficiency of the CSP?
5. How can the relevance, coherence, effectiveness, and efficiency of crisis response programmes be strengthened in future crises?

### The CSP's portfolio

The BMZ implemented a wide range of measures in various thematic areas such as social protection, food and health to support the partner countries in tackling the pandemic and its socio-economic consequences. Geographically, the CSP focused on projects in sub-Saharan Africa, the Middle East, and North Africa. The sectoral focus was on supporting social infrastructure and services, health, and financial services. The CSP funding was implemented and distributed via temporary planning and coordination structures at the BMZ and governmental implementing organisations (IOs) – the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and the development bank of the Kreditanstalt für Wiederaufbau (KfW). In total, over 750 projects received support. Some of these were projects already under way before the pandemic which were then either realigned or expanded during the crisis. In other cases, funding was allocated to new projects or used to launch projects earlier than scheduled.

The distribution of funding in the partner countries was carried out at three levels: at the distribution channel level, the CSP funding was primarily allocated to bilateral governmental organisations (66 per cent) and multilateral organisations

(31 per cent). German or international civil society organisations (CSOs) received less than two per cent of funding. Whereas the share of funding for multilateral organisations was roughly the same as prior to the crisis, that of CSOs was larger before the pandemic. At the IO level, the funding was mainly disbursed in the form of grants. Loans played only a very small role. At the target group level, mainly instruments in the fields of health (such as health training and medical supplies) as well as income and employment (cash transfers, for example) received funds.

### Methodological approach

Data were collected and assessed at various levels for the evaluation. On the one hand, data on the overall CSP were collectively analysed while, on the other hand, more in-depth surveys were conducted in selected case study countries. A mixed methods design was applied which includes the triangulation of various qualitative and quantitative data collection and analysis methods to answer the evaluation questions. For each evaluation question, various thematic dimensions (analysis aspects) are examined for which – except for explorative dimensions – a benchmark is formulated. These benchmarks are assessed based on a six-level rating scale ranging from “missed” to “exceeded”.

The evaluation began with a portfolio analysis of the CSP which provided an overview of the various measures implemented within the CSP and of the geographical and sectoral areas of focus. A systematic literature analysis, a document study of processes and process changes as well as various secondary data were used to assess the distribution of funding within the CSP portfolio. In addition, a country survey was conducted of representatives of bilateral organisations of the countries of the OECD's Development Assistance Committee (DAC), the partner countries and multilateral organisations.

The evaluation team conducted case studies in Jordan, Lebanon and Burkina Faso to provide more in-depth analysis of the measures. For these countries, data from four different sources were evaluated. Project documentation of all CSP projects in the case study countries was analysed in document studies, and a project survey was conducted of the project managers. To identify and gain a deeper understanding of factors

influencing the effectiveness and efficiency of the CSP, qualitative interviews with various stakeholders were conducted for four CSP projects in each country. This data collection was complemented by a target group survey of one project each in the fields of social protection (Jordan) and health (Lebanon) that supported vulnerable groups. The households were asked about all COVID-19 support they received – including measures from other actors.

Women were decision-makers and knowledge-holders in this evaluation due to the high share of female evaluators and consultants involved and the female respondents to the surveys. The target group interviews surveyed vulnerable groups such as low-income workers and refugees to include their perspectives. The results of the target group survey do not show any gender-specific differences in terms of expressed needs or the assessment of the received supports.

### Findings

Overall, the evaluation rates the CSP mainly positive. Nevertheless, the evaluation findings also reveal potential for improvement in all examined areas. The outcomes from analysing the evaluation criteria relevance, coherence, effectiveness and efficiency are presented below.

**Relevance:** To assess the relevance of the CSP, the evaluation examined how suited the utilised distribution channels, distribution modalities and instruments at target group level were to meet the needs of the partner countries during the COVID-19 pandemic. The mix of different distribution channels used within the CSP – and more specifically the predominant use of the bilateral and the multilateral distribution channels – is rated as mostly suited, and the relevance of the funding distribution, based in particular on the extensive use of grants, as fulfilled. Use of the multilateral channel, accounting for about 30 per cent, was essentially the same level as prior to the crisis. Although the civil society channel is particularly well suited to reaching vulnerable groups, little use was made of it within the CSP. The instruments were suitable for meeting the needs of the target groups, as the most broadly used instruments such as cash transfers, funds, health measures and capacity development for adapting to COVID-19 are assessed to be relevant based on the evaluated data.

Most of the countries receiving CSP funding had already exhibited high vulnerability prior to the crisis and were severely affected by the pandemic in terms of health and economic aspects. However, the funding was not distributed systematically, but rather on the basis of existing partnerships. Hence, greater consideration could have been given to the varying vulnerability between the countries over the course of the pandemic.

**Coherence:** Coherence measures the extent to which the projects of a programme have been harmonically coordinated with other interventions. Many additional DC measures were implemented around the world during the pandemic by various donors and institutions, which is why it was necessary to have particularly good coordination between the actors. The coordination within and between the German organisations (internal coherence) is rated as mostly fulfilled. At an overarching level, a crisis committee acting as the control unit coordinated the programme, especially in its early phase. In addition, various corresponding mechanisms were established within and between the German organisations. The coordination of the German organisations with other, international actors is rated to have been mostly coherent, and that with the programmes and structures of the partner countries (external coherence) as coherent. In the case study countries, a strengthened coordination between the international actors during the pandemic and a high degree of coordination and agreement in the various projects with the partners were reported.

**Effectiveness:** To assess the effectiveness of the CSP, the evaluation examines whether the measures were able to achieve their targeted objectives in the case study countries. The findings show that these objectives were mostly achieved or even exceeded, such that the level of target achievement is rated as fulfilled. In addition, the surveyed target groups experienced positive effects due to the COVID-19 support measures they received. The actors highlighted the interaction of the various channels as a success factor for effective crisis response. Moreover, it was demonstrated that the disbursement of grants and the integration of local and multilateral actors for distributing in-kind goods contributed to effective funding distribution.



**Efficiency:** The evaluation assesses the economic efficiency of the channels and instruments used as well as the timeliness of the CSP. Economic efficiency is understood as the conversion of inputs (like resources) into results in the most cost-efficient way possible. By utilising a mix of distribution channels, various efficiency benefits can be leveraged. The predominant allocation of funding to bilateral and multilateral organisations within the CSP is therefore assessed to be mostly suited for efficient crisis response. Civil society organisations were hardly involved despite, for example, offering advantages for efficiency through their local knowledge and good access to (particularly vulnerable) target groups.

Grants and in-kind goods count among the most widely used types of funding distribution within the CSP; they are rated as suitable for economically efficient crisis response. At the target group level, particularly cash transfers and water, sanitation and hygiene (WASH) measures were frequently used. While cash transfers are assessed to be suited for an economically efficient crisis response, due to the lack of sufficient evidence no rating could be made for WASH measures.

The timeliness of CSP funding receipt in the projects is rated as fulfilled: the allocation of funding in the case study countries began early, and the surveyed project managers assessed that allocation was done in a timely manner. Furthermore, the timeliness of the implementation is rated as fulfilled due to the early and rapid launch of delivery in the examined projects in the case study countries. In addition, the surveyed target groups (particularly low-income earners and refugees in Jordan and Lebanon) reported that they received the COVID-19 support measures at the right time.

The application of existing approaches and recourse to existing partnerships, for example, emerged as factors that had an overarching positive effect on the efficiency of the CSP and the COVID-19 response.

## Conclusions and recommendations

While the findings of the evaluation paint a positive picture of the CSP, many of the positive results cannot be attributed to any overarching systematic management of the programme. In order to make sure that similarly successful responses are achieved in future crises, active steering of the programme needs to be ensured. The findings of the evaluation should therefore be used to initiate appropriate changes.

Such efforts must also consider that the transferability of the lessons learned to any future crisis may be impacted by how similar future circumstances are to the COVID-19 pandemic. The more similar any future crisis and crisis programme are to the COVID-19 pandemic and the CSP, the more likely the recommendations from this evaluation will prove useful. It is therefore assumed that they will be highly transferable to responses to pandemics/epidemics and natural disasters that aim to provide short- to medium-term support to mitigate negative effects. The lessons drawn can be used especially to respond to global and regional crises.

## Designing crisis response programmes

The CSP was set up by the BMZ with the support of a crisis committee. Structures that were created in the IOs to manage the crisis were dissolved once the CSP had ended. Monitoring of the CSP was mainly focused on the distribution of funding. Programme planning provided for neither systematic concurrent monitoring and assessment nor any subsequent overarching examination of either the lessons learned and impacts or the sustainability of the overall programme. As a result, once the CSP had run its course there was no consistent contact person in place at the BMZ for this evaluation, and it was unclear to what extent the evaluation's findings could be systematically channelled into any future crisis response.

**Recommendation 1: For a future global crisis of a similar extent, the BMZ should appoint a specific office to be responsible for institutionally anchoring a crisis response programme, and for incorporating and making available the insights gained from internal and external learning and assessment processes.**

The appointed office should be responsible for implementing preparatory measures to be applied in the event of a future crisis. In particular, when setting up any future crisis response programme, it should be defined who is responsible for its planning, steering and subsequent evaluation.

**Recommendation 2: The BMZ, KfW and GIZ should ensure the organisation's internal learning from the CSP. GIZ and KfW should furthermore conduct analyses of the impact and sustainability of measures implemented under the CSP (at the outcome and impact level).** The BMZ should also review what lessons can be drawn for future crises from the designing and procedural implementation of the CSP. These insights can be added to and build on the findings of this evaluation. Such knowledge could enable assessment of the programme's impact and contribute to learning for future crises.

#### **Distribution channels, distribution modalities and instruments at target group level**

At the distribution channel level, multilateral organisations played an important role as cooperation partners. Collaborating with them strengthened the relevance, effectiveness and efficiency of the CSP. This was particularly true with organisations which had previously cooperated on projects prior to the pandemic. Governmental agencies in the partner countries and international or local civil society organisations had contacts and possessed knowledge of local processes which proved decisive to implement measures in response to the crisis. Civil society organisations were less involved, despite their particularly good access to vulnerable groups.

Grants were a relevant and efficient modality of funding distribution in the crisis. In-kind goods, particularly in the field of health, were important. The CSP projects that were reviewed reported successful procurement of in-kind goods by multilateral organisations and organisations in the partner countries – something which some German actors, according to their own assessment, would have not been able to do.

The evaluation points out that there was possibly greater need at the target group level for measures promoting income and employment. The same was true for education which, however, formed just a small part of the CSP. Furthermore, the CSP funding was not systematically allocated based on the individual countries' vulnerability (for example regarding multidimensional poverty or the proportion of refugees and internally displaced persons) and affectedness. The programme was mainly based on the use of existing partnerships. Systematic needs analyses were not conducted, which contributed to a timely response at the start of the pandemic. However, in the course of the pandemic, adjustment of funding allocation based on these criteria would have enhanced the programme's relevance.

**Recommendation 3: In future crises of a similar nature, the BMZ and IOs should rely on a mix of diverse distribution channels like the CSP did, but review whether a more extensive integration of CSOs is possible.** This means that high shares of the funding should be allocated directly to multilateral organisations – as was done in the CSP. With regard to CSOs it should be examined to what extent German and international civil society organisations can be more included in crisis responses. If obstacles to cooperation with CSOs exist, crisis response mechanisms and procedures should be developed or expanded to enable larger direct allocations to international CSOs. Moreover, large shares of the funding in crises should also be passed on to civil society organisations and governmental organisations in the partner countries. In preparation for future crises, the BMZ should rely in general on partnerships with a wide range of actors in its DC activities.

**Recommendation 4: In future crises of a similar nature, the BMZ and IOs should disburse a large share of the funding in the form of grants.** Grants emerged as a relevant and efficient distribution modality in the CSP due to their advantages in terms of debt sustainability for partner countries. Hence, large shares of funding should also be dedicated to grants in future crises of a similar nature.

**Recommendation 5: In future crises of a similar nature, the BMZ and IOs should assign the procurement of in-kind goods mainly to multilateral or local organisations.** This approach was particularly successful in projects of the CSP, which is why the procurement of in-kind goods should also take place via these organisations in future crises of a similar nature.

**Recommendation 6: In future crises of a similar nature, the BMZ and IOs should factor the vulnerability, affectedness and needs of the partner countries over the course of the crisis more strongly into funding distribution than was done in the CSP.** To ensure that this recommendation is implemented, the BMZ should already now develop a process for comprehensively determining how the needs of partner countries can be identified over the course of a crisis and channelled into shaping and adjusting the crisis programme. This should be done within the existing portfolio and not lead to any distribution of funding to new partners or projects. Moreover, closer coordination with other donors is imperative to prevent excessive concentration on one or more partner countries.

#### Other factors

Building on and expanding existing partnerships and projects enhanced the efficiency and coherence of the measures implemented in the COVID-19 pandemic. Also, the coordination within German DC and between donors and international organisations is generally rated as positive. Nevertheless, there is potential for improvement. The coordination mechanisms in place prior to the crisis did play an important role.

**Recommendation 7: In future crises of a similar nature, the BMZ and IOs should embed response measures in existing projects and partnerships as was done in the CSP.** This enabled a coherent and efficient crisis response.

**Recommendation 8: In future crises of a similar nature, the BMZ and IOs should focus even more closely on the internal and external coherence of the crisis programme than they did in the CSP.** Good coordination with the partner countries and other international donors should be prioritised, while simultaneously paying attention to achieving good agreement within and between the German organisations. In preparing for future crises, the BMZ and IOs should intensify their efforts regarding a coherent internal and external response.

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# ABBREVIATIONS AND ACRONYMS

**bln**

billion

**BMZ**

Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung  
(German Federal Ministry for Economic Cooperation and Development)

**COVID-19**

Coronavirus disease 2019

**CSO**

Civil society organisation

**CSP**

Corona-Sofortprogramm  
(Emergency COVID-19 Support Programme)

**DAC**

Development Assistance Committee (of the OECD)

**DC**

Development cooperation

**DEval**

Deutsches Evaluierungsinstitut der Entwicklungszusammenarbeit  
(German Institute for Development Evaluation)

**FC**

Financial cooperation

**GDP**

Gross domestic product

**GIZ**

Deutsche Gesellschaft für Internationale Zusammenarbeit  
(German development cooperation agency)

**HDI**

Human Development Index

**IO**

Implementing organisation

**KfW**

Development bank of the Kreditanstalt für Wiederaufbau  
(Credit Institute for Reconstruction)

**LDC**

Least developed countries

**MeMFIS**

Modulares Entwicklungspolitisches Management-, Finanz- und Informationssystem (Modular Development Policy Management, Finance and Information System)

**mln**

million

**NAF**

National Aid Fund

**ODA**

Official Development Assistance

**OECD**

Organisation for Economic Co-operation and Development

**PART**

Strengthening the Influence of Palestinian Refugees on their Living Conditions (GIZ project)

**SDGs**

Sustainable Development Goals

**TC**

Technical cooperation

**UN**

United Nations

**UNDP**

United Nations Development Programme

**UNICEF**

United Nations International Children's Emergency Fund

**USAID**

United States Agency for International Development

**UNSDG**

United Nations Sustainable Development Group

**WASH**

Water, sanitation and hygiene

**WFP**

World Food Programme (of the United Nations)

**WHO**

World Health Organization

# GLOSSARY

## **Bilateral organisations**

Governmental organisations on the donor side that cooperate bilaterally with the partner countries, such as the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) or the development bank of the Kreditanstalt für Wiederaufbau (KfW)

## **Capacity development**

A distribution modality in which funding is used to finance training and education measures

## **Cash transfers**

Form of support by which money is directly distributed to the target group

## **Civil society organisations**

Independent, non-governmental and non-commercial organisations such as Oxfam, Welthungerhilfe and Save the Children

## **Core contribution**

Disbursement from donors to multilateral organisations. Funding that can be freely used by an organisation as it chooses.

## **Distribution channel**

The type of organisation through which the BMZ funding is distributed, such as via bilateral or multilateral organisations. Distribution channels are one of the levels of analysis examined in this evaluation.

## **Distribution modality**

The form in which the recipient organisations distribute funding onward, for example as in-kind goods, fiduciary holdings or grants. This is one of the levels of analysis examined in this evaluation.

## **Earmarking/earmarked contribution**

A modality for disbursement of funds to multilateral organisations. Such contributions constitute funding that may only be used for a pre-defined purpose such as a specific thematic area, programme or region.

## **Economic efficiency**

The conversion of resources into results in most economical way possible

## **Fiduciary holding**

A distribution modality by which investments or shares in companies or funds are financed and which is administered by an independent (trust) company

## **Fund**

A financial instrument in which monetary resources are collected from multiple investors and invested. In development cooperation, public funding is used for example to attract private investors. Funds function between the levels of distribution modalities and instruments at target group level. Funding can be provided in the form of loans, fiduciary holdings or grants. At the target group level, various actors such as companies active in a specific sector disburse the funding onward.

## **Grant**

A distribution modality of DC actors. Grants are monetary transfers that do not have to be paid back. Grants may be disbursed to funds, governments (for example as budget support), individual organisations or households.

## **In-kind goods**

A distribution modality of DC actors. In-kind goods comprise a direct supply of goods such as food, hygiene equipment (protective face masks, for example), agricultural products, petrol or food support.

**Instrument**

This term is used by various DC actors to mean different things. In this evaluation, instruments are understood to be the conceptual approaches by which DC measures are implemented. A distinction is made between two levels of analysis: distribution modalities and instruments at target group level.

**Instrument at target group level**

The instrument by which the ultimate target groups are to be reached, such as measures in the field of water, sanitation and hygiene (WASH), cash transfers or food packages. Four main thematic areas are health, education, food, and income and employment measures. The instrument at target group level is one of the levels of analysis examined in this evaluation.

**Loan**

A distribution modality in the form of cash transfers that must be paid back later

**Measures in the field WASH**

A group of instruments at target group level whose purpose is to promote the availability and quality of water and sanitation systems and to improve hygiene

**Multilateral organisations**

International organisations financed by multiple donors such as the World Bank or the World Health Organization (WHO)

**Personnel measure**

A distribution modality in which funding is used to finance own or additional personnel

1.

# INTRODUCTION

**T**his section presents some basic information on the Emergency COVID-19 Support Programme (CSP) and its evaluation. First of all, the background to the CSP and the evaluation is presented (Section 1.1). This is followed by an overview of the objectives and purposes of the evaluation (Section 1.2) along with a description of the exact subject and focus of the evaluation, including the three levels of analysis (Section 1.3). After then presenting the evaluation criteria and questions (Section 1.4), the reporting structure is introduced (Section 1.5).

## 1.1 Background of the evaluation

This evaluation examines the Emergency COVID-19 Support Programme (CSP) of the German Federal Ministry for Economic Cooperation and Development (BMZ). The BMZ launched the programme in 2020 in view of the health and socio-economic consequences of the COVID-19 pandemic in partner countries of the BMZ. By 2021, the BMZ committed 4.8 billion euros in total for the development cooperation (DC) efforts aimed at promoting a highly diverse range of projects in around 80 countries.

The programme was the BMZ's response to the substantial health impacts and socio-economic consequences of the COVID-19 pandemic. According to the World Health Organization (WHO), over 770 million people were infected with the COVID-19 during the pandemic and almost seven million people died as a result (WHO, 2023). The measures aimed at containing the pandemic, such as lockdowns, school closings and contract restrictions, had wide-ranging socio-economic impacts. It is estimated that extreme poverty rose again in 2020 for the first time in over 20 years, pushing around 71 million additional people into extreme poverty (Mahler et al., 2022). The pandemic contributed to undermining the positive developments achieved in recent decades towards fulfilling the Sustainable Development Goals (SDGs). Under the given circumstances, it appears improbable that the SDGs can be achieved by 2030 (UN, 2023a). Particularly vulnerable groups such as women, children and refugees were commonly exposed to higher health risks such as higher probabilities of infection, higher rates of mortality (Liu et al., 2023) and higher risk of poverty (Tan et al., 2023).

The CSP is one of various crisis programmes launched by international DC actors. To control the spread of COVID-19 in developing countries and mitigate the socio-economic consequences of the pandemic, around 34 billion US dollars were additionally mobilised between 2020 and 2021 for development cooperation (OECD, 2023a). This funding was implemented via a wide range of actors and crisis programmes. Once ended, these programmes have been or are being evaluated to assess their performance and suitability for application in future crises.

The COVID-19 Global Evaluation Coalition was established to jointly learn from the evaluations of various donors and partners and to promote the exchange of information among one another. This group is a coalition of bilateral donors, multilateral organisations and representatives of partner countries initiated by the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD, 2022). In this international cooperation project, more than 60 evaluation units of bilateral and multilateral actors are sharing information about evaluation plans of the impacts of the pandemic and the implemented response programmes. These include actors for example in the USA, Canada, France and Switzerland as well as the European Council and various agencies of the United Nations. DEval has been a member of the coalition's steering committee since the COVID-19 Global Evaluation Coalition was established. The evaluation team communicated closely with the coalition over the course of this evaluation and cooperated with the coalition in surveying the donors and partners. Moreover, the results of this CSP evaluation are being incorporated as one of the donor case studies into the coalition's Strategic Joint Evaluation of the Collective International Development and Humanitarian Assistance Response to the COVID-19 Pandemic.

The results of 179 completed evaluations, studies and other relevant documents are compiled in the synthesis report prepared by the COVID-19 Global Evaluation Coalition to present key insights and conclusions of the COVID-19 response (Schwensen und Scheibel Smed, 2023). Four of the themes highlighted in the synthesis study and presented in Box 1 are relevant for the evaluation of the CSP.

In general, the report's findings indicate that building on existing partnerships, a high degree of flexibility and adaptability and collaboration with local organisations contributed to the success of COVID-19 response programmes.

#### Box 1 Findings of the synthesis report by the COVID-19 Global Evaluation Coalition

**Coordination and coherence:** Multilateral organisations succeeded in contributing to the multi-sectoral coordination. Flexibly usable funding and core contributions facilitated the coordination among these organisations. The expansion of established coordination mechanisms and existing partnerships was particularly beneficial. Overall, however, there was no close coordination of activities between the actors in the partner countries.

**Flexibility and adaptability:** Adaptability and flexibility are essential prerequisites to responding to crises such as the COVID-19 pandemic. Multilateral organisations were able to respond more rapidly when they received core contributions. More flexible framework conditions enabled civil society organisations (CSOs) to continue their activities during the pandemic. For example, the own contributions otherwise demanded from CSOs were dispensed with, or more flexible options for using funding were created.

**Timeliness:** It was predominantly the use of existing partnerships that enabled timely response to the COVID-19 pandemic. For multilateral and bilateral donors, this proved true in particular for budget and technical support. By contrast, restrictions to freedom of movement posed challenges to providing services.

**Localisation:** Greater use was made of local organisations during the pandemic, particularly for implementing the measures and providing the services under the programme. Once these activities ended, this approach was mostly discontinued, and the practice of allocating funding to CSOs via a chain of organisations was retained instead.

Source: Schwensen and Scheibel Smed (2023)

Note: This synthesis report mainly encompasses evaluations and studies of the COVID-19 responses of multilateral organisations.

## 1.2 Objectives and purposes of the evaluation

The evaluation serves the purpose of both establishing accountability and enabling learning. Encompassing 4.8 billion euros of funding, the CSP is an extensive crisis programme. Hence, on the one hand the evaluation provides an account of the efficient and effective use of the public funding used within CSP (accountability function). On the other hand, insights are derived that can contribute to learning for future crisis situations (learning function).

The focus of the evaluation resulted from the interest among German DC actors for findings regarding the suitability of the distribution channels and instruments used within the CSP. The general interest in conducting a review of the CSP became apparent from the numerous parliamentary queries (Deutscher Bundestag, 2020a, 2020b, 2020c, 2021). The DEval Advisory Board<sup>1</sup>, too, proposed that the programme undergo evaluation. It became clear in various preliminary discussions with actors

from the German DC that it was particularly important to assess the relevance, effectiveness and efficiency of the distribution channels and instruments used within the CSP.

**A systematic literature analysis at the start of the evaluation identified evidence gaps regarding the suitability and performance of distribution channels and instruments in the context of crises such as the COVID-19 pandemic.** This is why the evaluation focuses on analysing the distribution channels and instruments used within the CSP for the purpose of expanding the knowledge base and strengthening the DC response to similar future crises.

The aim of the evaluation is to assess the relevance, coherence, effectiveness and efficiency of the CSP. A particular focus lies on examining the utilised distribution channels and instruments based on the three criteria of relevance, efficiency and effectiveness. In addition, the coherence of the German organisations among one

<sup>1</sup> The DEval Advisory Board is a committee made up of DC actors, members of the German Parliament, scientists and academics who advise DEval for example on the designing of its evaluation programme.



another, with international actors and with partner countries is analysed. Finally, conclusions and recommendations are derived for future crises.

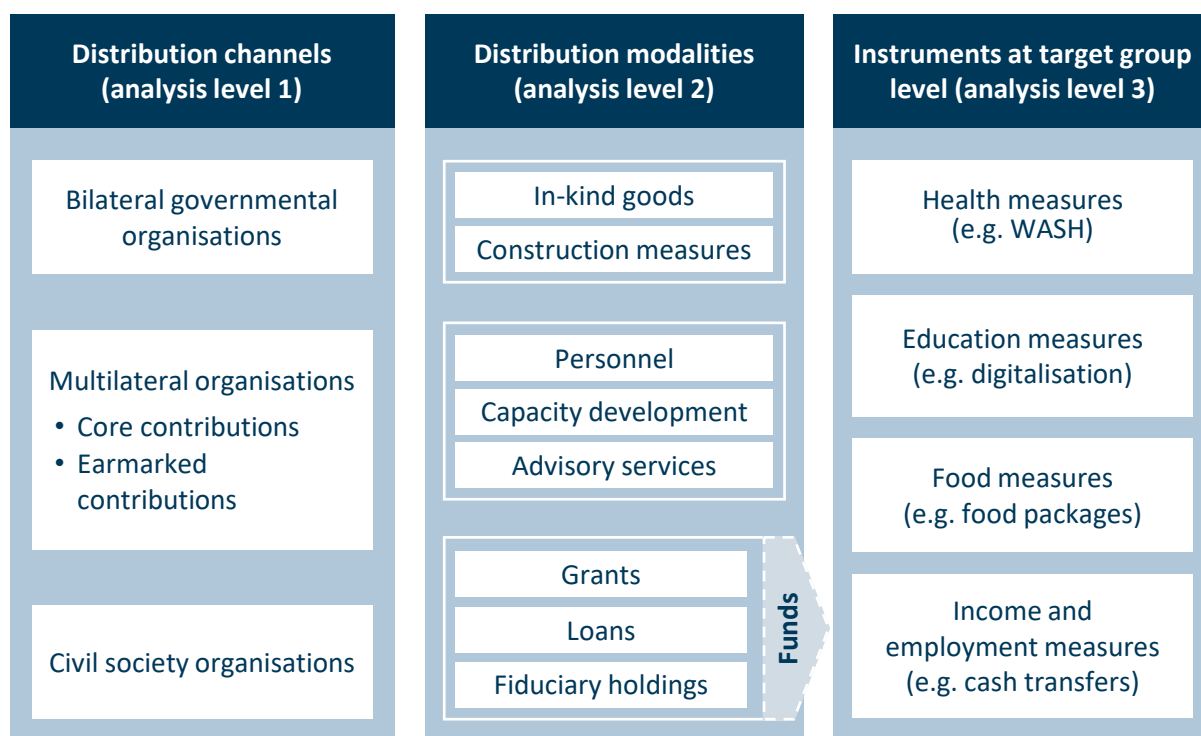
### 1.3 Subject of the evaluation

The subject of this evaluation are the measures financed by the BMZ through the CSP between April 2020 and December 2021. The CSP was launched in April 2020 and, by December 2021, had provided 4.8 billion euros in total to contain the COVID-19 pandemic and mitigate its health and socio-economic consequences. The programme comprised a broad range of projects, themes and actors. (A detailed description of the structure and composition of the CSP is provided in Section 2.1) Particular focus was devoted to implementing the programme's measures quickly. As the actors in every country involved were themselves also impacted by the pandemic, the CSP was launched under difficult working conditions.

**Other funding that the German government disbursed during the pandemic outside the scope of the CSP does not form part of this evaluation.** For example, the BMZ committed an additional 1.3 billion euros to the „Access to COVID-19 Tools Accelerator“ network (ACT-A network)<sup>2</sup> which, among other functions, served to promote global distribution of COVID-19 vaccines (COVAX initiative) (WHO, 2021a). A further 450 million euros were disbursed via the German Federal Foreign Office as humanitarian aid.

**To address the special interest for insights regarding distribution channels and instruments, three levels of analysis were introduced: distribution channels, distribution modalities and instruments at target group level** (see Figure 1). At the distribution channel level, the evaluation considers what types of organisations the BMZ funding was distributed to. These may be bilateral governmental organisations, multilateral organisations, civil society organisations, companies or research institutes. The second level of analysis comprises the distribution modalities. It describes in what form the recipient organisations distributed the funding onward. This could be, for example, in the form of in-kind goods, fiduciary holdings or grants. The third level of analysis looks at the instruments at target group level. These are the measures by which the target groups were directly reached, for example in the field of water, sanitation and hygiene (WASH), by cash transfers or food packages. Due to the broad number of instruments at target group level used within the context of the COVID-19 pandemic, these instruments were compiled in the four main thematic areas of health, education, food, and income and employment measures.

<sup>2</sup> The ACT-A network was launched in 2020 by the WHO and other partners for the purpose of networking global knowledge and infrastructure and thereby promoting the development, production and just distribution of COVID-19 tests, treatment and vaccinations (WHO, 2021a).

**Figure 1** Levels of analysis of the evaluation

Source: DEval, own visualisation

## 1.4 Evaluation questions

Four evaluation criteria are assessed in the evaluation: **relevance, coherence, effectiveness and efficiency**. The evaluation thereby follows the evaluation criteria of the OECD-DAC. Application of these criteria is mandatory for evaluations of German DC, and the criteria also serve DEval as orientation. The assessed criteria are reflected in the evaluation questions listed below. The first four questions refer directly to the CSP; they are answered on the basis of the findings derived from the data collections described in Sections 4 to 7.

No separate data were collected for the fifth evaluation question. The answer to that question is derived from the findings of the other questions. Its aim is to draw conclusions and recommendations for future crises of a similar nature (see Section 8). Answering this question involves a discussion on the types of crises and crisis responses the lessons learned from evaluating the CSP can be transferred to.

**Evaluation question 1 (relevance):**

To what extent did the distribution channels, distribution modalities and instruments at target group level used within the CSP meet the partner countries' needs during the pandemic?

**Evaluation question 2 (coherence):**

How coherent was the interaction of the actors within the CSP among one another and with other national and international actors during the pandemic?

**Evaluation question 3 (effectiveness):**

How effective was the CSP, and how did the utilised distribution channels, distribution modalities and instruments at target group level impact the effectiveness of the CSP?

**Evaluation question 4 (efficiency):**

How efficient was the CSP, and how did the utilised distribution channels, distribution modalities and instruments at target group level impact the efficiency of the CSP?

**Evaluation question 5 (overarching):**

How can the relevance, coherence, effectiveness and efficiency of crisis response programmes be strengthened in future crises?

Two further evaluation criteria (likewise defined by the OECD DAC) – impact and sustainability – are not considered in this evaluation. It was not possible to analyse long-term impacts due to the short observation period, while sustainability aspects were not of primary focus in the planning and launching of the CSP.

## 1.5 Reporting structure

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The report is divided into a total of eight sections. This introduction is followed by Section 2 on the CSP portfolio, which provides an overview of the framework and composition of the CSP. Section 3 presents the approach and design of the evaluation as well as the data collections and analyses performed. This is followed by Section 4 to 7 presenting the results of the four criteria examined: relevance, coherence, effectiveness, and efficiency. The report closes with the conclusions and recommendations of the evaluation (Section 8).

2.

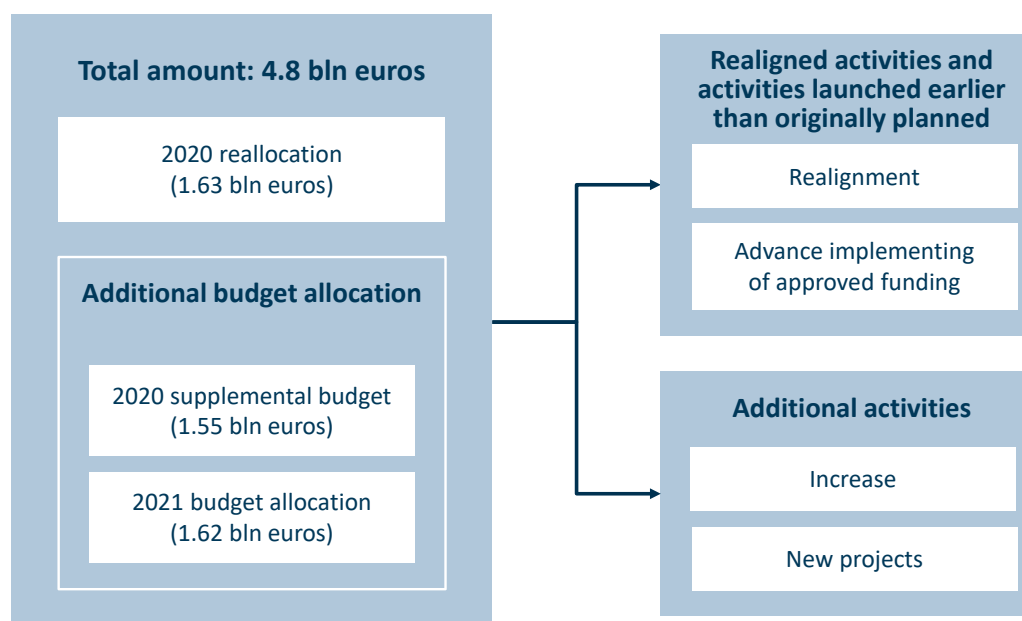
THE CSP'S PORTFOLIO

**T**his section presents the composition and the structure of the CSP. First, an overview is provided of the amount of funding expended via the programme over the two years, describing in what form the funds were disbursed to the projects (Section 2.1). This is followed by a description of the funding distribution according to various characteristics (Section 2.2), namely by regions (Section 2.2.1) and sectors (Section 2.2.2) and by the three levels of analysis of the evaluation (Section 2.2.3, 2.2.4 to 2.2.5). Finally, a summary overview of the overall programme is given (Section 2.3).

## 2.1 The CSP's structure

The BMZ supported over 750 projects within the scope of the CSP with funding totalling 4.8 billion euros. The total volume over 2020 and 2021 consisted to one third each of: (i) reallocations of funds in 2020, (ii) additional funding in the 2020 supplemental budget and (iii) regular funding within the increased 2021 budget (see Figure 2 for further details) (Bundesregierung, 2020; BMZ, 2021a, 2021b).

**Figure 2 Funding of the CSP**



Source: DEval, own compilation

Most of the CSP funding was disbursed in 2020, whereby support in both years was primarily allocated to support existing projects. A higher financing volume of 3.2 billion euros was available in 2020 compared to the 1.6 billion euros in 2021. Over the course of the two years, 766 projects benefited from this financing. Funds were also disbursed to programmes comprising multiple projects or as core contributions to multilateral organisations. In total, 37 per cent of the funding was disbursed via projects which were already underway and thereby realigned (realignment) or expanded (expansion). A further 35 per cent of funding was expended for new projects

(new projects) and approximately 15 per cent used to implement projects earlier than originally planned.<sup>3</sup>

**The CSP encompassed a broad number of measures and countries.** One focus of the programme was on averting health and socio-economic consequences of the COVID-19 pandemic. Besides financing measures aimed at promoting health and income, the CSP focused on reaching particularly vulnerable groups in for instance refugee and crisis regions. Some of these activities are described in Box 2.

<sup>3</sup> The remaining 13 per cent of funding could not be allocated to any particular category.

## Box 2 Examples of CSP activities

### Promoting small and medium-sized enterprises and producing face masks in Ethiopia

- The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) had already been supporting small and medium-sized enterprises within the scope of technical cooperation (TC) in the project **Job partnerships and promotion of small and medium-sized enterprises** in Ethiopia. In the COVID-19 crisis, the project was realigned within the scope of the CSP and financially expanded. This enabled production of face masks as a cottage industry to protect against COVID-19, which secured jobs and contributed to controlling the pandemic. In total, the project received 1.92 million euros in CSP funding over both years, mostly in the form of grants and in-kind goods.

### Promoting reproductive health in Yemen

- The project **Reproductive health** of the development bank of the Kreditanstalt für Wiederaufbau (KfW) in Yemen, working in collaboration with the Yamaan Foundation, pursued the goal of improving access to healthcare services in Yemen as part of their financial cooperation (FC) efforts. During the pandemic, the project was realigned and received additional financial support. In addition, the point in time of funding disbursement was brought forward, thereby enabling the project to quickly contribute to controlling the pandemic. Efforts included providing vouchers for medical examinations as well as hygiene kits and supporting information campaigns. KfW provided the foundation with a grant for this purpose. In total, the project received 700,000 euros through the CSP.

### Digitalisation for job-creating growth in Tunisia

- GIZ's TC project **Digital4Jobs**, which was already underway prior to the pandemic to promote digitalisation and digital start-ups in Tunisia, was realigned in 2020. This included provision of emergency funding for securing jobs at start-ups. GIZ prioritised grants, services and capacity development to provide advisory support for adapting to the pandemic and digitalising processes. The project received 1.57 million euros through the CSP.

### Social protection of mothers and children in the fragile context of Sudan

- With its FC project **1,000 Days Programme**, KfW collaborated with the United Nations International Children's Emergency Fund (UNICEF) to support measures providing social protection and stabilisation in crisis regions of Sudan. The project received expanded funding through the CSP in 2021. Among other support, cash transfers as well as free health services for women and infants were offered during the pandemic. KfW provided a grant to UNICEF, which implemented the measures. The project received 10 million euros through the CSP.

### Earlier provision and increase of core contributions to multilateral organisations

- In addition to supporting projects of the multilateral organisations involved, 550 million euros were disbursed via the CSP in the form of **core contributions**. The contribution disbursements to organisations such as UNICEF, the United Nations Development Programme (UNDP) or the World Food Programme (WFP) were either increased or their originally scheduled disbursements was provided earlier. This enabled the organisations to respond flexibly to the COVID-19 pandemic.

Source: CSP monitoring data, data from the Modular Development Policy Management, Finance and Information System (MeMFIS), GIZ (2023) and KfW (2023)

**Temporary planning and coordination structures were created to implement and distribute the CSP funding.** The BMZ established such a structure that focused in particular on the funding distribution and monitoring. Various people were appointed at the BMZ to staff these tasks at the start of the CSP. Task forces were also quickly established at the two largest governmental implementing organisations (IO) – KfW and GIZ – to coordinate the CSP measures within their respective organisations and to communicate with the BMZ.

These structures were dissolved once the programme had ended. More in-depth steering and monitoring activities were not implemented.



## 2.2 Funding distribution

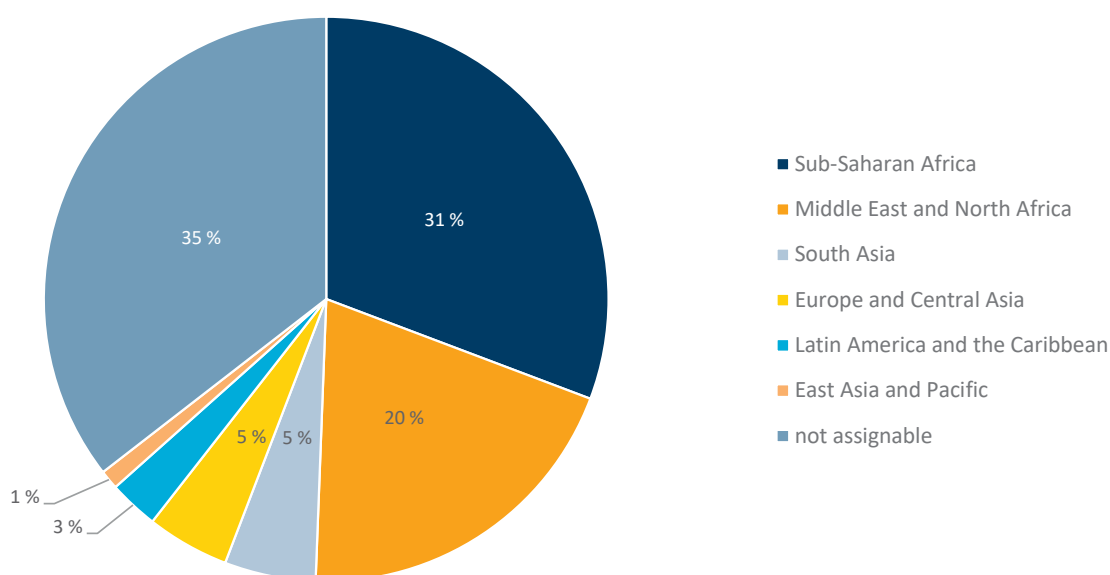
### 2.2.1 Regions and countries

The projects financially supported by the CSP can be grouped **geographically**. For each project or CSP activity, the location of its implementation was listed. This information can either include individual or multiple countries as well as individual or multiple regions.

A large portion of the CSP resources was implemented in sub-Saharan Africa, the Middle East and North Africa (see Figure 3). Certain individual countries received large

funding amounts, particularly in the Middle East, such as Lebanon (144 million euros) and Yemen (96 million euros). Many countries in sub-Saharan Africa – mainly countries of so-called reform partnerships<sup>4</sup> – received large amounts of funding from the CSP as well. These include, for example, Ethiopia (137 million euros) and Senegal (127 million euros). In contrast, hardly any programme resources were allocated to countries in Latin America or Asia. In general, the CSP resources were distributed to countries with which the BMZ had already closely cooperated prior to the pandemic. Thirty-three of the around 80 countries reached by the programme count among the world's least developed countries (LDC) (UN, 2023b).

**Figure 3 Regional distribution of CSP funding**



Source: monitoring data, MeMFIS data.

Note: There is insufficient information available on some projects to enable assignment to a specific region. In particular, the one-third of funding that was disbursed as core contributions or earmarked contributions to multilateral organisations without exact regional assignment is not included in this visualisation.

<sup>4</sup> In a country list, the BMZ specifies partner countries of bilateral development cooperation. These countries are assigned to various categories. Up until and including 2022, one of these categories was Reform Partners, which identified partner countries that are particularly reform-oriented (Roxin et al., 2022). Very close cooperation was sought with these countries. This partner category was dissolved as part of restructuring efforts after the German government changed in 2021.

### 2.2.2 Sectors

Most of the projects that received CSP support can be assigned to a sector. This is done by way of a sector code. Based on this information, it was possible to group all projects by sector with the exception of entries that comprise multiple projects or core contributions to multilateral organisations.

The projects supported by the CSP fall in particular within the sectors of social infrastructure and services (11 per cent), health (9 per cent)<sup>5</sup> and financial services (9 per cent). Measured against the 2019 share of funding, all three of these areas garner greater weight within the CSP than in the BMZ overall portfolio, where social infrastructure and services accounted for 6 per cent, health for 6 per cent and financial services for 5 per cent (MeMFIS data for 2019). These three sectors are plausible areas of focus of the CSP, as they reflect the health orientation due to a pandemic as well as the focus on mitigating socio-economic consequences, for example by financing cash transfers for particularly vulnerable target groups and establishing funds for supporting micro and small enterprises.

### 2.2.3 Distribution channels

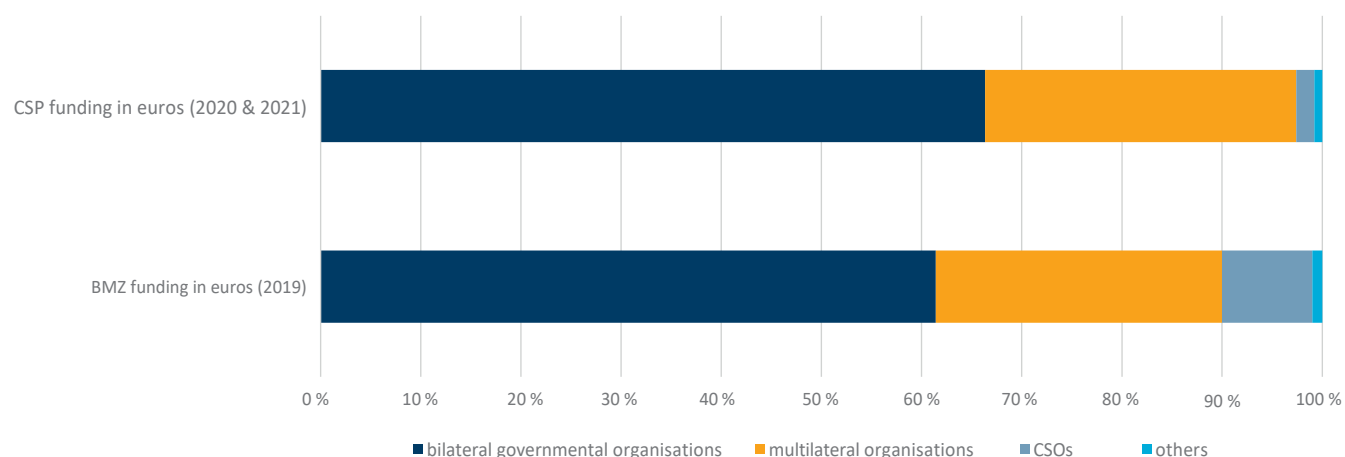
The CSP funding was distributed primarily to bilateral governmental and multilateral organisations (see Figure 4). A large share (66 per cent) went directly to bilateral governmental organisations such as GIZ and KfW, and a further 31 per cent to multilateral organisations such as UNICEF and the World Bank. Other actors such as civil society organisations (CSO) and the private sector received very little support, each accounting for less than 2 per cent. About 50 per cent of the CSP funding was distributed via KfW to FC efforts, while around 12 per cent was invested via GIZ in TC.

Except for the very small share disbursed to CSOs, the breakdown of distribution to the various distribution channels roughly corresponds with the funding distribution throughout the entire BMZ portfolio prior to the crisis. The portion of CSP funding distributed to multilateral organisations is only slightly higher when compared with the BMZ overall portfolio (29 per cent, see Figure 4). With regard to CSOs, the difference to the CSO share of the BMZ overall portfolio is evident. CSOs received 9 per cent of funding across the overall BMZ portfolio prior to the pandemic. In an international comparison of the DAC member states, the direct disbursements of German DC to multilateral organisations and CSOs are less than the other bilateral donors (OECD, 2023b). In total, Germany focuses its disbursement of public funding for official development assistance (ODA) predominantly on disbursements to governmental IOs (see Table 12 in the Annexes). However, much of the funding does not remain with the first recipient institution, rather it is distributed onward to other organisations. Yet, estimates of this share within the CSP show that the scope of transfers to civil society organisations was very small.<sup>6</sup>

<sup>5</sup> This proportion represents solely project funding. In addition to this, non-project-related funding such as core contributions was disbursed to multilateral organisations specifically for health projects. For example, core contributions were disbursed for Gavi the Vaccine Alliance and to the Global Fund to Fight Aids, Tuberculosis and Malaria. If these disbursements are considered, the funding share by percentage expended within the health sector amounts to 16 per cent.

<sup>6</sup> KfW did not distribute any CSP funding directly onward to CSOs. For GIZ, the portion of funding distributed onward to CSOs was not precisely quantifiable. Nevertheless, CSP funding was disbursed to local CSOs via multilateral organisations. It was not possible to quantify this share in the evaluation based on the available data.

**Figure 4 Distribution channels within the CSP and the BMZ overall portfolio**



Source: monitoring data, MeMFIS data, BMZ (2022)

Note: Among others, public-private partnerships and networks, research institutes and the private sector are compiled under „others“. The MeMFIS data were supplemented with data on the core contributions distributed to multilateral organisations.

Of the about 1.5 billion euros distributed to multilateral organisations, about 60 per cent comprised earmarked contributions<sup>7</sup>. This earmarking can be hard, for example for a specific project, or soft such as for an entire topic area. Within the framework of the CSP, the soft earmarking encompassed in particular restricting funding disbursement to COVID-19-related measures. That applied to about 23 per cent of the CSP funding to multilateral organisations. Thirty-six per cent of funding was narrowly earmarked to one specific purpose, and around 29 per cent was disbursed in the form of core contributions. For a further 12 per cent, no specific allocation could be clearly determined. In 2019, core contributions accounted for 60 per cent of all multilateral ODA disbursements. Hence, greater use was made of earmarked funding within the CSP than in the overall ODA disbursements made in 2019.

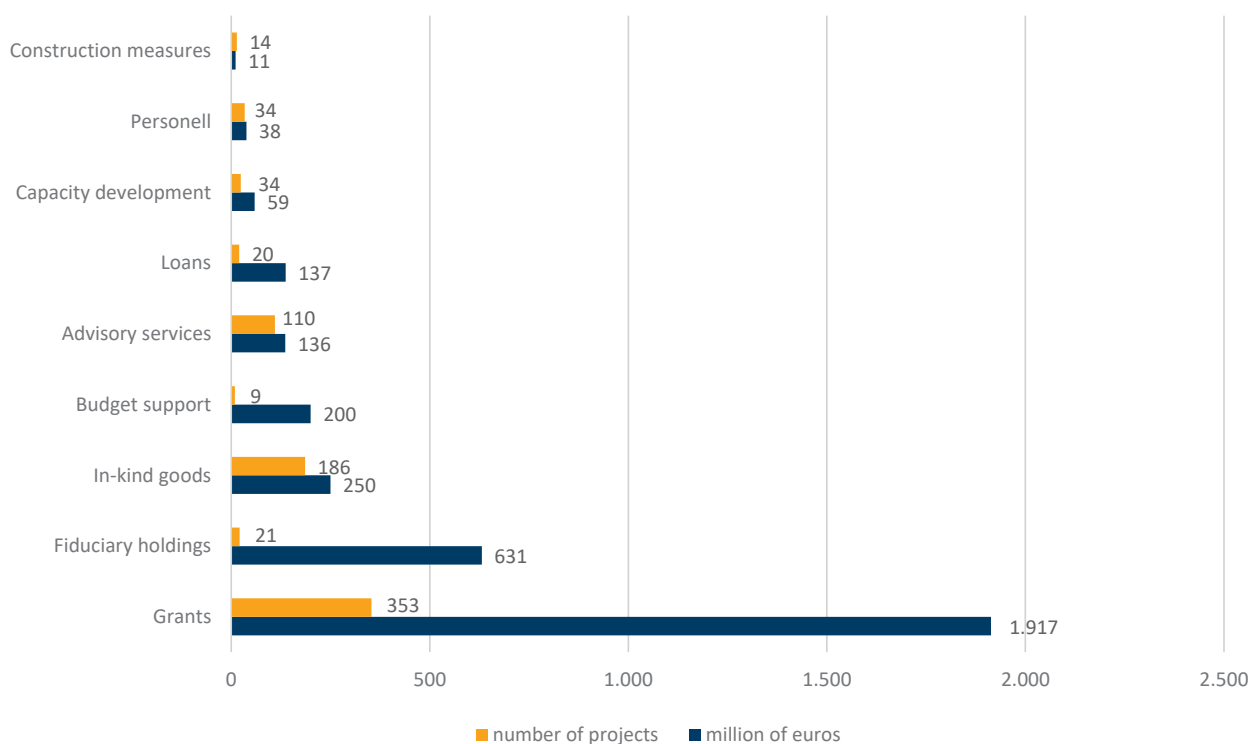
#### 2.2.4 Distribution modalities

The distribution modality defines the form in which the recipient organisations distribute the funding onward, for example as in-kind goods, fiduciary holdings or grants. The information on the distribution modalities was derived from the IOs' monitoring data. Projects can involve multiple distribution modalities, which is why the figures cannot be added up to 4.8 billion euros or 766 projects. Moreover, sufficient

information was not available for all CSP measures to identify the distribution modality in all cases. This is true primarily for the core contributions to multilateral organisations.

**The IOs distributed the CSP funding mainly in form of grants to their implementing partners, while loans played only a very small role** (see Figure 5). About 40 per cent of the CSP funding was dispersed as grants, which were used in approximately half of the projects (353 projects). The majority of grants (81 per cent) were distributed via KfW. A smaller share was disbursed by GIZ, mostly in combination with other distribution modalities such as personnel resources and in-kind goods. Further 13 per cent was distributed by way of fiduciary holdings. These were for 21 projects, though in each case involving high amounts, as fiduciary holdings usually financed funds used for example to disburse grants or loans to companies during the crisis. While little funding was expended in total for in-kind goods and advisory services, they were used in many projects (in-kind goods in around 200 projects and advisory services for 100 of the 766 projects). The distribution modalities mostly fall within the scope of TC, and almost all of these activities were carried out by GIZ. Loans played no important role in the CSP, neither in terms of funding volume nor with regard to the number of projects.

<sup>7</sup> The quantification of earmarked funding to multilateral organisations also includes the funding that KfW distributed onward to multilateral organisations.

**Figure 5** Distribution modalities within the CSP

Source: CSP monitoring data, MeMFIS data

**Grants took on major importance in the CSP compared to the KfW overall portfolio before the crisis (2019).** The distribution modalities used by KfW can be comparatively analysed based on the utilised budget title. For the CSP, KfW received significantly less funding (2 per cent) via the budget title for loans than was allocated in the BMZ overall portfolio of 2019 (8 per cent). This budget title finances in particular the loans disbursed by KfW (loans exclusively from BMZ budget allocations). KfW thus made strong use of grants as a distribution “Crisis management, reconstruction and infrastructure” or the special initiative “Education and employment“. In contrast, loans were used less than prior to the pandemic. Similar information is not available for the BMZ overall portfolio. For example, it cannot be inferred from the utilised budget titles what distribution modalities GIZ used.

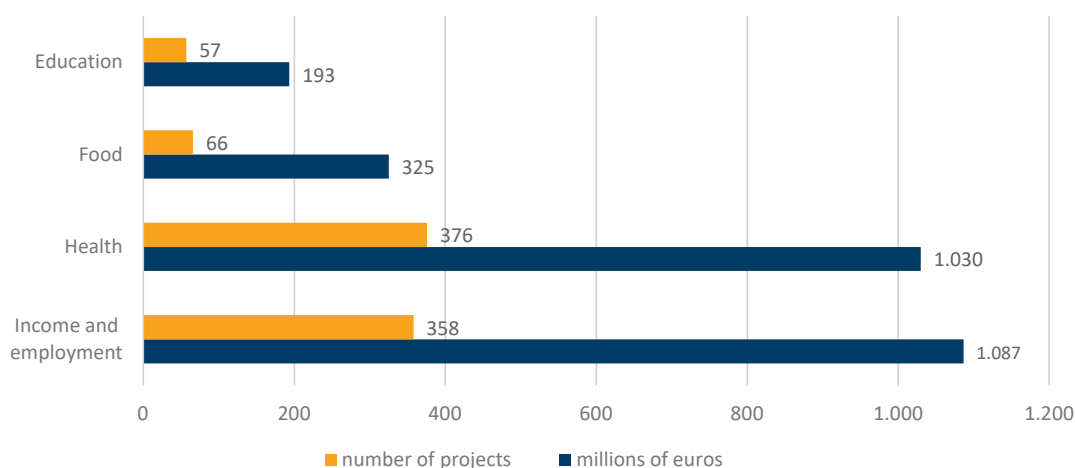
### 2.2.5 Instruments at target group level

All CSP measures reported in monitoring records were categorised based on their utilised instruments at target group level to generate a thematic overview of the CSP

**measures.** These are instruments to reach the ultimate target group. For example, they include hygiene training, cash transfers and food packages. The instruments at target group level were derived from the monitoring data of the CSP and the IOs. In total, 43 instruments were able to be identified. In a second step, these were each assigned to various main thematic areas. The four main thematic areas derived on this basis are health, education, food, and income and employment.

**The CSP funding was used primarily to finance instruments at target group level in the field of health and that of income and employment** (see Figure 6). Significantly fewer CSP measures were performed in the field of food, such as the distribution of food packages. Education measures played a very small role in the CSP.

**Figure 6 Thematic areas of the instruments at target group level**



Source: CSP monitoring data

Note: The instruments were assigned to these thematic areas based on the description of the COVID-19 measures. These measures can also be assigned to multiple thematic areas. No pertinent information is available for 142 projects and 25 of the more general measures reported, such as core contributions to multilateral organisations and the support for promotion programmes.

Each thematic area had a focus on certain measures: the two most comprehensive areas health, and income and employment are presented here (see Table 1). Measures in the field of health mainly included provision of face masks and sanitisers (disinfectants) as well as health training in dealing with COVID-19 (69 per cent of the projects with measures in the field of health), improvement of health infrastructure (18 per cent of the projects with measures in the field of health) and improvement of the drinking water supply and sanitation facilities (15 per cent of the projects in the field of health). In the field of income and employment, funds accounted for a high funding volume within the CSP. These were mostly used to provide financing for businesses

or to protect them against possible loss of income (18 per cent of the CSP funding in the field of income and employment). Based on the number of projects, the instrument most used in this thematic area was company advisory services in how to adapt to the COVID-19 pandemic. Cash transfers to financially support households were likewise used extensively in projects (17 per cent of the projects with measures in the field of income and employment). A comparison with the BMZ overall portfolio is not possible for instruments at target group level, as this information is not available for the entire portfolio.

**Table 1 Instruments most used at target group level in the field of income and employment and the field of health**

Instruments at target group level	Number of projects	Funding volume in millions of euros
<b>Thematic area: Income and employment</b>		
Funds: Provision of grants or loans for companies via funds or facilities	56	843
Cash transfers: Direct disbursements to households or individual persons	60	304
Capacity development and advisory services for adapting to COVID-19 for companies or public organisations, e.g. for strengthening crisis management (no health training)	127	203
<b>Thematic area: Health</b>		
Health training and equipment: Hygiene, prevention, and health measures	254	684
Improvement or establishment of health infrastructure (such as hospital supply or community health centres)	66	328
Measures for improving, rehabilitating, or building new water infrastructure, sanitation systems or waste management systems	57	164

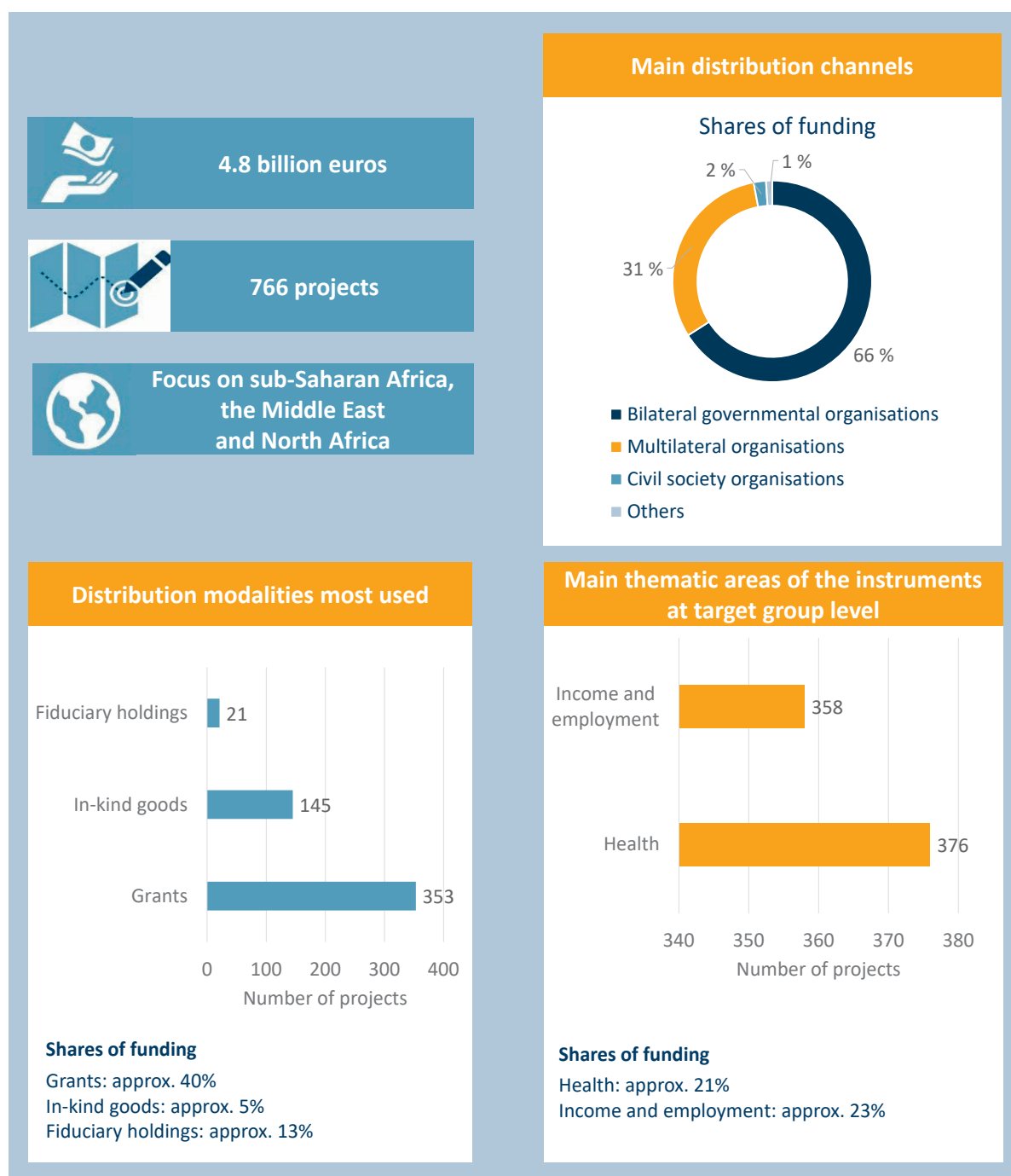
Source: BMZ, GIZ and KfW monitoring data, KfW and GIZ project databases

Note: Projects are assigned to one or more of the categories of instruments at target group level based on the given descriptions. The number of projects with these measures can thus be precisely determined. However, the funding volume per instrument tends to be overestimated due to the fact that one project may involve multiple instruments, as the total volume of a project may possibly be assigned to an instrument multiple times. A complete list of all identified instruments at target group level can be found in the Annexes in Table 13.



## 2.3 The CSP at a glance

Figure 7 The CSP at a glance



Source: DEval, own visualisation

Note: Individual categories such as in-kind goods or health measures were often used in combination with other instruments. Hence, their funding amounts tend to be somewhat overestimated.

3.

## METHODOLOGICAL APPROACH

**T**his section first presents the approach and design of the evaluation (Section 3.1). The various data collections and analyses used to assess the CSP are then presented (Section 3.2). Finally, some critical reflection is provided on the methodological approach applied (Section 3.3).

### 3.1 Evaluation approach and design

A combination of various qualitative and quantitative data collection and analysis methods were used to answer the evaluation questions (in a mixed methods design). A portfolio analysis forms the basis for this evaluation. In addition, at an overarching level, a systematic literature analysis was conducted and further documents reviewed. The team supplemented this information by collecting its own data.

At an overarching level, qualitative interviews were conducted with actors of German DC, and a country survey was conducted for all CSP countries. This data collection was complemented by case studies in three countries. The case studies were comprised of a project survey, including a document study of project documents for all projects within the given case study country, qualitative interviews in selected projects of the case study countries and a target group survey in two of the three case study countries. The various data sources and analysis methods are triangulated with one another to enhance the reliability of the findings. Each evaluation question is answered with the aid of multiple data sources and methods. Figure 8 presents the respective data collections used to assess the four DAC criteria. Evaluation question 5 is answered with the aid of the evaluation findings from the individual criteria and is not listed separately.

**Figure 8** DAC criteria and data collections

Analysis aspects	Relevance	Coherence	Effectiveness	Efficiency
Portfolio analysis	●			●
Systematic literature analysis	●			●
Country survey	●	●		●
Project survey			●	●
Document study			●	
Qualitative interviews	●	●	●	●
Target group survey	●		●	●

Source: DEval, own visualisation

Analysis aspects, benchmarks and criteria are developed for each analysis question so that the questions can be answered systematically and transparently. The various content dimensions of each question constitute the analysis aspects. Generally, one benchmark is assigned to each analysis aspect.<sup>8</sup> Each benchmark is operationalised with criteria.

Assessment is performed on the basis of a six-level rating scale ranging from „missed“ to „exceeded“ (see Table 3 in the Annexes). The evaluation matrix (see Table 4 in the Annexes) provides a comprehensive overview of all the evaluation questions and analysis aspects. Evaluation question 5 is answered by building on the findings of evaluation questions 1 to 4 and involves

<sup>8</sup> Certain analysis aspects are of a purely explorative nature and are not rated. These analysis aspects are not assigned any benchmark.

no separate dedicated rating. Evaluation question 5 aims to derive conclusions and recommendations from the evaluation findings, and thereby promote learning for future crises.

**A theory of change was developed to identify interdependencies within the CSP.** A theory of change graphically spotlights the correlations between inputs, activities and results. A distinction is made between three levels of results: output, outcome and impact. The output level describes the support directly performed by the measures or activities within a project, such as building capacities and knowledge, distributing goods or performing services. At the outcome level, direct effects of a measure are described, meaning the short- and medium-term effects of the outputs. These direct effects oftentimes take the form of changes to the institutional capacities or in the behaviour of people. The impact level describes overarching, superordinate effects at the highest level that take the form of sustainable, lasting changes to systems or the quality of people's lives. The theory of change for the CSP was derived on the basis of the documents, the overarching interviews and the portfolio, and further developed over the course of the evaluation (see Figure 20 in the Annexes).

Of particular importance in this evaluation are the three levels of analysis which are also incorporated into the visualisation of the theory of change. These were able to be assigned on the one hand to the input level (distribution channels and distribution modalities) and on the other hand to the activities (for example cash transfers or distribution of health goods). In this evaluation, the theory of change is intended to illustrate in particular the influence of various designs of the inputs and activities on the relevance, effectiveness and efficiency. The impact level was not examined.

## 3.2 Data collections

To answer the evaluation questions, data were collated from three overarching data collections and four data collections in selected case study countries.

A portfolio analysis coupled with a systematic literature analysis provide the basis for assessing the CSP. Further overarching evidence was obtained through a country survey. In addition, data collections were carried out in three case study countries which are described in Section 3.2.4 to 3.2.7. Table 2 offers a summary overview of all data collections for the evaluation at the end of this section.

### 3.2.1 CSP portfolio analysis

**The starting point of the evaluation was an analysis of the overall CSP portfolio.** A portfolio analysis serves to examine the distribution of financial resources or projects in the DC for a specific thematic area or programme or for organisations. In this case, the portfolio analysis correspondingly reviewed how the funding was distributed within the CSP. Various distinguishing characteristics were of interest in this analysis. The funding and project distribution was examined according to regions and countries, sectors, distribution channels, distribution modalities and instruments at target group level. This involved descriptively interpreting monitoring and project data of the BMZ and IOs and conducting four overarching interviews with the aim of better understanding the conceptual framework and the planning and launching of the CSP.

### 3.2.2 Systematic literature analysis and other data

**To assess the CSP portfolio, the results of the portfolio analysis were combined with results from a systematic literature analysis, documents on processes and process changes, and various secondary data.** A literature analysis was conducted for the most widely used distribution channels, distribution modalities and instruments at target group level to assess their relevance and efficiency in particular in moments of crisis.<sup>9</sup> To this end, articles published in academic journals and grey literature such as evaluation reports, policy briefs and working papers starting from year 2000 were identified and systematically analysed. The literature was prioritised according to four levels: COVID-19-specific literature, literature on health crises, general literature on crises and general DC literature. In addition, to assess the aspect of efficiency, documents

<sup>9</sup> A literature analysis was conducted for the most-used channels, meaning multilateral, bilateral and civil society organisations, for the three most widely used distribution modalities (grants, in-kind goods and advisory services as well as capacity development) and for the most broadly used instruments at target group level (cash transfers, WASH measures and funds).

were analysed that offered information on processes and process changes at the BMZ and among the IOs during the COVID-19 pandemic. The team also assessed the extent to which CSP funding was distributed to vulnerable countries that were affected by COVID-19 both economically and in terms of health. Secondary data such as the INFORM Risk-Index (INFORM, 2020) which tracks the vulnerability of a country, health-related data of the WHO (2021b) and Johns Hopkins University (Mathieu et al., 2020) and economic data of the World Bank (World Bank, 2023) are used for this purpose.<sup>10</sup>

### 3.2.3 Country survey

**Data on the relevance and coherence of the German and international response to the COVID-19 pandemic were collected by a survey for all 79 partner countries of the CSP (country survey).** Individual questions also contribute to assessing the efficiency criterion. The country survey, conducted in cooperation with the OECD, was directed to representatives of bilateral organisations of the DAC countries, partner countries and multilateral organisations, and in particular to persons able to make statements at overarching, superordinate level on the relevance and coherence of the German and International COVID-19 response.<sup>11</sup> The online survey was distributed in two parts. For the German responses, the target respondents were determined in advance. They received the link to the survey directly by email. As there were no known direct contact persons for the other groups, the survey was distributed indirectly via various contact persons and newsletters. This procedure is also reflected in the response rate among the various groups. Most responses to the survey came from German organisations, namely from 129 of the 406 individuals contacted. The response rate from the other groups was significantly lower: only 31 people at multilateral organisations and 15 people at partner level (see Table 6 in the Annexes) responded. The findings of the country survey therefore mainly reflect the perspective of the German organisations. The responses from the

251 participating persons were descriptively analysed according to the various actor groups, for example by German organisations, multilateral organisations and responses from partner countries.

### 3.2.4 Data collections in the case study countries

**Burkina Faso, Jordan and Lebanon were selected from among the CSP recipient countries to perform case studies for more in-depth analyses.** The selection was based on five criteria which are presented in detail in the Annexes together with an overview of these three countries. Four different data collections were conducted in these countries (see Table 2). Data for all CSP projects in these three countries were collected via a project survey to complement a document study. Moreover, qualitative interviews were conducted for four projects per case study country, and a target group survey was performed additionally in Jordan and Lebanon. The data collection methods are described below.

### 3.2.5 Project survey and document study in case study countries

**A document study and project survey were conducted for all CSP projects in the case study countries to analyse the effectiveness and efficiency.** To identify data relevant to the level of target achievement of the CSP activities, the IOs' project documentation on the individual CSP projects was evaluated in the document study. This project information was supplemented with the aid of an online survey (project survey) aimed at the respective managers responsible for the CSP projects in Burkina Faso, Jordan and Lebanon. This survey served in particular to provide complementary information not contained or contained only in part in the project documents. The project survey included factual questions, such as on the project history over time, as well as opinion questions regarding, for example, the timeliness of receipt of funding or resources. Forty-eight of the 72 project managers responded to the

<sup>10</sup> The following data were used. Vulnerability: The INFORM Risk Index prepared by the Disaster Risk Management Knowledge Centre of the European Commission classifies countries according to the probability of them becoming dependent on international aid at some point in the future (INFORM, 2020). Economic affectedness: Changes in the per-capita gross domestic product (GDP) from 2019 to 2020 (World Bank, 2023). Health affectedness: case and mortality figures of Johns Hopkins University for 2020 and 2021 (Mathieu et al., 2020); and excess mortality analyses of the World Health Organization for 2020 and 2021 (WHO, 2021b).

<sup>11</sup> Those surveyed for Germany were representatives of the BMZ and the IOs for all countries that received funding from the CSP. At the BMZ, these were the Germany based country officers and the officers for economic cooperation based in the partner countries, at GIZ the country directors and country managers and at KfW the office heads and country officers. The survey in the partner countries was aimed primarily at staff in government ministries and organisations. Table 7 in the Annexes provides an overview of the number of persons the survey targeted at each organisation.

project survey. However, the current project managers were unable to provide information on a number of aspects. The consolidated data from the survey and documents enabled the effectiveness of 40 projects in the case study countries to be calculated.

**The consolidated project information was descriptively analysed and used as a basis to examine the timeliness of the CSP (efficiency) and the level of target achievement of its measures (effectiveness).** The assessment of the effectiveness considered indicators at the output and outcome levels.<sup>12</sup> In the project survey, a majority of the project managers (65 per cent) indicated that either none or only parts of the CSP measures were documented by recording formal indicators. This is due in part to the simplified procedures applied during the COVID-19 pandemic that allowed an abridged scope of reporting. This is why planning values that encompass target and progress values of the CSP measures are also considered for the evaluation. The most recently reported value for each measure within the observation period between 2020 and 2022 was used for the analysis. For projects conducted in multiple countries, only those indicators relating to the case study countries were considered.

### 3.2.6 Qualitative interviews in the case study countries

**The evaluation team conducted 40 qualitative interviews in the case study countries to gain in-depth information on the four evaluation criteria.** Information collected in qualitative Interviews can oftentimes not be obtained by way of standardised surveys. This means that, in terms of the evaluation criteria, such interviews to collect information focus in particular on the How and Why. For example, the qualitative interviews contributed significantly to identifying the factors which influenced the effectiveness and efficiency of the CSP measures. Four projects were selected for this purpose from each case study country (see Table 8 in the Annexes). Selection criteria in this regard were the total volume of the project and the amount of the relative portion that CSP funding made up in the project resources, a clear reference of the measures to COVID-19 and to the CSP and the coverage of various

distribution channels across all selected projects. In this way, at minimum one project each of bilateral TC, bilateral FC and with multilateral organisations was selected for each country, and in Lebanon one project of a CSO additionally. For these projects, all stakeholders were surveyed, meaning, where applicable, German actors, partner organisations, multilateral organisations, other bilateral donors and other organisations such as international CSOs.

**The transcribed interviews were systematically analysed based on the analysis aspects of the evaluation matrix using the MAXQDA software program.** A synthesis of all transcripts was subsequently generated on the basis of the analysis aspects. The interviews are referred to in the text with randomly assigned references (for example “I03”).

### 3.2.7 Target group survey in Lebanon and Jordan

**Household surveys (target group survey) were conducted in two of the case study countries to gain deeper insights into the perspectives and experiences of the target groups.** These surveys were aimed to determine what support the households received during the crisis and how they rated that support. The survey respondents were asked to indicate all support received over the course of the COVID-19 pandemic; hence, they were not asked to exclusively indicate what activities were performed by German actors. They also received questions asking whether, in their view, there were any gaps in support during the pandemic, and what those gaps were.

**One target group survey was performed for a project in the field of social protection in Jordan, and one in the field of health in Lebanon.** The selection was made in consultation with the BMZ's country representatives. To capture diverse perspectives, the two projects differ from both their thematic standpoint as well as their respective target group. Both projects supported vulnerable target groups. In Jordan, the National Aid Fund (NAF) was chosen, which for several decades has been disbursing cash transfers to poverty-vulnerable households. During the pandemic the NAF was supported for the first time by KfW, as well, within the framework of an existing basket fund from international donors. The study region was Zarqa, as the NAF was very active there. The survey was conducted with 284

<sup>12</sup> As described in Section 3.1, outputs and outcomes refer to two levels of effect in the theory of change. Output objectives stand for direct support such as the generated products and services, whereas outcome objectives measure short- to medium-term targets such as changes in institutional capacities.

beneficiaries of the fund. In Lebanon, a GIZ project called the PART project was selected which aimed to strengthen the capacity of Palestinian refugees, whose personal circumstances are marked by poverty and restricted rights, to exert influence on their own living conditions. The persons interviewed were almost exclusively of Palestinian origin who benefitted from health support during the pandemic. It was stipulated that they should be persons living in the immediate vicinity of the hospital in Sidon (Saida) so that it was possible for them to come there

for an interview. 250 interviews were conducted. The persons interviewed were chosen at random from lists of beneficiaries of the given project, and the surveys were carried out by a local company on behalf of DEval. The target group survey was descriptively analysed, and a synthesis of the survey findings was created for each analysis aspect.

### 3.2.8 Overview of the data collections

The following table presents all data collections conducted within the scope of this evaluation.

**Table 2** Information on the data collections

Collection	Method	Area	Respondents/Sources	Scope
Portfolio analysis	Descriptive analysis	Overall CSP	Monitoring data, MeMFIS data	766 projects
Systematic literature analysis	Literature overviews with a systematic search strategy and predefined inclusion criteria	Three levels of analysis, most-used channels and instruments of each level	Academic literature, grey literature	9 literature overviews
Country survey	Standardised online survey	All CSP countries	Partner countries, German actors, international organisations, other stakeholders	251 surveyed persons
Project survey	Standardised online survey	Projects in the three case study countries	Project managers	48 project managers
Document study	Systematic analysis	Projects in the three case study countries	Project documents	23 projects
Qualitative interviews	Semi-standardised interviews	Four overarching, 40 in selected projects in case study countries	German actors, actors in the partner country, multilateral and other organisations	44 interviews
Target group survey	Standardised interview in person	NAF project (KfW) in Jordan	Beneficiaries of CSP measures	Jordan: 284 surveyed persons
		PART project (GIZ) in Lebanon		Lebanon: 250 surveyed persons

### 3.3 Reflection on the methodological approach

Whereas the portfolio analysis and the country survey encompass the complete CSP, in-depth data were only collected for the case study countries. The case study countries and the projects in the case study countries for the qualitative interviews were selected so that the findings at the three levels of analysis

would have the broadest possible significance. However, as these findings can only be conditionally transferred to the overall CSP, the case study-related data were, wherever possible, combined with data from the portfolio analysis or the country survey. The effectiveness analyses are based solely on data from the case study countries, and therefore offer less general meaningfulness.

**The evaluation reflects primarily the perspective of the German actors, and to a lesser extent the view of the actors in the partner country.** Although the data collections were planned for all actors, it was not possible to implement them as planned. Only 15 people from partner countries responded to the country survey, and in the case studies only few representatives from partner countries could be interviewed.

**For the evaluation, a computational analysis was planned to assess economic efficiency which could not be implemented as planned due to data limitations.** The evaluation team had requested detailed project information for this analysis. However, the documents received proved to be inadequate. This is why an attempt was made to make up for this lack of information by conducting the project survey. The data consolidated in this way, however, also do not offer a sufficient basis for a comprehensive quantitative comparative efficiency analysis. Hence, the economic efficiency of the CSP can be rated only to a limited degree.

**In Burkina Faso and in Lebanon, external circumstances forced data collections to be performed differently than planned or even cancelled outright.** There was an earthquake in Lebanon just prior to the evaluation team's departure to site, which is why the qualitative interviews were conducted online at short notice. By contrast, in Burkina Faso, it turned out that the qualitative interviews could only be conducted online due to the tense political situation there. The planned target group survey could not be implemented for the same reason.

**The applicability of the recommendations submitted under evaluation question 5 depends on the nature of any future crises.** The goal of these recommendations is to make them applicable to the greatest extent possible even to crises of a different nature. The evaluation looks at a programme that was implemented in response to a global pandemic which, besides the health hazards it posed, caused socioeconomic consequences on an equal scale due to the restrictions to public life. Due to the high number of potential future crises, conclusions and recommendations set forth by this evaluation must therefore be critically scrutinised in the context of any new crisis in order to adapt it as needed. Some reflections on

the transferability of these conclusions and recommendations for various types of crises are provided in Section 8.2.

**Gender aspects have been considered in this evaluation particularly by integrating women as decision-makers and knowledge-holders.** The team leader as well as most of the evaluation team are female. In addition, female consultants supported the evaluation team. Moreover, women acted as knowledge-holders over the course of data collection. In the qualitative interviews and the target group survey, a high number of women were interviewed and surveyed, which succeeded in capturing the female perspective of the CSP and the COVID-19 response. Finally, most of the interviewers conducting the target group survey were female in order to enable a high level of openness among the interviewed women. Due to the evaluation's focus on analysing the distribution channels and instruments, gender-specific aspects at target group level were only examined to a limited extent. The evaluation considers, for example, to what extent female respondents to the target group survey expressed other needs or assessments of the COVID-19 support received. Nevertheless, no gender-specific differences were able to be identified.



# 4.

## FINDINGS REGARDING RELEVANCE

**T**his section analyses the relevance of the CSP. The section is divided into four subsections for this purpose. First, the three levels of analysis – the distribution channels, distribution modalities and instruments at target group level – are addressed (Section 4.1 through 4.3), after which the countries that received CSP funding are assessed in terms of their vulnerability as well as their health and economic affectedness during the pandemic (Section 4.4). The evaluation examines whether these criteria were considered within the CSP when selecting countries and distributing funding.

**Evaluation question 1: To what extent did the distribution channels, distribution modalities and instruments at target group level used within the CSP meet the partner countries' needs during the pandemic?**

<b>Benchmark 1.1</b> The distribution channels used within the CSP fulfilled the needs of the partner countries during the COVID-19 pandemic	<b>Criteria</b> # The distribution channels used within the CSP were suited to fulfil the needs of the partners by contributing to promoting global public goods and facilitating an adaptable crisis response, and assisting in reaching vulnerable population groups.
<b>Benchmark 1.2</b> The distribution modalities used within the CSP fulfilled the needs of the partner countries during the COVID-19 pandemic	<b>Criteria</b> # The distribution modalities used within the CSP were suited to fulfil the needs of the partners by contributing to mitigating the pandemic and its socio-economic consequences and to promoting the provision of resources in the partner countries and capacity building during the crisis.
<b>Benchmark 1.3</b> The instruments at target group level used within the CSP fulfilled the needs of the partner countries during the COVID-19 pandemic	<b>Criteria</b> # The instruments used within the CSP were suited to fulfil the needs of the target groups in the partner countries by contributing to ensuring people's livelihoods, containing the occurrence of infection and securing liquidity.
<b>Benchmark 1.4</b> The CSP funding was aimed at countries that had already been graded as vulnerable to crises prior to the pandemic, and at countries severely affected during the pandemic in terms of health and economic aspects.	<b>Criteria</b> # The CSP funding reached countries that had already been graded as vulnerable to crises prior to the pandemic. # The CSP funding reached countries impacted during the pandemic by a particularly high level of affectedness in terms of economic aspects (measured by GDP) and health (measured by the number of COVID-19 cases and the excess mortality).

## 4.1 Distribution channels

Unlike the BMZ overall portfolio, the CSP portfolio was concentrated more strongly on two distribution channels: bilateral and multilateral organisations (see Figure 4). The bilateral channel accounted for the largest share (66 per cent), following by the multilateral channel (31 per cent). Other distribution channels such as civil society received only a small portion, accounting for less than two per cent. Civil society and private-sector organisations as well as church-based institutions see greater use in the BMZ overall portfolio. The evaluation analyses the extent to which the distribution channels used within the CSP were suitable for fulfilling the needs of the partners. The findings derived from the systematic literature analysis (see Section 3.2.2) and the country survey (see Section 3.2.3) were used as a basis for the analysis.

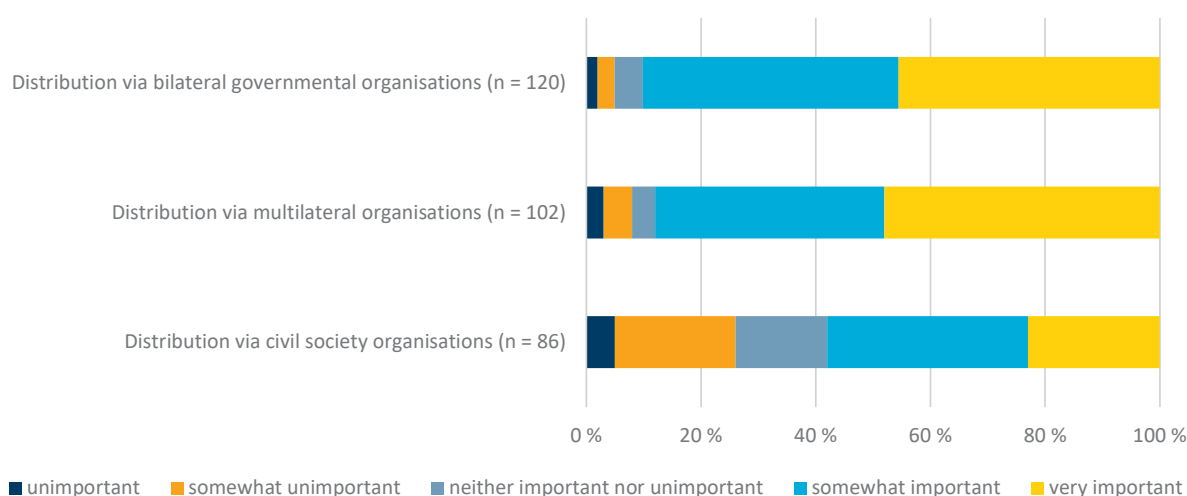
The findings derived from the systematic literature analysis show that the distribution channels used within the CSP offer diverse benefits for supporting the needs of the partner countries. Multilateral organisations, due to their global orientation and resultant advantages they offer in terms of effectiveness and information, contribute in particular to promoting global public goods such as health, security and peace (Klingebiel, 2014; Gulrajani, 2016). This is why they played an important role during the pandemic, particularly in the distribution of vaccinations (Singh et al., 2022). Bilateral organisations can support the promotion of global public goods by complementing the existing multilateral efforts (Klingebiel, 2014; Gulrajani, 2016). Both distribution channels were regarded as highly adaptable and responsive

during the crisis (OECD, 2020a; ICAI, 2021; IEO, 2021; MOPAN, 2021; Vijayaraghavan et al., 2020). The related literature also emphasised the relevance of CSOs during the pandemic. They were particularly well suited to reaching poor and vulnerable groups through participatory approaches, implementing community-based solutions at short notice and supporting governmental systems (ADB, 2020a, 2020b; Bhargava, 2021; Levine et al., 2023).

**The findings of the country survey show that the distribution channels used within the CSP mostly fulfilled the needs of the partner countries from the viewpoint of the German**

**organisations.** Over 50 per cent of the survey respondents rated the utilised distribution channels as rather important.<sup>13</sup> Ratings of the bilateral and multilateral distribution channels in particular ranged from rather important to very important (see Figure 9). Various mechanisms were utilised to disburse the funding to multilateral organisations: core contributions, earmarked contributions and soft earmarked voluntary contributions. These were likewise described by the international organisations in the country survey as being mostly useful (see Figure 21 in the Annexes). The channel of civil society, less used in the CSP portfolio, was also rated by most of the survey respondents as being important or even very important.

**Figure 9 Importance of the various distribution channels**



Source: DEval, country survey

Note: Responses from staff of German organisations (BMZ, GIZ and KfW)

**Overall, the relevance of the distribution channels (Benchmark 1.1) used within the CSP are rated as mostly fulfilled.** Funding was disbursed within the CSP via various distribution channels. While both bilateral and multilateral channels were used predominantly, bilateral channels received the most funds. In the literature analysis, both channels are rated as being suited to fulfil the needs of the partners. This rating concurs with the assessment derived from the country survey in which representatives of German organisations rate the most-used distribution channels as mostly important. In contrast, civil society organisations regarded as relevant in the literature and

rated by the German organisations as mostly important or very important were hardly involved in the CSP (accounting for less than 2 per cent of all funding). This is also a comparatively low share in comparison to the BMZ overall portfolio prior to the pandemic, in which civil society was allocated nine per cent of funding. Overall, the mix of various distribution channels is rated as mostly suitable for fulfilling the given needs. Greater use of the multilateral channel, which contributes especially to promoting global goods such as health, and civil society, which is mainly suited for reaching vulnerable groups, could have increased the relevance of the CSP portfolio even further.

<sup>13</sup> This rating was done based on adding up the percentage figures of the categories and corresponds to the category in which the median value lies.

## 4.2 Distribution modalities

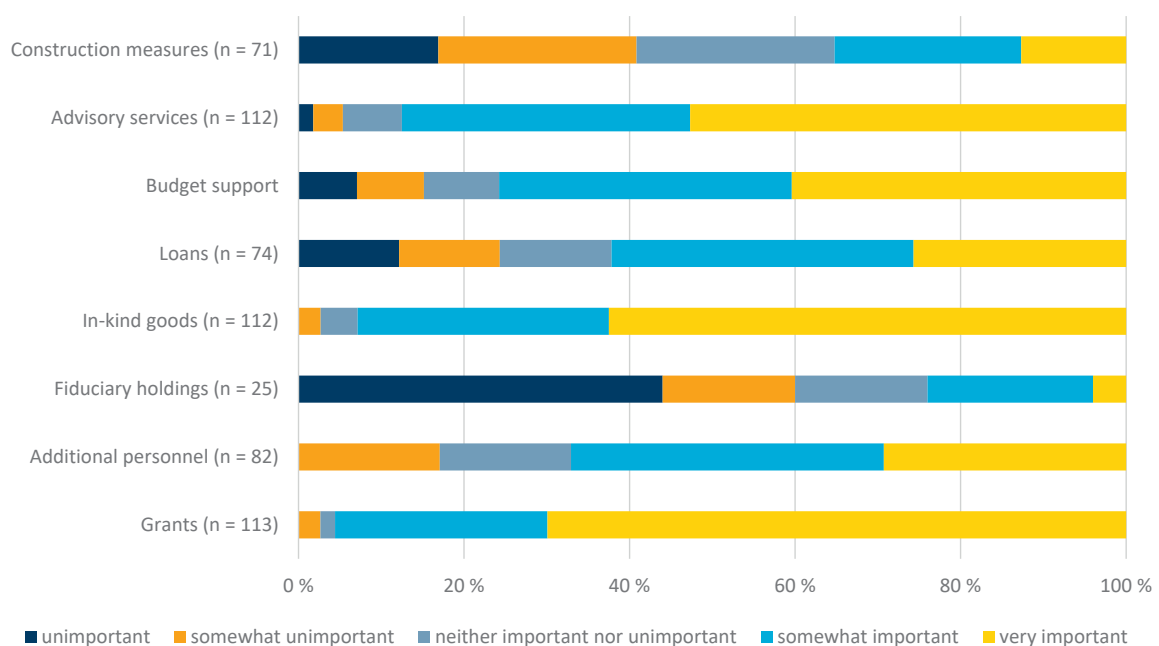
While the funding used within the CSP was distributed primarily in the form of grants, fiduciary holdings and in-kind goods, also capacity development and advisory services were provided. Findings from the systematic literature analysis (see Section 3.2.2) as well as the country survey (see Section 3.2.3) were used as a basis to assess how relevant these distribution modalities were for fulfilling the needs of the partners during the pandemic.

The findings from the systematic literature analysis show that the distribution modalities used most often within the CSP were particularly well suited to support the partner countries. Distribution modalities are rated as relevant if they are suited to mitigate the pandemic and its socio-economic consequences and promote the provision of resources in the partners countries as well as capacity building during the crisis. The distribution modalities most used within the CSP are rated in the literature as relevant in terms of these aspects. Grants are described as being particularly well suited. According to

the literature, grants played a very important role during the COVID-19 pandemic because they provided urgently needed resources without increasing the indebtedness of the partner countries (Barba et al., 2020; Development Initiatives, 2020a, 2020b; Ellmers, 2020; Humphrey und Mustapha, 2020; Kamin und Clements, 2021). In-kind goods and advisory services were likewise described as relevant (Gentilini et al., 2022; Giné-Garriga et al., 2021; Glyn et al., 2022; IEG, 2021; IFRC, 2022; Jae Moon und Wu, 2022; Schäfer et al., 2021; WFP, 2022).

The view of the German organisations is that the distribution modalities most used within the CSP fulfilled the needs of the partner countries during the COVID-19 pandemic. Over 50 per cent rated the distribution modalities most used within the CSP to be at least rather important (see Figure 10). While primarily grants, in-kind goods and advisory services were rated highly, fiduciary holdings received the poorest rating; about 44 per cent of the survey respondents ranked them as unimportant. Overall, the country survey demonstrated that the most widely used distribution modalities fulfilled the benchmark needs.

**Figure 10 Importance of the various distribution modalities**



Source: DEval, country survey

Note: Responses from staff of German organisations (BMZ, GIZ and KfW)

**Overall, the relevance of the distribution modalities most used within the CSP (Benchmark 1.2) is rated as fulfilled.** This assessment is derived from the findings of the literature analysis and country survey. Grants, which were particularly important during the pandemic to support the partners in meeting their needs, were the distribution modality most used throughout the CSP. In-kind goods, likewise assessed to be relevant, were used in almost 24 per cent of the projects. Many other distribution modalities used within the programme were also assessed to be relevant. Only fiduciary holdings, which the representatives of German organisations described in the country survey as being less important, accounted for a large share of the funding within the CSP.

### 4.3 Instruments at target group level

**To reach the target groups, a broad number of instruments mostly in the fields of income and employment as well as health were used within the CSP** (see Section 2.2.5). Use was made in particular of cash transfers, funds, health measures and capacity development for adapting to the COVID-19 pandemic. The relevance of these instruments is assessed on the basis of the systematic literature analysis (see Section 3.2.2) and qualitative interviews as well as the target group survey from the case study countries (see Section 3.2.6 and 3.2.7).

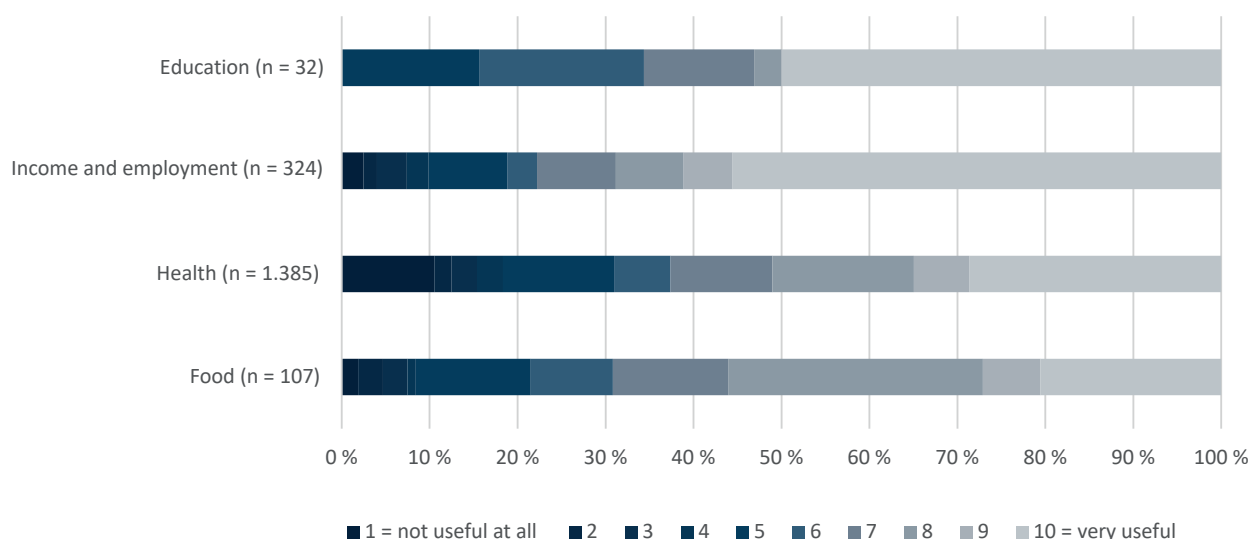
**Results of the literature analysis showed that the instruments most used within the CSP can be rated as relevant because they contributed to securing livelihoods, controlling the pandemic and maintaining liquidity.** Cash transfers in particular contribute to securing livelihoods. Cash transfers were utilised worldwide during the pandemic to support vulnerable population groups (Binci et al., 2021; Lawson-McDowall et al., 2021; Gentilini et al., 2022). Funds can likewise contribute to securing livelihoods. Funds have been used not only in food crises and financial crises (IEG, 2012, 2013, 2017, 2020), but also, for example, to promote efforts to mitigate the COVID-19 pandemic and strengthen health systems (Nicaise, 2020; Sierra-Escalante und Karlin, 2021). Moreover, cash transfers and funds contribute to

securing liquidity (IEG, 2017, 2020; Varshney et al., 2021). WASH measures such as improving drinking water quality, sanitation systems and hand hygiene were important to containing the occurrence of infection during the pandemic (Giné-Garriga et al., 2021).

**In the qualitative interviews, various actors confirm the relevance of the utilised instruments at target group level.** Whereas representatives of multilateral organisations described cash transfers in particular as important for the target groups (I17 and I23), the German interviews delivered only little specific information regarding the relevance of the instruments at target group level. This included references to the importance of education measures, cash transfers, health measures and media campaigns (I10, I32 and I33). Representatives of the partner countries likewise emphasised the relevance of the instruments at target group level (I15 and I35). Too few statements are available to make any distinction between specific instruments.

**In the household surveys conducted in Lebanon and Jordan, the target groups rated the support received during the pandemic as mostly useful and helpful.** These surveys targeted the beneficiaries of one CSP project in each country who count among the vulnerable population groups in their country.<sup>14</sup> Overall, the interviewees were satisfied with the frequency and scope of the support, which on average was rated to be mostly useful (see Figure 11). Compared to other forms of support, cash transfers were rated as highly helpful and useful. In both countries, the interviewees explained that there was additional extensive need for support in the field of education and for cash transfers during the pandemic. This implies that, overall, the socio-economic consequences of the pandemic were more serious than initially assumed, and hence there was greater need for support in particular among vulnerable groups outside the health sector. An evaluation synthesis on the humanitarian aid during the pandemic also points out a strong focus on health measures, and that the socio-economic consequences had been underestimated in the Global South (ALNAP, 2022).

<sup>14</sup> However, as the target groups of this project received various forms of support over the course of the pandemic, the target group survey is based on all of the support that the survey respondents received, and not only on the specific measures in the two projects.

**Figure 11 Usefulness of the support received (by thematic areas)**

Source: DEval, target group survey

Note: Each survey respondent may have received multiple forms of support. In total, 534 persons were surveyed in Lebanon and Jordan.

Overall, the relevance of the most-used instruments at target group level within the CSP (Benchmark 1.3) is rated as fulfilled. This finding is derived from the triangulation of various data sources. The most frequently used instruments were funds, health training, support for health institutions, cash transfers and capacity development for adjusting to the COVID-19 pandemic. Overall, the various data sources rated them as suited to fulfilling the needs of the target groups in the partner countries, mitigating the socio-economic consequences, and controlling the spread of the pandemic. At certain locations, however, the needs of the target groups were not entirely fulfilled.

#### 4.4 Vulnerability and affectedness of the recipient countries

Not all countries were impacted by the COVID-19 pandemic with equal severity. The consequences of the pandemic in terms of health (measured by the case and mortality rates) and economic aspects (measured in GDP) were more severe in some countries than in others. This circumstance was influenced for example by the development status of the given country. Therefore, to assess the relevance of the CSP,

the extent to which funding distribution was oriented to the vulnerability and the affectedness of the recipient countries is analysed below.

Most of the countries receiving CSP funding had already exhibited high vulnerability prior to the crisis and were severely affected by the pandemic in terms of health and economic aspects. About 50 per cent of the CSP countries exhibited high or very high vulnerability. This means that the CSP was aimed in large part anyway at countries vulnerable to crises which were additionally impacted extensively in terms of health and economic aspects. Around 90 per cent of the CSP countries experienced a sharp decline in GDP, which fell by over 5 per cent in around 40 per cent of these countries. The vulnerability to crises is determined for example on the basis of the proportion of vulnerable groups within a given country, such as particularly low-income households, or refugees and internally displaced persons.

Yet, the selection of what countries were to receive support within the CSP was not done based on any formal criteria defining the vulnerability and affectedness of countries. Although most of the funding went to countries that exhibited high vulnerability already prior to the crisis and which, measured by the decline in

their economy, the number of COVID-19 cases and the excess mortality rate, were severely impacted by the pandemic, the analysis reveals that no explicit criteria for vulnerability and affectedness were applied in the funding distribution. CSP funding was distributed to countries with which the BMZ had already maintained a close partnership before the onset of the pandemic, which is why some countries with low vulnerability received extensive funding, such as Tunisia. Therefore, extensive funding went also to countries less severely affected by the pandemic, one example being Ethiopia. In a statistical regression analysis, no correlation was identified between the funding distribution and the vulnerability or affectedness of the countries. Likewise, no apparent adjustments were made based on these criteria over the course of the crisis.

**It was also evident from the qualitative interviews that there was no systematic selection of the CSP countries based on predefined criteria for these two aspects.** Instead, countries

were selected on the basis of lists created at the BMZ and IOs during the pandemic (I41–I43). The country survey showed likewise that it was primarily the communication with the partner government, other organisations and the country offices that served as the source of information for designing the pandemic response, and less so any quantitative data or systematic needs assessment (see Figure 22 in the Annexes).

**Overall, the consideration of the vulnerability and the affectedness of the partner countries (Benchmark 1.4) is rated as mostly fulfilled.** Most of the funding was distributed to countries which exhibited both high vulnerability and high affectedness. However, the selection of countries was not based on explicit criteria. Instead, the focus was on making the funding available quickly. While this aspect is indeed important in a crisis, the assessment of criteria for funding distribution over the course of the pandemic could have increased the relevance of the CSP.

#### Conclusion regarding the relevance of the CSP

- The mix of various distribution channels used within the CSP succeeded in **mostly** fulfilling the needs of the partners (**Benchmark 1.1**).
- Due primarily to the use of grants, the relevance of the funding distribution within the CSP is rated to be **fulfilled** (**Benchmark 1.2**).
- The suitability of the instruments at target group level for meeting the needs of the target groups is rated as **fulfilled** (**Benchmark 1.3**).
- While most of the CSP funding succeeded in reaching vulnerable and impacted partner countries, the selection was not done systematically and the criteria were not reviewed over the course of the pandemic (**Benchmark 1.4**).

5.

## FINDINGS REGARDING COHERENCE



**S**ection 5 presents the evaluation's findings regarding the internal and external coherence of the CSP. A distinction is made between the coordination within and between the German organisations (internal coherence, Section 5.1) and the coordination of the German organisations with other donors as well as with the programmes and structures of the partner countries (external coherence, Section 5.2 and 5.3).

**Evaluation question 2: How coherent was the interaction of the actors within the CSP among one another and with other national and international actors during the pandemic?**

<b>Benchmark 2.1</b> Throughout the pandemic, German organisations coordinated within its own organisation and with other German organisations.	<b>Criteria</b> # The COVID-19 response was coordinated within the German organisations. # The coordination of the COVID-19 response within the German organisations is rated as coherent. # The COVID-19 response was coordinated between the individual German organisations. # The coordination between the German organisations is rated as coherent.
<b>Benchmark 2.2</b> The German organisations coordinated with international actors during the pandemic.	<b>Criteria</b> # The German organisations and international actors communicated with one another on the COVID-19 response. # The communication between the German organisations and international actors on the COVID-19 response is rated as coherent.
<b>Benchmark 2.3</b> The German organisation coordinated with programmes and structures of the partner countries during the pandemic.	<b>Criteria</b> # The German organisations and partner governments communicated with one another on the COVID-19 response. # The communication between the German organisations and partner governments on the COVID-19 response is rated as coherent. # The communication between the German organisations and partner governments on the COVID-19 response is rated as coherent.

## 5.1 Internal coherence

Over the course of the pandemic, many different measures were performed by various German organisations via the CSP, which could have posed challenges for the internal coherence of the programme. In many countries, multiple German organisations were active in multiple projects (see Section 2). The internal coherence of the CSP is therefore examined below. This assessment analyses the extent to which the German governmental actors (such as the BMZ, GIZ and KfW) coordinated within their own organisations and with one another. The analysis is based on findings from the country survey and responses recorded in the qualitative interviews.

In the qualitative interviews, representatives of German organisations described various coordination mechanisms that were established to plan and launch the CSP within and between the German actors. A steering committee was established at the BMZ for the CSP after the onset of the crisis. A survey was conducted among the BMZ departments to define fields of action for the programme which served as a basis,

in turn, for assessing the needs of the IOs and collecting proposals for reallocating funds and setting up new projects (I29, I41–I43). Coordinating efforts were undertaken weekly or at even shorter intervals within the BMZ and with the IOs (I41 and I43). The IOs utilised newly established groups or positions such as contact persons in the partner countries, referred to as “focal points”, as well as task forces for internal communication and communication with the BMZ. These structures were in place in particular at the start of the pandemic and later dissolved once the programme had ended (I42 and I43).

According to the country survey, the coordination within the German organisations was mostly coherent. More than 50 per cent of the survey respondents rated the coordination within the German organisations as mostly coherent (see Figure 12).<sup>15</sup> The coordination within each organisation, that is the coordination between individual departments or projects, took place primarily via formal

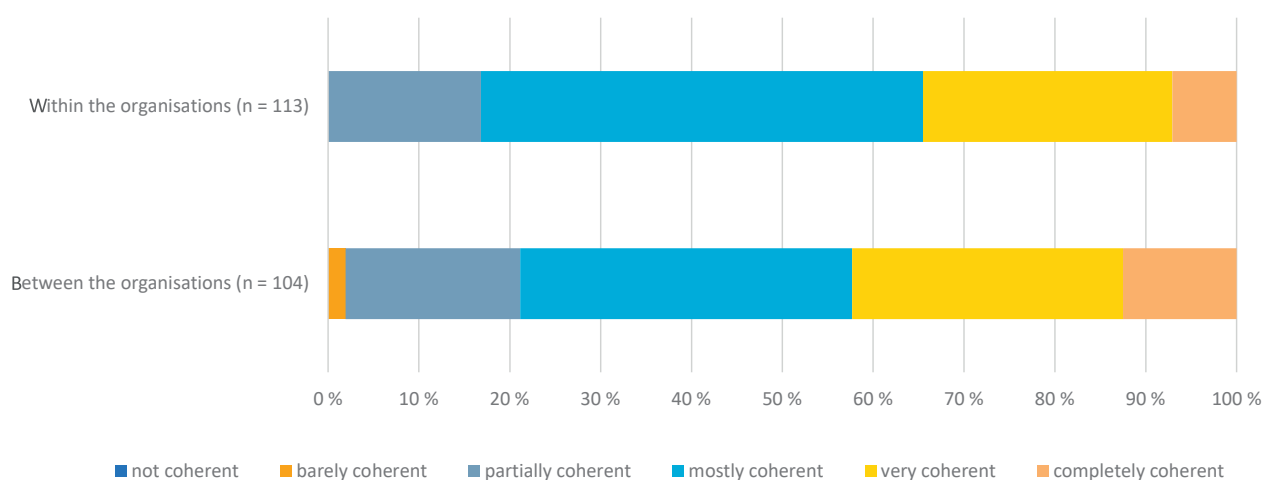
<sup>15</sup> This rating was done based on adding up the percentage figures of the categories and corresponds to the category in which the median value lies.

and informal information channels such as documents, email correspondence, group chats or regularly held meetings (91 per cent). Furthermore, there were joint strategies shared at the country, regional and thematic-area levels as well as centralised units which coordinated the COVID-19 measures (33 per cent) (see Figure 23 in the Annexes).

**According to the country survey, the coordination between the German organisations was likewise mostly coherent.** Overall, more than 50 per cent of the survey respondents rated the coordination between the German organisations as mostly coherent or higher (see Figure 12). The coordination between

the organisations took place via formal and informal information channels. About 74 per cent of the survey respondents declared that they communicated with one another during the pandemic via formal channels such as documents, email correspondence or regular meetings, while around 61 per cent also used informal channels such as phone calls or informal meetings. Other coordination mechanisms such as jointly developed COVID-19 strategies for countries, regions or thematic areas were less frequently used (25 per cent). Only 16 per cent of cases reported using centralised units that coordinated the COVID-19 measures (see Figure 24 in the Annexes).

**Figure 12 Coordination within and between German organisations**



Source: DEval, country survey

Note: Responses from staff of German organisations (BMZ, GIZ and KfW)

The qualitative interviews conducted in the case studies revealed a picture similar to that from the country survey regarding the coordination between the various German organisations. The findings from the three case study countries showed that coordinating efforts were primarily undertaken with the embassies and the economic cooperation officers, but also in part with the country officers at the BMZ (I10, I22, I24, I29, I33 and I34). Coordination exchanges between GIZ, KfW and other German actors in the case study countries were either hardly mentioned or not at all. For some projects in the case study countries, it was reported that there was no coordination with other actors of German DC, as these were either regional projects or ones within a stand-alone thematic area

(I06, I08, I29 and I36). One project was part of a larger initiative with cross-regional coordination (I25 and I33).

**Overall, the internal coherence of the CSP (Benchmark 2.1) is ultimately rated as mostly fulfilled.** This rating is derived from the combined findings of the country survey and qualitative interviews. The country survey showed that the coordination within and between the German organisations was mostly coherent. The qualitative interviews confirmed this for the coordination between the organisations. As the findings regarding internal coordination are based solely on the country survey, the rating has a limited significance.

## 5.2 External coherence with international actors

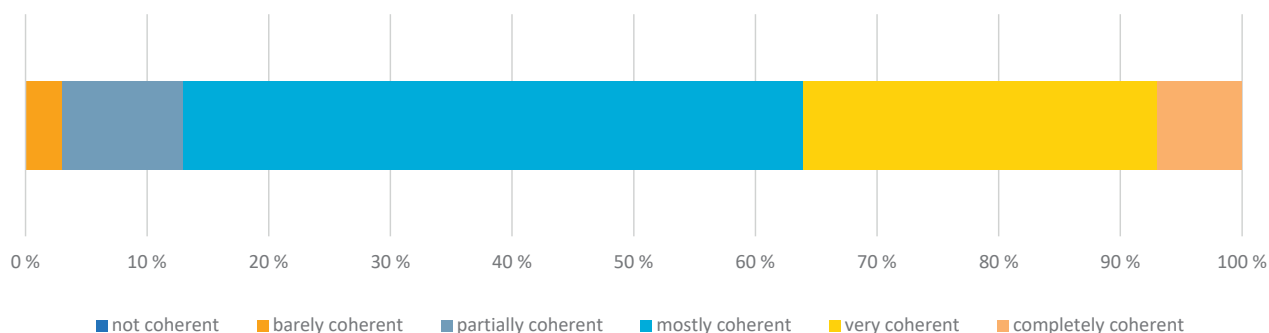
To determine if and to what extent German governmental DC coordinated with other international actors, the evaluation also analyses the external coherence with international donors. Many multilateral actors such as UNICEF and the World Bank and other bilateral donors were active in the partner countries during the pandemic. These actors worked in part within thematic areas similar to those of the German organisations, and part of the German funding was implemented in collaboration with other donor countries or via international organisations. This involved either distributing funding directly to the international organisations for implementation or realising projects jointly, meaning that German and international organisations collaborated in the designing of a project. The OECD's synthesis study shows that international organisations in particular contributed to sectoral coordination (Schwensen und Scheibel Smed, 2023). Findings from the country survey (see Section 3.2.3) and the qualitative interviews in the case study countries (see Section 3.2.6) were used to assess the external coherence of the CSP with international actors.

According to the German organisations, the coordination with other international actors was mostly coherent.

Over 50 per cent of the survey respondents rated the coordination as having been mostly coherent or higher (see Figure 13). Formal channels (74 per cent) as well as informal channels (55 per cent) were used. Other mechanisms such as joint COVID-19 strategies for countries, regions or thematic areas, or centralised units that coordinated the COVID-19 measures between the actors saw less use (see Figure 25 in the Annexes).

In contrast, the majority of the survey respondents among international organisations rated the coordination with donor countries such as Germany as partially coherent at maximum (52 per cent) (see Figure 26 in the Annexes). The coordination between the various bilateral donor countries inside a country was even rated by 73 per cent of the survey respondents among international organisations as partially coherent at best (see Figure 27 in the Annexes). However, these assessments are based solely on a small sample containing fewer than 30 observations. Moreover, the question does not refer specifically to Germany, but to bilateral donors in general. For these reasons, the responses from the international organisations are also only given minor consideration in the rating. According to survey respondents among the German IOs, the coordination with international organisations should be prioritised in future crises (see Figure 28 in the Annexes).

Figure 13 Coordination with international donors



Source: DEval, country survey

Note: Responses from staff of German organisations (BMZ, GIZ and KfW); number of observations: 100

The qualitative interviews in the case study countries reported increased coordination between the international actors during the pandemic. In addition, the use of coordination meetings between international actors promoted the external coherence. For example, according to German actors, the frequency of consultations with other donors increased in Jordan during the pandemic. These meetings took place at superordinate level in part either weekly or daily. There was also coordination between the various donors on the various thematic areas such as health, and education. Meetings for sharing information were held at superordinate level with the various UN organisations involved, in part on a weekly basis, which were coordinated for example by the country coordinators of the United Nations (UN Resident Coordinators<sup>16</sup>) or the administrative authorities at the United States Agency for International Development (USAID) (I24). In Jordan as well as in Lebanon, steering committees at project level, joint financing with other donors and coordination mechanisms at country level between international organisations, donors and partner countries are perceived as very helpful (I02, I08, I09, I16, I18, I23, I30, I34 and I37). By contrast, in many projects and thematic areas there was no or only very weak coordination with other international actors (I01, I03 and I25). Many of the projects in the case study countries built on existing cooperative undertakings with international organisations or other bilateral donors. The OECD's synthesis study, too, points out that in particular the expanding of existing coordination mechanisms and partnerships during the crisis was beneficial. Multilateral organisations played an especially important role in this regard (Schwensen und Scheibel Smed, 2023).

**Overall, the external coherence of the CSP with international organisations (Benchmark 2.2) is rated as mostly fulfilled.** This finding is based primarily on the statements of representatives of the German organisations, which is why the finding is meaningful only to a limited extent. A number of projects in the case study countries also reported having communication meetings with other donors and international organisations. However, according to representatives of international organisations, there could have been better coordination between the donor countries and international organisations. This should be considered in any future crisis scenarios.

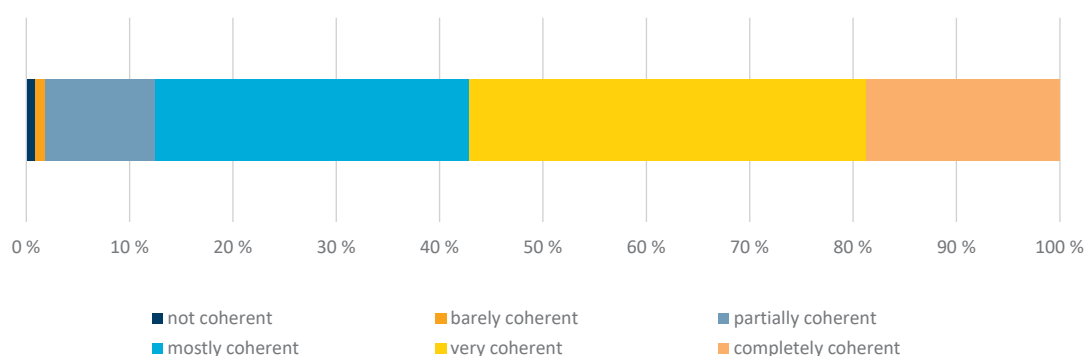
### 5.3 External coherence with programmes and structures of the partner countries

**Due to the lockdowns and other restrictions to mobility, close coordination was needed with the programmes and structures of the partner countries during the pandemic.** Governmental organisations were responsible for containing the pandemic, and often introduced lockdowns, travel restrictions and other measures for this purpose. Efforts to implement DC projects therefore faced particular challenges. Consequently, it was very important to coordinate closely with the governmental organisations in the partner countries. The OECD's synthesis study also infers that integrating the partner governments was decisive to successfully implementing COVID-19 measures (Schwensen und Scheibel Smed, 2023). In addition, a broad number of measures were initiated and implemented within a short span of time, such that it was important to embed them in existing structures. The extent to which efforts within the CSP were coordinated with the partner countries is examined below. The findings from the country survey (see Section 3.2.3) and the qualitative interviews (see Section 3.2.6) were used as a basis for assessing the external coherence of the CSP with the programmes and structures of the partner countries.

**The findings of the country survey indicate that there was close coordination between the German organisations and the programmes and structures of the partner countries.** Around 57 per cent of the survey respondents in German organisations rated the coordination as very or completely coherent (see Figure 14). The utilised coordination mechanisms were similar to those used with other international actors: information-sharing was done mainly via formal channels (such as documents and meetings) and informal channels (such as phone calls and email correspondence) (see Figure 29 in the Annexes). According to the staff of the German organisations, cooperation with the partners should be prioritised in any future crisis, as well (see Figure 28 in the Annexes). Based on the country survey, no rating can be undertaken at partner level because only a very small scope of random sampling is available (15 observations for 79 countries). However, these statements likewise point in the same direction as those of the German organisations.

<sup>16</sup> The country coordinators of the United Nations, which are called the *UN resident coordinators*, each represent the UN secretary-general in their assigned country and head up the development portfolio there (UNSDG, 2016).

**Figure 14 Coordination with programmes and structures of the partner countries**



Source: DEval, country survey

Note: Responses from staff of German organisations (BMZ, GIZ and KfW); number of observations: 112

The evidence from the case study countries confirms the picture derived from the country survey, showing that there was a high degree of coordination among the various projects with the partners. This was reported by the German organisations and other international donors and organisations as well as the partners. In many cases, projects were implemented via existing cooperation arrangements using the structures of the partner government. Some projects were financed directly via existing government programmes. There was also close coordination in projects implemented via international organisations. The partner governments were either involved in or led the steering committees noted in Section 5.2 (I01–I03, I05, I09–I11, I13–I17, I19–I24, I26–I28, I30 and I31). The OECD's synthesis study also describes the expansion of existing partnerships in the crisis as beneficial for coherence (Schwensen und Scheibel Smed, 2023).

Overall, the external coherence of the CSP with programmes and structures of the partner countries (Benchmark 2.3) is rated as fulfilled. The findings of the country survey are likewise reflected in the findings of the case studies. Many of the projects were either closely coordinated or even performed jointly with the partner government.

As the findings reflect the German perspective in particular, the rating is meaningful only to a limited extent. Only a very small sample was able to be collected at the partner level in the country survey and, in the case studies as well, fewer interviews were conducted with partners than with other actors. While the interviews did indeed show that there was close coordination with the partner structures and systems in the projects in the case study countries, whether the partners themselves rate that coordination as coherent to an equal extent cannot be conclusively analysed on the basis of the available data.

#### Conclusion regarding the coherence of the CSP

- It is not possible to comprehensively rate the overall coherence of the CSP due to the limited scope of available data. The statements mainly reflect the opinion of the German organisations.
- The internal coherence of the CSP is rated as **mostly fulfilled (Benchmark 2.1)**. There was a steering committee at overarching level comprising the BMZ, KfW and GIZ that coordinated the programme particularly at its inception, thereby enhancing the coherence.
- The external coherence with other international actors is likewise rated as **mostly fulfilled (Benchmark 2.2)**. However, further coordinating efforts, particularly with international organisations, would have increased the level of coherence in part.
- The external coherence of the CSP with the programmes and structures of the partner countries is rated as **fulfilled (Benchmark 2.3)**.

6.

## FINDINGS REGARDING EFFECTIVENESS

Section 6 presents the evaluation's findings regarding the effectiveness of the CSP. The assessment answers the question as to what extent the measures financed by the CSP achieved their objectives. In a first step, the level of target achievement of the CSP measures in the case study countries is assessed (Section 6.1). The evaluation then presents what aspects within the three levels of analysis – distribution channels, distribution modalities and instruments at target group level – impacted the target achievement of the CSP measures (Section 6.2).

Evaluation question 3: How effective was the CSP, and how did the utilised distribution channels, distribution modalities and instruments at target group level impact the effectiveness of the CSP?	
Benchmark 3.1 The objectives of the measures financed within the CSP were achieved.	Criteria # The defined target values were achieved in the case study countries.

*Note: For this evaluation question, solely the level of target achievement of the measures is rated. The contribution of the utilised distribution channels, distribution modalities and instruments at target group level towards target achievement is presented for explorative purposes, as assessment is based solely on statements from the qualitative interviews. For this reason, only one benchmark was derived.*

### 6.1 Target achievement of the measures

To assess the effectiveness of the CSP, the evaluation examines to what extent the CSP measures were able to achieve the defined objectives. The targets of DC measures are defined and measured in the form of indicators. The CSP's focus was rather on quickly financing measures for controlling the pandemic and mitigating its health and socio-economic consequences than on strategic objectives. This is why the evaluation assesses the level of target achievement of the intended direct support (output indicators) as well as of the intended short- and medium-term effects of the measures (outcome indicators).

To do so, the output and the outcome indicators are evaluated based on the project documentation and the project survey for all CSP measures of the case study countries (see Section 3.2.5). If such documentation and survey data were not available for the CSP measures, planning values that encompass target and progress values were analysed. In total, one or more indicators or planning values were able to be analysed for 56 per cent of the projects in the case study countries. The analysis includes primarily output indicators (168), which were complemented with 28 planning values.

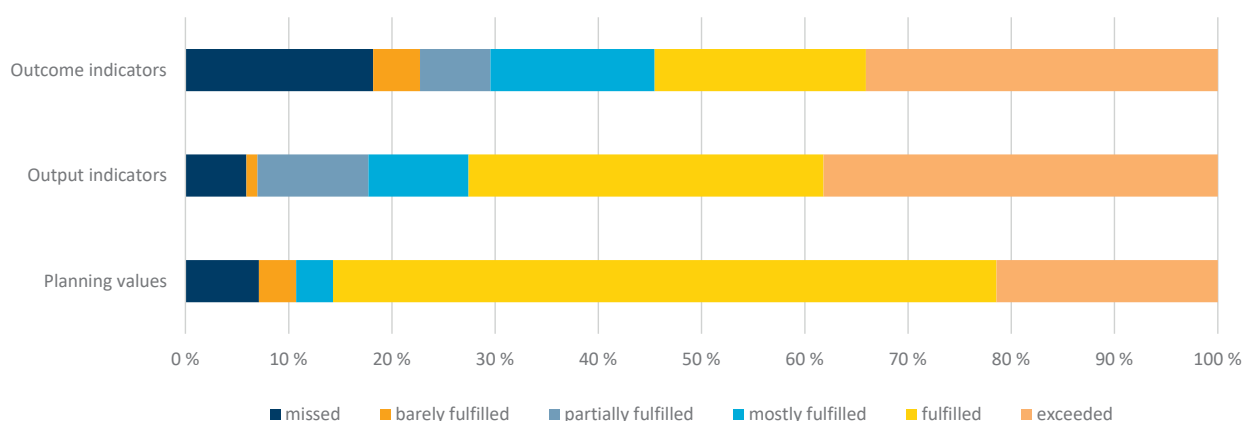
Forty-four outcome indicators were also considered in the analysis.<sup>17</sup> The ratio of the actual achieved value to the given target value of the indicator or planning value served to assess the level of target achievement of the CSP measures.<sup>18</sup> Assessments of the effectiveness of the CSP measures gained from the qualitative interviews complement the analysis.

The analysed targets of the CSP measures in the case study countries were mostly achieved or even exceeded. Figure 15 shows that 72 per cent of the indicators at the output level were able to be achieved, as were 55 per cent of the outcome-level targets. Where the level of target achievement was measured in the form of planning values, the targets for 86 per cent of the values were able to be achieved. The targets for some of these indicators were even exceeded. The actual values achieved exceeded the targets for 21 per cent of the planning values as well as 38 per cent of the output indicators and 34 per cent of the outcome indicators. However, some of the targets at the outcome level (23 per cent) and output level (8 per cent) and some targets of the other planning values (11 per cent) were rated as barely fulfilled or missed.

<sup>17</sup> For two projects it was reported that the CSP measures had not been implemented within the observation period. For these projects, one indicator each at both the output and outcome levels is incorporated and rated as „missed“. This is understood to represent the portion of the missed indicators as the lower limit, as the CSP measures that were not implemented could potentially encompass more indicators.

<sup>18</sup> For each indicator or planning value, the rating was measured on the basis of the ratio of the achieved value to the given target value. The rating based on the percentage distribution thereby deviates from the other rating. A target indicator was rated as fulfilled if 95 per cent or more of the target value was achieved.



**Figure 15** Relative level of target achievement of the CSP measures in the case study countries

Source: DEval, project survey, document study

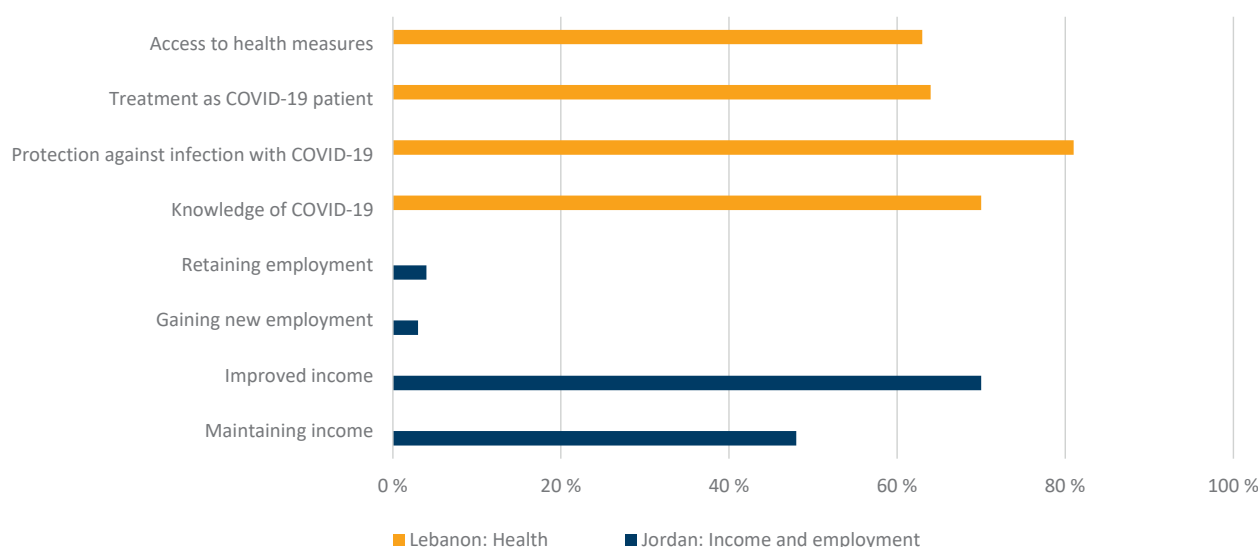
Note: Number of observations: 40 projects, 44 outcome indicators, 186 output indicators, 28 planning values

The rating scale is based on the achieved portion of the indicated target value: missed (up to 20 per cent), barely fulfilled (over 20 up to 40 per cent), partially fulfilled (over 40 up to 60 per cent), mostly fulfilled (over 60 up to 95 per cent), fulfilled (over 95 up to 100 per cent), exceeded (over 100 per cent).

In the qualitative interviews, the selected projects in the case study countries were likewise assessed to be effective in implementing the CSP measures. Overall, the collected information shows that the targets of the COVID-19 measures in the projects were able to be achieved. In some cases, it was reported that certain individual measures either were not implemented or were halted (I05, I09, I12, I14, I19, I22 and I23). In Lebanon and Burkina Faso, it was emphasised that the general economic, political and security situation impeded implementation of the measures (I01, I10, I12, I19, I23, I27, I33 and I39). Measures were also occasionally adjusted due to discontinuation of restrictions during the pandemic, so the targets originally planned were not reached (I09).

The survey of the target groups of one CSP project in Jordan and one in Lebanon showed that the overall received COVID-19 support measures had positive effects for the target groups. The survey respondents belonged to vulnerable groups in the respective countries. The survey in Jordan focused in particular on low-income households, while the respondents surveyed in Lebanon were Palestinian refugees. The majority of the surveyed target group (89 per cent) indicated that their

household would have been in a worse overall situation without the support received (see Table 14 in the Annexes). Figure 16 presents the indicated positive effects of the support measures broken down into the thematic areas of the CSP measures in the observed projects. In Jordan, this was in the field of income and employment (in the form of cash transfers), while support in Lebanon was in the field of health. In Jordan, cash transfers accounted for the major share (85 per cent) of the support received in the thematic area of income and employment. As survey respondents in Jordan mostly received cash transfers, the positive effects that measures had in this area impacted income within the target group more than employment. Hence, regarding support in the area of income and employment, the survey respondents indicated that it mostly improved their income situation (70 per cent). In contrast, positive impacts on retaining employment (4 per cent) or gaining new employment (3 per cent) are mentioned only rarely. The survey respondents in Lebanon reported a large share of the health support received had meanwhile contributed to protecting against infection with COVID-19 (81 per cent) as well as to knowledge of the virus (70 per cent), its treatment (64 per cent) and accessing other health support measures (63 per cent).

**Figure 16 Positive impacts of the COVID-19 support for target groups**

Source: DEval, target group survey

Note: In total, 534 persons were surveyed in Jordan and Lebanon. Number of the support measures received for which assessments were provided: Jordan: 298 support measures in the field of income and employment; Lebanon: 706 support measures received in the field of health

Overall, the targets of the CSP measures considered in the case study countries were achieved such that the Benchmark 3.1 is rated as fulfilled. The analyses show that, with few exceptions, the target values analysed were successfully achieved in the case study countries. However, this assessment could only be made on the basis of 56 per cent of the case study projects, as insufficient data were available for the other projects (see Section 3.2.5).<sup>19</sup> Challenges arose for example in implementing the measures during the pandemic, in adjusting the measures as the pandemic progressed and in dealing with external factors. The target groups reported positive effects of the received COVID-19 support measures on their household situation.

## 6.2 Factors which influenced effectiveness

The qualitative interviews showed that various factors influenced the effectiveness of the CSP measures. Influencing factors highlighted as having been particularly beneficial to achieving the targets during the pandemic are presented below. The analysis once again follows the three levels of analysis of the evaluation: distribution channels, distribution modalities, and instruments at target group level.

In terms of the distribution channels, the interaction of the various channels enabling effective crisis response was emphasised in the qualitative interviews. German actors indicated, for example, that the collaboration with multilateral, local and international partners was essential for an effective crisis response (I05, I08, I10, I12, I14, I19, I22, I32, I34 and I36). German actors highlighted the role that multilateral actors play in achieving effective crisis response in general and in procuring in-kind goods in particular, as they were able to call on existing systems and comprehensive experience in humanitarian aid (I05, I10, I12, I14, I19 and I22). In addition, the cooperation of multiple bilateral and/or multilateral donors, for example in the form of a basket fund, was rated as effective (I11, I30 and I34). This form of cooperation offers the opportunity of bundling the knowledge of various donors along with large funding volumes (I11, I30 and I34). Local governmental and civil society actors contributed significantly to target achievement, for example, due to their (local) knowledge and taking charge of administrative processes (I10, I11, I30, I36 and I37). The OECD's synthesis study also emphasises that the integration of local actors was important for successfully implementing the COVID-19 measures (Schwensen und Scheibel Smed, 2023). It states that local actors contributed, for example, to procuring hygiene

<sup>19</sup> Against the backdrop that the focus of the CSP was on rapid response to the crisis, the extent to which target achievement of the CSP measures was adequately documented was not assessed.

products, manufacturing vaccinations and reaching the target groups (Schwensen und Scheibel Smed, 2023).

**The qualitative interviews conducted for the selected case study projects confirmed that the disbursement of grants and the integration of local and multilateral actors for distributing in-kind goods contributed to effective funding distribution.** Representatives of German and partner organisations highlight the positive impact that grants have on the effectiveness of the measures, for example in the form of financing agreements with local implementing organisations or basket funds for governmental organisations (I03, I04, I08, I10, I26, I28 and I35).

Representatives of German and multilateral organisations have meanwhile emphasised that the effectiveness of in-kind goods was improved thanks to their implementation via existing systems and utilising the knowledge of local actors (I05, I09, I10, I12, I19 and I27).

**The role of a community-based implementation for an effective pandemic response at target group level was emphasised.** Community-based and target group-oriented planning and implementation as well as close cooperation with local organisations contributed to enhancing the effectiveness of custom-tailored COVID-19 measures (I08, I10 and I33).

#### Conclusion regarding the effectiveness of the CSP

- Overall, the targets of the CSP measures in the analysed projects in the case study countries were **fulfilled**, and few of the targets were unable to be reached (**Benchmark 3.1**).
- Most of the surveyed households in Jordan and Lebanon experienced positive effects due to the COVID-19 support measures.
- The interaction of multilateral, local and international organisations enabled an effective crisis response.
- Disbursement of grants and the integration of local and multilateral actors for in-kind goods procurement contributed to effective funding distribution.
- Community-based implementation can increase the effectiveness of instruments at target group level.

7.

## FINDINGS REGARDING EFFICIENCY

**S**ection 7 presents the evaluation's findings regarding the efficiency of the CSP. First, the economic efficiency is examined at the three levels of analysis – distribution channels, distribution modalities and instruments at target group level (Section 7.1) – subsequently the timeliness of the CSP for the crisis response is analysed (Section 7.2). Finally, factors are discussed which, additionally to the prior presented aspects, can impair the efficiency of crisis response (Section 7.3).

## 7.1 Economic efficiency

Economic efficiency is described by the OECD DAC as the primary component of the efficiency analysis (OECD, 2019).

According to the OECD DAC, it is one of three possible levels of analysis of efficiency<sup>20</sup>, and defined to be the conversion of inputs (like resources) into results in the most cost-efficient way possible. The analysis of the CSP's economic efficiency is performed for various distribution channels, the distribution modalities most broadly used and the instruments at target group level. The rating is based on the insights gained from the systematic literature analysis (see Section 3.2.2). The findings from the qualitative interviews serve as an additional basis for assessment (see Section 3.2.6). It was only possible to examine the economic efficiency in terms of the general suitability of the utilised distribution channels, distribution modalities and instruments at target group level, and not for the specific CSP measures, as the information available was insufficient for this purpose.

### Evaluation question 4: How efficient was the CSP, and how did the utilised distribution channels, distribution modalities and instruments at target group level impact the efficiency of the CSP?

#### 4.1 Economic efficiency

<b>Benchmark 4.1.1</b> The CSP used economically efficient distribution channels within the framework of the COVID-19 pandemic response.	<b>Criterion</b> # The CSP used distribution channels that enabled economically efficient crisis response.
<b>Benchmark 4.1.2</b> The CSP used economically efficient distribution modalities within the framework of the COVID-19 pandemic response.	<b>Criterion</b> # The distribution modalities most widely used within the CSP enabled economically efficient crisis response.
<b>Benchmark 4.1.3</b> The CSP used economically efficient instruments at target group level within the framework of the COVID-19 pandemic response.	<b>Criterion</b> # The instruments at target group level most widely used within the CSP enabled economically efficient crisis response.

#### Economic efficiency of the utilised distribution channels

The systematic literature analysis indicates that various economic efficiency benefits can be leveraged through different distribution channels. Overall, however, there is a lack of robust evidence on the economic efficiency of the distribution channels in the context of the COVID-19 pandemic and other crises. One finding of the analysis is that bilateral governmental organisations have, in part, lower organisational costs than multilateral organisations as a function of the aid services they rendered (Easterly und Pfitze, 2008; Palagashvili und Williamson, 2021).<sup>21</sup> On the other hand, multilateral organisations are able to act more efficiently in economic terms when providing global public goods

(Klingebiel, 2014; Gulrajani, 2016). Civil society organisations (CSO) contributed to economically efficient crisis response during the COVID-19 pandemic through their local knowledge and adaptability (Arslan et al., 2021; Nampoothiri und Artuso, 2021). The WHO as well, for example, describes the COVID-19 response of the CSOs they support in Africa as efficient. Due to the trust that the general public has in them and their consequently better access to the target groups, CSOs were able to facilitate the expansion of health support during the crisis (WHO Regional Office of Africa, 2023).

**The qualitative interviews of the selected case study projects also underscored that the distribution of funding**

<sup>20</sup> With this understanding, an efficiency analysis can encompass the following three levels of analysis: economic efficiency, operational efficiency and timeliness. Two of these dimensions are examined in this evaluation: the economic efficiency and timeliness.

<sup>21</sup> However, these results are not specific to bilateral German governmental organisations, so it's unclear as to what extent they are transferable due to the institutional differences between Germany and other donors.

to bilateral governmental and multilateral organisations has varying benefits for efficiency. The COVID-19 response in the analysed projects was rated as economically efficient by the bilateral governmental organisations as well as the partner organisations (I03, I05, I10, I14, I19, I21, I22, I24, I25, I28, I33–I35, I39 and I40). From the standpoint of German actors, multilateral organisations succeeded in procuring necessary goods and services from third parties at lower cost than the German actors themselves (I05, I10, I16 and I22). Nevertheless, as noted from the aforementioned literature study, bilateral governmental organisations assess the organisational costs of multilateral organisations to be higher than their own (I05, I10 and I22).

Overall, the use of an economically efficient interaction of distribution channels in the crisis (Benchmark 4.1.1) is rated as mostly fulfilled.<sup>22</sup> The systematic literature analysis and qualitative interviews indicate that various efficiency benefits of the individual channels can be leveraged by distributing funding to bilateral governmental, multilateral and civil society organisations. Hence, they should each be allocated a significant share of use in the context of crises. This was mostly the case within the CSP. The CSP funding was disbursed primarily to German governmental organisations (66 per cent) and multilateral organisations (31 per cent). In contrast, CSOs, despite the afore-noted benefits they offer, received very little of the programme's funding – less than two per cent.

#### Economic efficiency of the utilised distribution modalities

Grants and in-kind goods counted among the most broadly used distribution modalities within the CSP (see Section 2.2.4). Around 46 per cent of the projects used grants to disburse the CSP funding. In addition, in-kind goods were provided in response to the COVID-19 pandemic in 25 per cent of the projects.

The systematic literature analysis shows that grants and in-kind goods are suitable for economically efficient crisis response. Except for some general restrictions, the literature describes the analysed distribution modalities overall as economically efficient for a crisis response. For example,

grants can contribute to implementing projects that promote global goods which low-income countries would otherwise not be able to do (IEG, 2014; Vijayaraghavan et al., 2020). On the one hand, financing agreements can support efforts by the partner countries to effectively respond to a crisis and mitigate negative impacts on economic growth as well as to undertake long-term investments (Humphrey und Mustapha, 2020; UN, 2022). On the other hand, in crisis situations, grants are of major importance to countries which have limited financial capacities available for responding to crises and where there is risk of a debt crisis (Agarwal und Gopinath, 2021; UN, Inter-Agency Task Force on Financing for Development, 2022). The efficiency of in-kind goods depends on the given context and on local circumstances (OECD, 2012). In the studies of food security in the context of crises, for example, it is evident that while in-kind goods are an effective instrument, they are in many cases less efficient than cash transfers (Doocy und Tappis, 2017; Jeong und Trako, 2022). In some projects in the case study countries, the procurement of in-kind goods was perceived as efficient due to the implementation via multilateral organisations (I05, I09, I12 and I13).

Overall, the economic efficiency of the most broadly used distribution modalities (Benchmark 4.1.2) is rated as fulfilled. Except for some general restrictions, the literature describes the two most broadly used distribution modalities – grants and in-kind goods – overall as economically efficient for crisis response.

#### Economic efficiency of the utilised instruments at target group level

Cash transfers and WASH measures counted among the most broadly used instruments at target group level within the CSP (see Section 2.2.5). Most of the CSP projects used instruments at target group level in the thematic areas of health (49 per cent) and income and employment (47 per cent). In the field of health, a large share of the projects implemented WASH measures (78 per cent of the projects with measures in this area), while cash transfers were extensively used in the field of income and employment (17 per cent of the projects with measures in this area).

<sup>22</sup> The literature shows that various efficiency benefits can be leveraged from using a mix of channels. It is not possible to derive a six-level rating scale on the basis of this evidence. Therefore, in deviation from the rating scale otherwise applied in this evaluation, a four-level rating scale was used as a basis such that the categories „exceeded“ and „barely fulfilled“ are not considered.

The findings of the systematic literature analysis confirm that cash transfers – one of the most widely used instruments at target group level within the CSP – are suitable for an economically efficient crisis response. They are viewed as an effective and cost-efficient instrument within the thematic area of income and employment both during the COVID-19 pandemic and in the general context of crises (Doocy und Tappis, 2017; COVID-19 Global Evaluation Coalition, 2020; Abdoul-Azize und El Gamil, 2021; Binci et al., 2021; Lawson-McDowall et al., 2021; Varshney et al., 2021; Jeong und Trako, 2022; Dasgupta und Robinson, 2022).

However, an instrument's efficiency is also influenced by the design of the instrument. This is demonstrated in an evaluation of one cash transfer programme as well as in the qualitative interviews. It depends, for example, on how accurately the selection criteria fit, how up to date the databases are and on the use of digital payment systems to reach vulnerable target groups as best as possible (Binci et al., 2021; I01, I16, I23, I34). Moreover, the efficiency of an instrument depends on functioning supply chains and markets, which in many countries were restricted by the pandemic (Lawson-McDowall et al., 2021).

No comprehensive analyses of the economic efficiency are available for WASH measures in the context of the COVID-19 pandemic and crises in general. The literature analysis shows that these measures contribute to preventing illnesses (Taylor et al., 2015; Yates et al., 2018a). However, Yates et al. (2018a, 2018b) were unable to assess the

cost efficiency of WASH measures in meta analyses due to the excessively heterogeneous nature of the available data.

Overall, the economic efficiency of the most broadly used instruments at target group level (Benchmark 4.1.3) cannot be rated due to the lack of sufficient evidence available from the systematic literature analysis. In the area of income and employment, cash transfers were one of the most broadly used instruments at target group level. Depending on their concrete implementation, cash transfers are an economically efficient instrument in a crisis. The most widely used instrument at target group level in the field of health were WASH measures. While WASH measures contribute to preventing illness, the available evidence in terms of their economic efficiency is limited.

## 7.2 Timeliness

Under the aspect of timeliness, the evaluation examines to what extent the CSP delivered the crisis response in a timely manner. It's particularly important that crisis programmes implement the measures for controlling the crisis without delay. For this analysis, the evaluation examined the timeliness of funding receipt and of the implementation of the CSP measures. The basis for the assessment was provided by the project survey (see Section 3.2.5) as well as internal documents on procedures and processes during the COVID-19 pandemic (see Section 3.2.2). In addition, analyses from the target group survey were considered (see Section 3.2.7).

### Evaluation question 4: How efficient was the CSP, and how did the utilised distribution channels, distribution modalities and instruments at target group level impact the efficiency of the CSP?

#### 4.2 Timeliness

<b>Benchmark 4.2.1</b> <b>The CSP funding was received at the right time to mitigate the consequences of the COVID-19 pandemic.</b>	<b>Criteria</b> # The first available CSP funding was disbursed quickly. # CSP funding was disbursed throughout the pandemic. # The funding is assessed to have been received in a timely manner to respond to the COVID-19 pandemic.
<b>Benchmark 4.2.2</b> <b>The CSP measures were implemented at the right time to mitigate the consequences of the COVID-19 pandemic.</b>	<b>Criteria</b> # The implementation of the first measures began soon after the CSP was planned and launched. # Little time passed in the projects between the receipt of CSP funding and the start of implementation of the CSP measures. # The COVID-19 measures reached the target groups in a timely manner.

### Timeliness of funding receipt

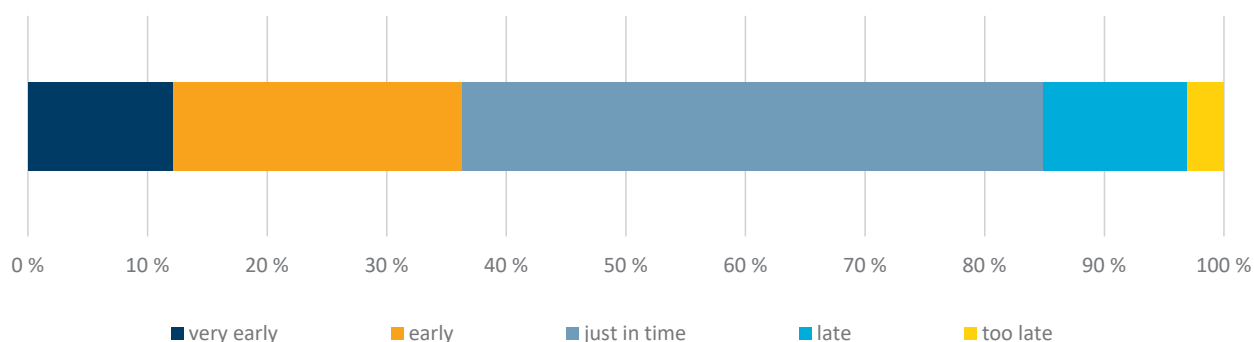
The timeliness of the CSP was examined with regard to the point in time at which funding was available in the individual projects. The assessment was conducted for the three case study countries. The analysis rated the point in time at which a project first received funding from the CSP. This means that if projects received funding from the programme at multiple points in time, the earliest point in time was considered. Information from the project survey and the qualitative interviews was used for this analysis.

The findings of the project survey show that the distribution of funding in the case study countries began early.

The first projects in the case studies were able to use their initial funding already in April 2020 – the same month that the programme was officially launched (see Figure 30 in the Annexes). However, a few projects didn't receive their funding until after the official end of the CSP, that means after December 2021. In general, funding was received evenly over the entire period of the pandemic.

The majority of project managers assessed the funding disbursements as timely. Approximately 85 per cent rated the disbursements as just in time for the crisis response or even earlier (see Figure 17),<sup>23</sup> around 36 per cent as early or even very early.

**Figure 17 Timeliness of the funding receipt in the case study projects**



Source: DEval, project survey

Note: Assessment per project by the responsible project manager; number of projects analysed: 33

The findings of the qualitative interviews likewise show that the CSP funding in the selected case study projects was mostly received in a timely manner. Overall, the receipt of funding was rated as timely by the German actors as well as the partner organisations (I03, I05, I06, I15, I19, I21, I22, I24, I25, I28, I29, I31–I36 and I40). Respondents commented in many cases that processes for receiving funding worked more quickly than they normally do (I03, I05, I19, I24, I29, I31, I35 and I38). However, in some cases delays in funding receipt were also experienced (I03, I08, I10 and I12). Multilateral organisations reported that they received the funding mostly at the right time

(I01, I02, I11, I13, I17, I23 and I27). However, despite the accelerated procedure, multilateral organisations rated processes in part as too slow (I01, I09, I16 and I18).

Overall, the timeliness of funding receipt from the CSP (Benchmark 4.2.1) is rated as fulfilled. This is indicated in the project survey as well as in the qualitative interviews in which the funding receipt was predominantly rated as timely. Only in isolated cases was the point in time of funding receipt perceived to be too late.

<sup>23</sup> The partial rating to assess the timeliness of funding receipt by the project managers depends on the portion of projects in which funding receipt is rated as just in time or earlier. In deviation from the process otherwise applied, performance is not rated on the basis of the median value, but on the distribution of this portion of the projects. To fulfil this criterion, the project managers had to rate the funding receipt as just in time or earlier in 80 per cent or more of the assessments. The gradation of the rating scale is broken down into steps of 20 percentage points.



### Timeliness of implementation

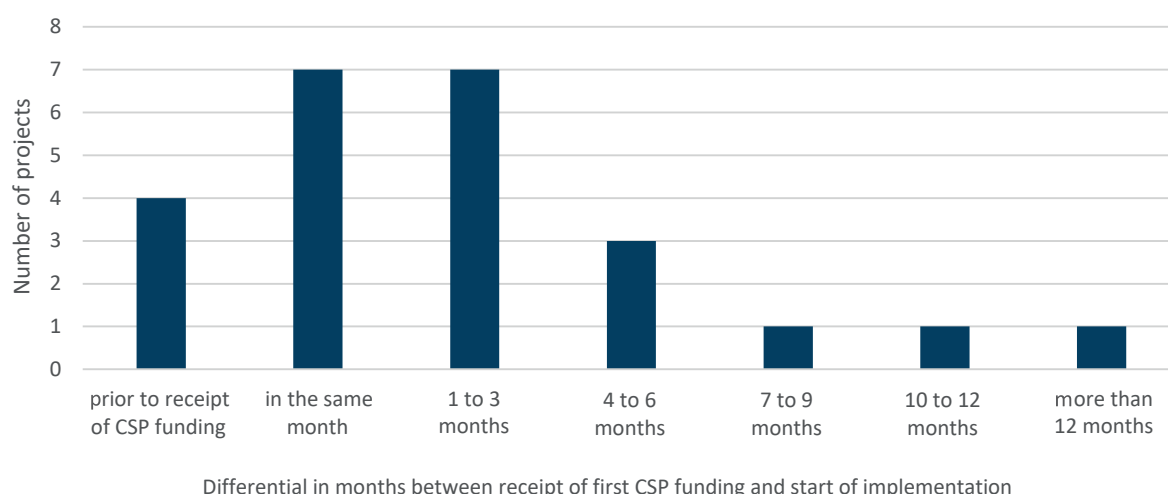
In assessing the timeliness of the CSP, not only is the point in time at which funding is received decisive: equally important is when the financed measures are implemented and the target groups reached. Based on the information from the project survey, first the point in time at which project implementation took place was analysed. Secondly, the time period between the first receipt of CSP funding and implementation of the measures financed by the funding was analysed. These two aspects considered both the point in time at which implementation of the CSP measures started at the project level, and the point in time at which the measures reached the target groups for the first time. In addition, assessments from the qualitative interviews as well as analyses from the target group survey were included in the evaluation.

The findings of the project survey show that implementation of initial measures in the case study countries began soon after the start of the CSP, such that the recipients benefited soon afterwards from the measures. A major portion of the projects began implementing the measures in April or May 2020 (see Figure 31 in the Annexes). As a result, the target groups were in various cases able to be reached early on (see Figure 32 in the Annexes).

The results of the project survey also show that, in the case study projects analysed, little time passed between the receipt of funding and implementation of the measures, so the first beneficiaries were reached shortly after funding receipt.<sup>24</sup> Implementation of the CSP measures began in part already prior to or in the same month when funding was received (see Figure 33 in the Annexes). This indicates that, in some cases, funding was advanced. The first beneficiaries were mostly able to be reached already in the same month or within three months of receipt of the CSP funding (see Figure 18). Only in a few individual projects did it take over six months between funding receipt and measure implementation.

The results of the qualitative interviews confirm that the CSP measures were able to be implemented timely and quickly in the selected case study projects (I03–I12, I14, I16, I18, I19, I21–I30, I32, I34, I35, I37, I38 and I40). Implementation of the COVID-19 measures began in part already before the CSP funding had been received (I09, I28 and I38). Delays were incurred in only a few isolated cases (I01 and I29).

<sup>24</sup> The partial rating of the start of implementation and of reaching the target groups is dependent on the duration in relation to the receipt of the CSP funding. That duration is rated as exceeded if implementation of the CSP measures began in the same month in which the funding was received or the first beneficiaries were reached. The duration is rated as fulfilled if implementation starts within two months after receipt of the CSP funding or the first beneficiaries are reached within three months after CSP funding receipt. The remaining gradation of the rating scale is in steps of two months (start of implementation) or three months (reaching the first beneficiaries). The overall rating is derived from the median value of the project ratings.

**Figure 18 Duration until the first beneficiaries were reached in the case study countries**

Source: DEval, project survey

Note: The duration was quantified at project level and is derived from the differential in months between the first receipt of CSP funding until the start of implementation of the CSP measures. Number of observations: 24 projects

The target group survey shows that COVID-19 support measures reached the target groups at the right time. In Jordan, the survey respondents received initial support measures already very early in 2020. An increase in support is clearly recognisable starting from March 2020 (see Figure 34 in the Annexes).<sup>25</sup> By comparison, the survey respondents in Lebanon began receiving support later. A major share of the support measures there were first received over the course of 2021 (see Figure 35 in the Annexes). Despite these differences over time, the target groups in both countries rated the timeliness with similarly positive responses. The point in time of receipt for 91 per cent of the COVID-19 support measures in Jordan and 87 per cent in Lebanon was assessed to be fitting (see Table 15 in the Annexes). If a preference for some other point in time was indicated, the survey respondents in both countries would have mostly wished to have received support earlier (see Table 16 in the Annexes). Support was received at the right time in particular in the thematic areas in which the two projects implemented CSP measures. The point in time of receipt of a major share of the support delivered in the field of income and employment in Jordan (93 per cent) and in the field of health in Lebanon (86 per cent) is rated as positive (see Table 17 in the Annexes).

Overall, the timeliness of implementation of the CSP measures (Benchmark 4.2.2) is rated as fulfilled. The project survey shows that implementation of the CSP measures in the case studies began early and was also quickly launched in relation to receipt of the CSP funding. This general overall assessment is confirmed by the qualitative interviews and the target group survey.

#### Adaptation of procedures and process to timeliness

In the bilateral German DC, processes and procedures were adapted to achieve a more rapid crisis response. Among other adjustments, simplified procedures were introduced for the time period of the pandemic. For example, the otherwise customary funding expiration deadlines for FC and TC were suspended and procedures shortened to enable measures to be implemented more quickly (Internal Document 1). In addition, possibilities were created for reprogramming existing project funding and utilising residual funding (Internal Document 2).

German actors described similarly simplified processes for accelerating the crisis response in the case studies. Some German actors explained that time was saved

<sup>25</sup> The receipt of support measures prior to the start of the CSP can be explained by the fact that actors made payments in advance before they received the financial resources from the CSP, and by the fact that all support were measured from all actors, and not only those of German DC.

by shortening the requirements for project applications and the subsequent reporting (I05, I19, I24 and I29). Overall, the surveyed implementing organisations characterised the cooperation with the BMZ during the crisis as highly pragmatic, fast and flexible (I14, I19, I23, I29, I33, I34 and I38). The project survey as well reported simplifications and adaptations. A large share of the project managers indicated that the simplifications and adaptations were consequential for their respective projects. However, only half of the managers surveyed were able to provide information on simplifications and adaptations in terms of their given project (see Table 18 in the Annexes).

### 7.3 Other factors influencing efficiency

**Additional factors that affected the efficiency of the CSP at an overarching level are presented below.** These are factors which were highlighted in the systematic literature analysis or the qualitative interviews.

**The use of established approaches and existing partnerships can contribute to enhancing the efficiency of measures in crisis situations.** Insights won from the Ebola crisis show that adapting tried and proven approaches is more efficient than trial-testing new concepts (Johnson und Kennedy-Chouane, 2021). Linking up with partnerships in sectors and countries in which the organisations have already been active in prior undertakings is emphasised in the OECD's synthesis study as a beneficial factor. By, for example, leveraging existing networks and their available knowledge of local context, such links were able to promote the timeliness of the COVID-19 measures (Schwensen und Scheibel Smed, 2023). Multilateral actors likewise confirm in the qualitative interviews that this connecting into existing procedures and ongoing cooperation efforts shortened the time needed to coordinate activities (I02, I09, I11, I18, I27 and I37). From the standpoint of some German actors, the collaboration with existing partners simplified the coordination processes and made it possible to build on local networks and established trustful relations (I03 and I05). Moreover, the use or expansion of previously launched instruments of distribution offered the means of efficiently incorporating additional funding and resources. This enabled cash transfer programmes to reach

beneficiaries more quickly (Gentilini et al., 2022) and, where established basket funds were in place, made it possible to integrate new donors and thereby mobilise additional funding during the crisis (I07 and I18). The expansion of existing financing agreements was likewise noted as a factor that accelerated project implementation (I03, I10 and I12).

**Digital components, in particular for implementing cash transfers, can increase the efficiency of the instrument provided the necessary framework conditions are in place.** Digital resources for receiving cash transfers can increase the probability of timely receipt of funding (Shonchoy et al., 2021). The qualitative interviews also showed that digital components such as online registration systems contributed in part decisively to efficiently reaching the targets of the COVID-19 measures (I05, I18, I21, I30 and I34). For example, an existing digital system was described as being very helpful for quickly implementing cash transfers in the crisis (I01, I11, I12, I16, I18, I30 and I34).

**The CSP funding was mainly financed by cash resources which were to be expended within the year of receipt.** The related short timeframes made it necessary to consider what measures were realistically implementable within the set period of time (I33, I36, I41). This was perceived in part as challenging for efficient implementation (I32 and I43).

**It cannot be conclusively assessed to what extent disbursements in the form of core contributions or earmarked contributions to multilateral organisations enable a more efficient response.** Within the CSP, more funding was disbursed to multilateral organisations in the form of core contributions (29 per cent) than with soft earmarking (23 per cent) or hard earmarking (36 per cent). A portion of the core contributions was allocated with soft earmarking that stipulated its use for measures within the context of the COVID-19 pandemic. Some of the multilateral organisations highlighted that core contributions enable a more flexible response to the crisis (MOPAN, 2021; OECD, 2020b). The OECD's synthesis study likewise points out that, in international evaluations, contributions to CSOs and multilateral organisations without earmarking were highlighted as enabling a flexible COVID-19 response (Schwensen und Scheibel Smed, 2023). The findings of the country survey cannot unequivocally confirm that core

contributions enable a conclusively more flexible response than other funding modalities (see Table 19 in the Annexes). However, these findings are limited in their meaningfulness due to the low number of survey respondents, and do not enable any clear conclusions.

#### Conclusion regarding the efficiency of the CSP

- The suitability of the interaction of the utilised distribution channels for an efficient crisis response is rated as **mostly fulfilled (Benchmark 4.1.1)**. However, the findings also show that, in particular in the context of the COVID-19 pandemic and crisis, little evidence has been gained so far validating the economic efficiency of the distribution channels.
- The suitability of the most broadly used distribution modalities for economically efficient crisis response, such as grants and in-kind goods, is rated as **fulfilled (Benchmark 4.1.2)**.
- The economic efficiency of the most broadly used instruments at target group level, such as cash transfers and WASH measures, **cannot be conclusively rated**, as the evidence available is insufficient for this purpose (**Benchmark 4.1.3**).
- The timeliness of receipt of the CSP funding is rated as **fulfilled**. It is evident from the case studies that the disbursement of funding began at an early point in time; project managers predominantly assessed the funding disbursement to be timely (**Benchmark 4.2.1**).
- The timeliness of implementation of the CSP measures is rated as **fulfilled**. In the case study countries, efforts to implement the CSP measures began quickly, such that the first beneficiaries were swiftly reached (**Benchmark 4.2.2**).

# 8.

## CONCLUSIONS AND RECOMMENDATIONS FOR FUTURE CRISES

**T**his section presents the conclusions and recommendations of the evaluation of the CSP, thereby answering evaluation question 5 on learning for future crises. First, an overview is provided of the ratings of the DAC criteria examined (Section 8.1), after which the conclusions are presented and recommendations derived (Section 8.2). This latter section is broken down according to the three levels of analysis: distribution channels, distribution modalities and instruments at target group level. Lastly, other overarching factors are examined that need to be considered in crisis situations.

### 8.1 Rating the Emergency COVID-19 Support Programme

Overall, the CSP is rated positively in this evaluation in terms of its relevance, coherence, effectiveness and efficiency. Hence, the programme in principle was suited to contribute to containing the COVID-19 pandemic and mitigating its socio-economic consequences in the German partner countries. In particular the effectiveness and timeliness of the CSP in the case study countries are rated positively in this evaluation. However, need for improvement was identified with regard to various criteria. Figure 19 charts the assessments of all DAC criteria and their sub-aspects according to the defined rating scale. These ratings are subsequently briefly explained.

**Figure 19 Rating the Emergency COVID-19 Support Programme**

Criterion	Analysis aspect	Rating	
		missed	exceeded
Relevance	Relevant distribution channels	mostly fulfilled	
	Relevant distribution modalities	fulfilled	
	Relevant instruments at target group level	fulfilled	
	Vulnerability and affectedness of the funding recipients	mostly fulfilled	
Coherence	Internal coherence within and between the German actors	mostly fulfilled	
	External coherence with international donors	mostly fulfilled	
	External coherence with programmes and structures of the partner countries	fulfilled	
Effectiveness	Level of target achievement of the measures	fulfilled	
Efficiency	Economic efficiency of the distribution channels	mostly fulfilled	
	Economic efficiency of the distribution modalities	fulfilled	
	Economic efficiency of the instruments at target group level	not assessable	
	Timeliness of funding receipt	fulfilled	
	Timeliness of implementation of the measures	fulfilled	

*Note: Some ratings can only be applied to a limited extent for the overall CSP because they do not consider all countries or all perspectives. This is the case in particular for the external coherence and the effectiveness of the CSP. Whereas the external coherence mainly captures the perspectives of German actors, the data for assessing the programme's effectiveness are based solely on the case study countries (see Sections 3 through 7).*

**While the CSP is generally rated as relevant, need for improvement is evident in terms of the distribution channels used.** This is true of the multilateral channel – the second most important one after the bilateral channel – and in particular of other distribution channels such as civil society, which played only a minor role. Although multilateral organisations contribute especially to promoting global public goods such as health protection and pandemic control, and were therefore given a prominent role to play in the COVID-19 pandemic, they were not allocated any larger share of funding in the BMZ portfolio than before the pandemic. Indeed, CSOs were actually allocated significantly less funding, although they offer particularly good access to vulnerable groups. Greater use of these channels would have increased the relevance of the CSP.

**Need for improvement is equally seen among the criteria for funding distribution to the partner countries.** In general, no formal criteria were used for the vulnerability and affectedness of the partner countries with regard to funding distribution. Rather, the countries receiving financial support were mainly ones with whom a close partnership was already established before the crisis. While this resulted on the one hand in rapid distribution of funding, it also meant on the other hand that a number of countries received funding which were merely slightly vulnerable and – measured on their number of COVID-19 cases and excess mortality rate – only lightly impacted.

**With regard to the distribution modality and the instruments at target group level, the programme's relevance is rated as fulfilled.** This results in particular from the extensive use of grants and in-kind goods as distribution modalities. At target group level, the broad usage of cash transfers is rated as particularly useful.

**With regard to coherence, needs for improvement were identified within and between the German organisations and with international organisations.** In a survey, both the internal and external coherence of the CSP measures with international actors is rated as mostly fulfilled. Interviews made evident that communication structures established within and between the BMZ and IOs namely at the

start of the pandemic were then later dissolved as the programme progressed. Despite the intensified communication with international organisations, they indicated that coordination could have been improved. In contrast, the coherence with programmes and structures of the partner countries is rated as exceedingly positive, as in many projects in the case study countries there were direct cooperation arrangements with partner organisations, and these were also rated particularly positively in the survey. Overall, the findings regarding the coherence of the CSP are meaningful only to a limited extent, as they are based almost solely on information from German organisations.

**In the case study countries, the CSP measures achieved their short- and medium-term targets, and are therefore rated as effective.** Analyses of target and actual values as well as the assessments from qualitative interviews indicate that the CSP measures achieved their targets in most cases. Few measures were unable to be implemented, often due to the dynamic development of the pandemic, which posed challenges. In two projects, surveys were conducted at target group level. The majority of the survey respondents indicated that the COVID-19 support they received had positive impacts on the overall situation in their households.

**While distribution modalities suitable for economically efficient crisis response were used, potential for improvement remains in terms of the use of distribution channels.** Civil society organisations in particular received only a minimal share of funding, although they offer advantages for achieving economic efficiency in crisis response – as do the bilateral governmental and multilateral organisations which were allocated more funding. In addition, the findings of the systematic literature analysis show that grants and in-kind goods, as two of the most broadly used distribution modalities, are suitable for responding efficiently to crises.

**Finally, the CSP measures are rated as efficient with regard to the timeliness of funding receipt and the implementation of measures in the case study countries.** Disbursement of the CSP funding began directly after the programme launch. For the

most part, the CSP measures were implemented quickly. Project managers as well as German and multilateral organisations and actors from projects in the case study countries rated both the receipt of funding and the implementation of the CSP measures as timely, while the target groups of two projects in the case study countries gave the same rating to their receipt of support.

**However, fulfilling the relevance, coherence and efficiency requirements of a crisis response programme pose conflicting objectives.** In terms of relevance, there is a conflict between timely distribution of funding and systematic distribution according to the vulnerability and affectedness of the partner countries. Funding within the CSP was distributed for the most part via existing partnerships in order to ensure rapid disbursement of resources. There were no formally defined criteria in place for allocating funding according to the vulnerability and affectedness of the countries. Whereas a systematic procedure for capturing the data for these two criteria could reduce the speed of funding distribution, it could simultaneously increase the programme's relevance by allocating funding to highly vulnerable and impacted countries. Moreover, a rapid crisis response can also conflict with achieving the most coherent crisis response possible. Coordination processes can lengthen the timeframe until funding flows or resources are implemented. This evaluation likewise finds itself in a balancing act of conflicting priorities with regard to grading the evaluation findings. On the one hand, crisis response programmes should be implemented as swiftly as possible, while on the other hand they must be as needs-oriented and coherent as possible in their design. The evaluation team developed its recommendations against this backdrop.

## 8.2 Conclusions and recommendations

Presented below are conclusions and recommendations for future crises gained from the findings of the CSP evaluation to answer the fifth evaluation question. Overall, the evaluation paints a positive picture of the CSP. At the same time, many of the positive results cannot be attributed to any overarching systematic management of the programme.

Therefore, in order to make sure that similarly successful responses are achieved in future crises, active steering of the programme needs to be ensured. These findings should be used to initiate changes.

**The COVID-19 pandemic and the CSP can be characterised by various specific aspects that also influence the transferability of the lessons learned to future crises.** The pandemic was characterised primarily by its global impacts on people's health and healthcare systems as well as by its wide-reaching global economic and socio-economic consequences. In addition, containment and prevention measures such as lockdowns and social distancing rules restricted mobility. At the time, the CSP was designed to be able to respond quickly. The objective was to provide short- and medium-term support for containing the pandemic and mitigating its consequences. The findings of this evaluation also make clear that much of the programme was able to build on existing structures and established partnerships of German DC.

**The more similar any future crisis and crisis response programme are to the COVID-19 pandemic and the CSP, the more likely it is that the elaborated recommendations are applicable** (see Box 3). At the same time, the extent to which adjustments of the recommended actions are needed due to specific given circumstances should always be thoroughly reviewed in future crises. As this evaluation does not include any comprehensive comparison of multiple diverse crises, it cannot be assessed to what extent the findings are transferable for example to types of crises caused by humans, such as armed conflicts. The same applies for crises and any crisis response with a long time horizon, particularly if the objective is to establish structures in the partner country. Moreover, restrictions arise as well from crises in which systems and structures in the partner country are impeded or destroyed.



### Box 3 Characteristics of crises of a similar nature

It can be assumed that the lessons learned from this evaluation will be largely transferable for crises with the following characteristics:

- Type of crisis: pandemics/epidemics and other natural disasters (such as droughts, storms or earthquakes)
- Geographical scope: particularly global and regional crises and crisis responses that are not limited to a local scope
- Time dimension: unforeseen or sudden onset of the crisis, and a limited duration of both the crisis and the crisis response programme
- Impacts: health and/or socio-economic consequences
- DC and partner country structures can be used for the crisis response
- Possible restrictions of mobility due to the crisis or the crisis response
- Objective of the crisis response: providing short- to medium-term support to mitigate negative impacts (no structure-building transitional development assistance)

### Planning and launching of a crisis response programme

The CSP was set up by the BMZ with the support of a crisis committee. Structures for controlling the crisis were established in the IOs as well, and contact persons appointed for themes related to the COVID-19 pandemic. Beyond that, however, there was no active steering of the CSP. The structures created at the outset were dissolved once the programme had ended. Monitoring was focused primarily on the distribution of funding according to thematic areas, region or budget titles.

There was neither any systematic concurrent monitoring and assessment nor any subsequent overarching examination of either the lessons learned and impacts or the sustainability of the overall programme.<sup>26</sup> As another result, once the CSP had run its course there was no consistent contact person in place at the BMZ for this evaluation. The extent to which the findings of this evaluation will be systematically incorporated into any future crisis planning is therefore unclear.

### Recommendation 1

**For a future global crisis of a similar extent, the BMZ should appoint a specific office to be responsible for institutionally anchoring a crisis response programme, and for incorporating and making available the insights gained from internal and external learning and assessment processes.** The appointed office should be responsible for implementing preparatory measures to be applied in the event of a future crisis. In particular, when setting up any future crisis response programme, it should be defined who is responsible for its planning, steering and subsequent evaluation.

### Suggestion for implementation

- To put measures on record in a suitable form, the responsible office could develop a crisis management plan. This management plan could provide for the formation of a crisis team that supports and steers the programme over its entire course and subsequently evaluates it. This management plan could, for example, specify the composition, timeframe and activities for the crisis team along with other framework conditions as appropriate.

### Recommendation 2

**The BMZ, KfW and GIZ should ensure the organisation's internal learning from the CSP. GIZ and KfW should furthermore conduct analyses of the impact and sustainability of measures implemented under the CSP (at the outcome and impact level).** The BMZ should also review what lessons can be drawn for future crises from the designing and procedural implementation of the CSP. These insights can be added to and build on the findings of this evaluation. Such knowledge could enable assessment of the programme's impact and contribute to learning for future crises.

<sup>26</sup> GIZ was the only other organisation to conduct a strategic evaluation of its COVID-19 response in parallel with this evaluation.

### Distribution channels

Multilateral organisations were important cooperation partners in the crisis, and the cooperation with them strengthened the relevance, effectiveness and efficiency of the CSP. This was particularly true where a prior cooperation arrangement with the organisations was already in place on which the German actors could build. Multilateral organisations can make a significant contribution to global public goods (for example for controlling a pandemic). The procurement of in-kind goods via multilateral organisations was observed to be beneficial in the crisis for effectively and efficiently implementing the CSP measures.

**Governmental agencies in the partner countries and international or local civil society organisations had contacts**

and possessed knowledge of local processes which proved decisive to implement measures in response to the crisis. The implementation or close coordination with local governmental partners ensured that the measures were implemented effectively and efficiently, and were coherent with the approaches of the partners and other donors. International and local CSOs, with their knowledge of local needs and close proximity to the population, contributed to enhancing the relevance and effectiveness of the CSP measures. Yet, despite these advantages, only a small portion of the CSP funding (less than 2 per cent) was directly allocated to CSOs, which may have hampered efforts to reach vulnerable groups. Moreover, that share is less than that of CSOs in the BMZ overall portfolio prior to the crisis (9 per cent).

#### Recommendation 3 (relevance, coherence, effectiveness and efficiency)

In future crises of a similar nature, the BMZ and IOs should rely on a mix of diverse distribution channels like the CSP did, but review whether a more extensive integration of CSOs is possible. This means that high shares of the funding should be allocated directly to multilateral organisations – as was done in the CSP. With regard to CSOs it should be examined to what extent German and international civil society organisations can be more included in crisis responses. If obstacles to cooperation with CSOs exist, crisis response mechanisms and procedures should be developed or expanded to enable larger direct allocations to international CSOs. Moreover, large shares of the funding in crises should also be passed on to civil society organisations and governmental organisations in the partner countries. In preparation for future crises, the BMZ should rely in general on partnerships with a wide range of actors in its DC activities.

### Distribution modalities

Grants emerged as a relevant and efficient distribution modality in the crisis, and accounted for a large share of the CSP funding. In contrast to loans, the use of grants stands out because grants do not increase the debt load of the recipient countries. FC in the CSP mainly involved

allocation of grants, and fewer loans. Yet, in TC as well, which generally expends a major share of its funding on personnel and in-kind goods, grants were disbursed to local organisations within the framework of so called financing agreements.

#### Recommendation 4 (relevance, effectiveness and efficiency)

In future crises of a similar nature, the BMZ and IOs should disburse a large share of the funding in the form of grants. Grants emerged as a relevant and efficient distribution modality in the CSP due to their advantages in terms of debt sustainability for partner countries. Hence, large shares of funding should also be dedicated to grants in future crises of a similar nature.

Among the CSP projects analysed, procurement of in-kind goods during the pandemic was particularly successful when undertaken by multilateral organisations and organisations in the partner countries. In-kind goods were primarily relevant in the field of health because such goods

were not available in adequate quantities in the respective countries, and there was high demand for the same goods worldwide. Food packages were rated by the target groups as a useful measure. It also became clear that multilateral organisations provide advantages in procuring in-kind goods

via long-term agreements. Governmental and civil society organisations in the partner countries were able to support successful procurement in times of crisis via local networks

and knowledge regarding processes. German actors in many cases would have been unable to procure these in-kind goods on their own.

### **Recommendation 5 (effectiveness)**

**In future crises of a similar nature, the BMZ and IOs should assign the procurement of in-kind goods mainly to multilateral or local organisations.** This approach was particularly successful in projects of the CSP, which is why the procurement of in-kind goods should also take place via these organisations in future crises of a similar nature.

### **Instruments at target group level**

The evaluation points out that there was possibly greater need at the target group level for measures promoting income and employment as well as education. CSP measures in the field of income and employment accounted for a large share of the CSP and were rated as very useful. Cash transfers in particular were highlighted as a relevant and effective instrument at target group level. Yet, despite the large share of funding devoted to measures promoting income and employment, the survey identified additional need in this field, in particular among vulnerable target groups. The target groups and IOs in part rated many of the health measures implemented within the CSP, such as information and awareness campaigns, as less helpful. By contrast, education measures, for which there was particular need during the pandemic, played only a minor part in the CSP.

Furthermore, the CSP funding was not systematically allocated based on the individual countries' vulnerability and affectedness, nor on the basis of target group needs. No systematic needs analyses were conducted when the programme was designed, rather, trust was placed in established partnerships. This can result in funding and resources not being deployed where they are needed most, thereby limiting the relevance of the programme. At the start of the pandemic, the focus was on distributing funding rapidly. However, as the programme advanced, funding distribution, for example for 2021, could have considered the afore-noted aspects.

### **Recommendation 6 (relevance)**

**In future crises of a similar nature, the BMZ and IOs should factor the vulnerability, affectedness and needs of the partner countries over the course of the crisis more strongly into funding distribution than was done in the CSP.** To ensure that this recommendation is implemented, the BMZ should already now develop a process for comprehensively determining how the needs of partner countries can be identified over the course of a crisis and channelled into shaping and adjusting the crisis programme. This should be done within the existing portfolio and not lead to any distribution of funding to new partners or projects. Moreover, closer coordination with other donors is imperative to prevent excessive concentration on one or more partner countries.

### **Suggestion for implementation**

- This could be done for example by developing formats for rapid needs analysis, assessing the vulnerability data or other indicators to determine the needs in a crisis.

In addition to the three levels of analysis considered above, there are other overarching factors which played a role during the pandemic and should be considered in any future crisis.

### Existing partnerships and projects

In the COVID-19 pandemic, the building on existing partnerships and projects promoted the coherence as well as the efficiency of the measures. This was highlighted as a success

factor for the efficient implementation of the measures. At the same time, established coordination mechanisms enhanced the coherence during the crisis.

### Recommendation 7 (coherence and efficiency)

In future crises of a similar nature, the BMZ and IOs should embed response measures in existing projects and partnerships as was done in the CSP. This enabled a coherent and efficient crisis response.

### Internal and external coordination

While the coordination within the German DC and between bilateral donors and international organisations is generally rated as positive, there is potential for improvement. This means that organisations involved in German DC did not always adequately coordinate internally or with other actors of German DC. In addition, the coordination with international organisations could be improved, as the evaluation likewise

revealed. In particular, the international organisations themselves rated the coordination with them as holding potential for improvement. German organisations would likewise prioritise the coordination with international organisations and with partner governments in future crises. The coordination mechanisms that were already in place before the onset of the crisis played an important role in supporting the coherence.

### Recommendation 8 (coherence)

In future crises of a similar nature, the BMZ and IOs should focus even more closely on the internal and external coherence of the crisis programme than they did in the CSP. Good coordination with the partner countries and other international donors should be prioritised, while simultaneously paying attention to achieving good agreement within and between the German organisations. In preparing for future crises, the BMZ and IOs should intensify their efforts regarding a coherent internal and external response.

### Suggestions for improvement

- The BMZ and IOs could specify coordination mechanisms and information exchange formats in advance both within the German organisations as well as in the interaction among the German organisations and with other actors.
- The BMZ and the IOs could review to determine the extent to which they can already now improve coordination mechanisms at various levels, also to enable utilisation of previously established processes right from the onset of a crisis. It's important in this regard that the processes be adapted to any given crisis as needed. Coordination mechanisms at the following levels could be reviewed to ensure they are in place and functioning:
  - within the German organisations
  - between the German organisations
  - overarching between German and international organisations
  - between German organisations and the various actors within a country
  - between German organisations and the various actors within a project

9.

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10.

ANNEX

10.1 Rating scale for DEval evaluations

Table 3 Rating scale

Categories	Meaning
exceeded	The analysis aspect clearly exceeds the benchmark for the applied evaluation criterion. Findings demonstrate a result well above the benchmark.
fulfilled	The analysis aspect meets the benchmark for the applied evaluation criterion. Findings demonstrate that the benchmark is met.
mostly fulfilled	The analysis aspect meets the benchmark for the applied evaluation criterion. Findings demonstrate that the benchmark is met.
partially fulfilled	The analysis aspect partially meets the benchmark for the applied evaluation criterion. The numbers of findings demonstrating that the benchmark is met, and those demonstrating it is not, are (more or less) equal.
barely fulfilled	The analysis aspect barely meets the benchmark for the applied evaluation criterion. Findings which demonstrate that the benchmark is not met predominate.
missed	The analysis aspect does not meet the benchmark for the applied evaluation criterion. Findings demonstrate that the benchmark is not met

## 10.2 Evaluation matrix

**Table 4 Evaluation matrix**

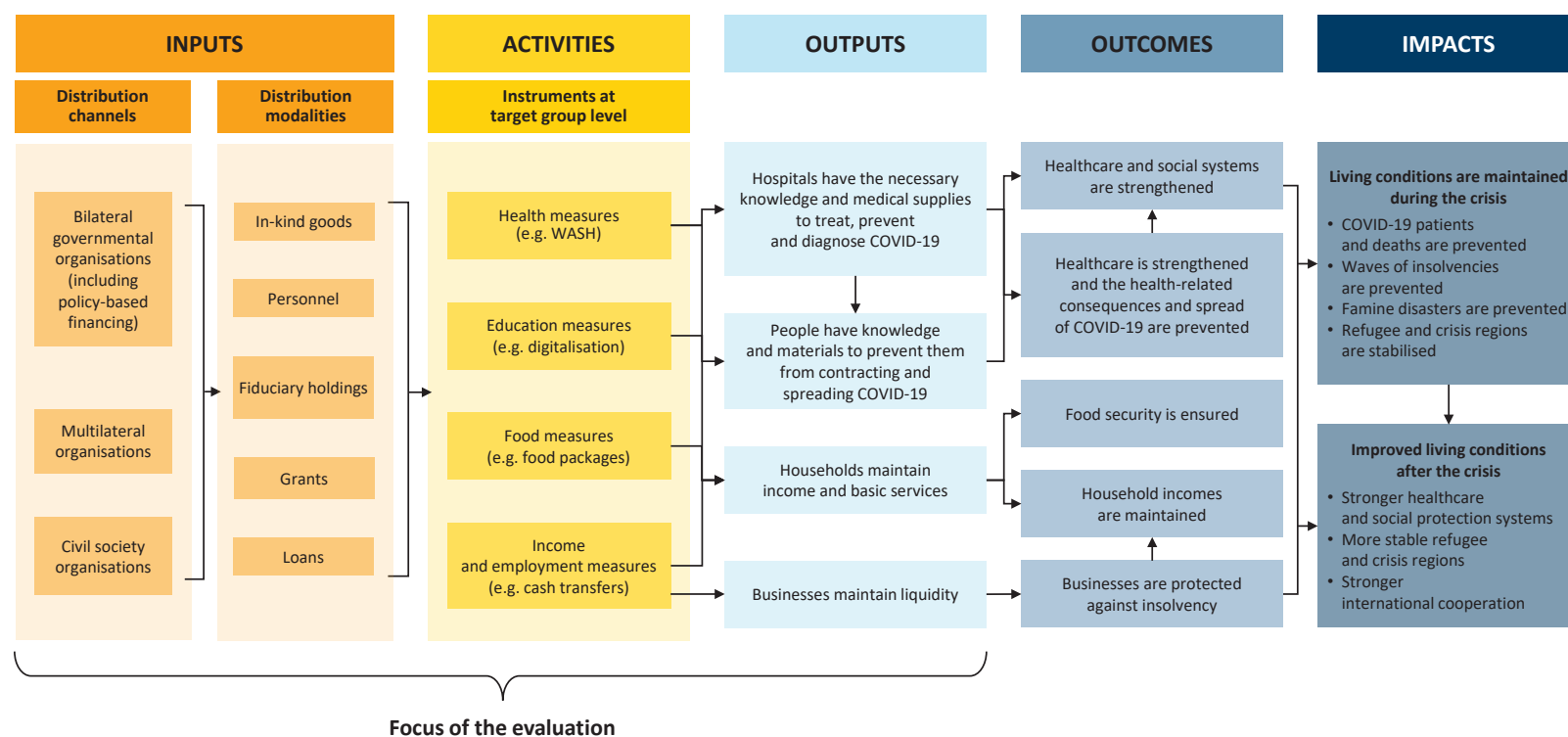
Analysis aspect	Benchmark	Criteria	Method and data source
<b>Evaluation question 1 (relevance): To what extent did the distribution channels, distribution modalities and instruments at target group level used within the CSP meet the partner countries' needs during the pandemic?</b>			
<b>Relevance of the distribution channels</b>	Benchmark 1.1 The distribution channels used within the CSP fulfilled the needs of the partner countries during the COVID-19 pandemic	# The distribution channels used within the CSP were suited to fulfil the needs of the partners by contributing to promoting global public goods and facilitating an adaptable crisis response, and assisting in reaching vulnerable population groups.	Portfolio analysis Systematic literature analysis Country survey
<b>Relevance of the distribution modality</b>	Benchmark 1.2 The distribution modalities used within the CSP fulfilled the needs of the partner countries during the COVID-19 pandemic.	# The distribution modalities used within the CSP were suited to fulfil the needs of the partners by contributing to mitigating the pandemic and its socio-economic consequences and to promoting the provision of resources in the partner countries and capacity building during the crisis.	Portfolio analysis Systematic literature analysis Country survey
<b>Relevance of the instruments at target group level</b>	Benchmark 1.3 The instruments at target group level used within the CSP fulfilled the needs of the partner countries during the COVID-19 pandemic.	# The instruments used within the CSP were suited to fulfil the needs of the target groups in the partner countries by contributing to ensuring people's livelihoods, containing the occurrence of infection and securing liquidity.	Portfolio analysis Systematic literature analysis Qualitative interviews (case studies) Target group survey (case studies)
<b>Vulnerability and affectedness of the recipient countries</b>	Benchmark 1.4 The CSP funding was aimed at countries that had already been graded as vulnerable to crises prior to the pandemic, and at countries severely affected during the pandemic in terms of health and economic aspects.	# The CSP funding reached countries that had already been graded as vulnerable to crises prior to the pandemic. # The CSP funding reached countries impacted during the pandemic by a particularly high level of affectedness in terms of economic aspects (measured by GDP) and health (measured by the number of COVID-19 cases and the excess mortality).	Portfolio analysis Secondary data (INFORM Risk Index, change to the GDP per capita, COVID-19 case and mortality figures) Qualitative interviews
<b>Evaluation question 2 (coherence): How coherent was the interaction of the actors within the CSP among one another and with other national and international actors during the pandemic?</b>			
<b>Internal coherence of German organisations</b>	Benchmark 2.1 Throughout the pandemic, German organisations coordinated within its own organisation and with other German organisations.	# The COVID-19 response was coordinated within the German organisations. # The coordination of the COVID-19 response within the German organisations is rated as coherent. # The COVID-19 response was coordinated between the individual German organisations. # The coordination between the German organisations is rated as coherent.	Qualitative interviews (case studies) Country survey Qualitative interviews (overarching)

<b>External coherence with international actors</b>	Benchmark 2.2 The German organisations coordinated with international actors during the pandemic.	# The German organisations and international actors communicated with one another on the COVID-19 response. # The communication between the German organisations and international actors on the COVID-19 response is rated as coherent.	Qualitative interviews (case studies) Country survey
<b>External coherence with programmes and structures of the partner countries</b>	Benchmark 2.3 The German organisation coordinated with programmes and structures of the partner countries during the pandemic.	# The German organisations and partner governments communicated with one another on the COVID-19 response. # The communication between the German organisations and partner governments on the COVID-19 response is rated as coherent. # German COVID-19 measures considered programmes and structures of the partner countries.	Qualitative interviews (case studies) Country survey
<b>Evaluation questions 3 (effectiveness): How effective was the CSP, and how did the utilised distribution channels, distribution modalities and instruments at target group level impact the effectiveness of the CSP?</b>			
<b>Effectiveness</b>	Benchmark 3.1 The objectives of the measures financed within the CSP were achieved.	# The defined target values were achieved in the case study countries.	Document study Project survey Qualitative interviews (case studies) Target group survey (case studies) Qualitative interviews (case studies) Additional literature
<b>Explorative: Impacts that the distribution channels, distribution modalities and instruments at target group level have on effectiveness</b>	<i>Explorative:</i> What influencing factors in terms of the distribution channels were particularly beneficial for target achievement of the CSP? What influencing factors in terms of the distribution modalities were particularly beneficial for target achievement of the CSP? What influencing factors in terms of the instruments at target group level were particularly beneficial for target achievement of the CSP?	<i>Explorative</i>	Qualitative interviews (case studies) Additional literature
<b>Evaluation question 4 (efficiency): How efficient was the CSP, and how did the utilised distribution channels, distribution modalities and instruments at target group level impact the efficiency of the CSP?</b>			
<b>Economic efficiency of the distribution channels</b>	Benchmark 4.1.1 The CSP used economically efficient distribution channels within the framework of the COVID-19 pandemic response.	# The CSP used distribution channels that enabled economically efficient crisis response.	Portfolio analysis Systematic literature analysis Qualitative interviews (case studies)

<b>Economic efficiency of the distribution modalities</b>	Benchmark 4.1.2 The CSP used economically efficient distribution modalities within the framework of the COVID-19 pandemic response.	# The distribution modalities most widely used within the CSP enabled economically efficient crisis response.	Portfolio analysis Systematic literature analysis Qualitative interviews (case studies)
<b>Economic efficiency of the instruments at target group level</b>	Benchmark 4.1.3 The CSP used economically efficient instruments at target group level within the framework of the COVID-19 pandemic response.	# The instruments at target group level most widely used within the CSP enabled economically efficient crisis response.	Portfolio analysis Systematic literature analysis Qualitative interviews (case studies)
<b>Timeliness of funding receipt</b>	Benchmark 4.2.1 The CSP funding was received at the right time to mitigate the consequences of the COVID-19 pandemic.	# The first available CSP funding was disbursed quickly. # CSP funding was disbursed throughout the pandemic. # The funding is assessed to have been received in a timely manner to respond to the COVID-19 pandemic.	Project survey Qualitative interviews (case studies)
<b>Timeliness of implementation</b>	Benchmark 4.2.2 The CSP measures were implemented at the right time to mitigate the consequences of the COVID-19 pandemic.	# The implementation of the first measures began soon after the CSP was planned and launched. # Little time passed in the projects between the receipt of CSP funding and the start of implementation of the CSP measures. # The COVID-19 measures reached the target groups in a timely manner.	Project survey Qualitative interviews (case studies) Target group survey (case studies)
<b>Explorative: Other factors that influenced the overall efficiency</b>	<i>Explorative:</i> What other factors influenced efficiency?	<i>Explorative</i>	Systematic literature analysis Qualitative interviews (case studies) Country survey
<b>Evaluation question 5 (overarching): How can the relevance, coherence, effectiveness and efficiency of crisis response programmes be strengthened in future crises?</b>			
<b>Explorative: Strengthening the relevance, coherence, effectiveness and efficiency in future crises</b>	<i>Explorative:</i> What conclusions can be drawn from the findings of answering evaluation questions 1 through 4 for future crises? What should be continued in future crises? What should be adapted to future crises?	<i>Explorative</i>	Findings from all data collections

### 10.3 Theory of change

Figure 20 Theory of change of the CSP



Source: DEval, own visualisation



## 10.4 Selecting the case studies

The selection of countries for in-depth case studies (see Section 3.2.4) was based on five selection criteria:

1. The country has received over 10 million euros of CSP funding for use in five or more projects.
2. The country falls within the partner category “Bilateral partner”, “Transformation partner” or “Reform partner” of German DC.
3. Due to the geographical focus of the CSP, the country should lie in either sub-Saharan Africa, the Middle East or North Africa.
4. The CSP portfolio in the given country was particularly diverse with respect to the utilised instruments at target group level. The portfolio furthermore contained one or more projects promoting social protection, which was an area of thematic focus of the evaluation and the CSP.
5. The CSP country portfolio contained, at minimum, bilateral and the multilateral distribution channels. Optimally, funding had also been distributed via CSOs.

Based on these selection criteria, Burkina Faso, Jordan and Lebanon were identified as relevant case study countries. These three countries are presented in the following Table 5 and in the text below in terms of their main characteristics for the CSP, state of development and their affectedness by the COVID-19 pandemic.

**Table 5 Overview of the case study countries**

Country	CSP funding volume (in mln euros)	Number of CSP projects	Mittelvolumen in Mio. Euro je Verteilungskanal
Burkina Faso	25	23	Multilateral: 6mln euros Bilateral: 19mln euros (of which 10mln euros disbursed onward to other actors) Civil society: 0
Jordan	47	32	Multilateral: 5mln euros Bilateral: 42mln euros (of which 32mln euros disbursed onward to other actors) Civil society: 0
Lebanon	144	35	Multilateral: 15mln euros Bilateral: 124mln euros (of which 20mln euros disbursed onward to other actors) Civil society: 5mln euros

Source: CSP monitoring data

Note: The CSP funding volume contains solely CSP funding for projects performed entirely within Lebanon. The number of projects comprises the number of projects supported by the CSP in the given country, including projects performed in multiple countries. The distribution channel describes what type of organisation the BMZ disbursed its funding to directly. Funding distributed to bilateral organisations is in part disbursed onward – especially by KfW – to multilateral or partner organisations.

## Brief description of the case study countries

### Burkina Faso

Burkina Faso counts among the world's LDCs (UN, 2023b). The LDC status of Burkina Faso is based on, among other factors, a very low per-capita income and its poor standing in terms of health and education indicators. This is also reflected in the country's very low standing in the United Nations' Human Development Index (HDI) (UNDP, 2022). The HDI measures the state of human development based on a combination of income, health and education factors.

Based on the number of COVID-19 cases and deaths, Burkina Faso counted among countries less severely impacted by the COVID-19 pandemic (Mathieu et al., 2020). From an economic standpoint, in 2020 the country saw a relatively minor decrease in GDP of 0.77 per cent in comparison to the global recession of 3.1 per cent (World Bank, 2023).

### Jordan

Jordan has a higher level of development in comparison to Burkina Faso. It counts among the lower middle-income countries and has a high HDI value (UNDP, 2022; World Bank, 2023).

Compared to other developing countries, Jordan recorded very high COVID-19 case and mortality rates, and hence was severely affected by the pandemic. Overall, the case rate

at the end of 2021 exceeded 10,000 infected persons per 100,000 of the general population. The mortality rate was at 123 per 100,000 population (Mathieu et al., 2020). This means that, compared to over 100 other developing countries, Jordan counted among the 30 most severely impacted countries. Moreover, Jordan's GDP declined by over 3 per cent in 2020. That figure roughly corresponds to the average decline worldwide (World Bank, 2023).

### Lebanon

The state of development in Lebanon is similar to that of Jordan. Lebanon had a high HDI value in 2021 and is likewise a country with a lower middle-income level (UNDP, 2022; World Bank, 2023). Lebanon has experienced a sharp decline in living conditions in recent years, as in 2020 it still ranked about 10 places higher in the HDI than it did subsequently.

The pandemic impacted the country with a level of severity similar to that of Jordan. At the end of 2021, the COVID-19 case rate exceeded 10,000 people per 100,000 of the general population, and the mortality rate lay at 135 per 100,000 population (Mathieu et al., 2020). Lebanon also experienced a severe economic crisis that was exacerbated even further by the pandemic. In 2020, Lebanon recorded a drop in per-capita GDP of almost 20 per cent (World Bank, 2023).

## 10.5 Additional information on data collections

**Table 6 Respondents to the country survey**

Group	Number of observations	Per cent
Bilateral organisations of the DAC countries	177	71
Partner countries	15	6
International organisations	31	12
Others (private sector, scientific and academic institutions, CSOs, etc.)	28	11
<b>Total</b>	<b>251</b>	<b>100</b>

Source: DEval, country survey

Note: Representatives of bilateral organisations in other DAC countries were also surveyed. Most of the respondents from bilateral organisations were based in Germany (129 people). The online survey was conducted between May and July 2023.

**Table 7 Respondents from German organisations to the country survey**

Organisation	Number of observations	Per cent
BMZ (country officers and economic cooperation officers)	31	24
GIZ (country directors and country managers)	55	43
KfW (office heads and country officers)	43	33
Total	129	100

Source: DEval, country survey

**Table 8 Project selection for qualitative interviews**

Country	Name	IO
Burkina Faso	Sahel Adaptive Social Protection Program (SASPP)	World Bank
	Back up Health – Global Programme Health System Strengthening	GIZ
	Prämiensubventionierung für ARC Replica Policen	KfW
	Support of national drinking water and sanitation programme (sector budget financing)	KfW
Lebanon	WHO/UNICEF: Emergency measure COVID-19 in Lebanon	KfW
	Strengthening the Influence of Palestinian Refugees on their Living Conditions (PART)	GIZ
	Support of the Lebanon Country Strategic Plan	WFP
	Social protection and resilience in the COVID-19 crisis	Oxfam
Jordan	Social protection against COVID-19-induced poverty (NAF)	KfW
	UNICEF Jordanien, No Lost Generation/Makani Center	KfW
	Transparency and media freedom. Crisis resilience in the pandemic	DW
	Strengthening the Influence of Palestinian Refugees on their Living Conditions (PART)	GIZ

Source: DEval, own compilation

**Table 9 Respondents to the project survey**

Number of projects	Total	Activities (among others) in Lebanon	Activities (among others) in Jordan	Activities (among others) in Burkina Faso
Number of projects in case study countries	72	34	29	23
Number of responses from the project survey	48	17	24	15
Share of coverage of the project survey in the number of case study projects	67 %	50 %	83 %	65 %

Source: DEval, project survey

Note: A total of 21 projects were active in more than one of the case study countries. The online survey was conducted in May and June 2023.

**Table 10** Qualitative interviews per country and stakeholder group

Country	Stakeholder group			Total
	German actors	Actors in the partner country	Multilateral and other actors	
Overarching interviews	4	0	0	4
Burkina Faso	3	1	2	6
Jordan	10	7	6	23
Lebanon	4	2	5	11
Total	21	10	13	44

Source: DEval, qualitative interviews

Note: Overarching interviews were conducted in April and May 2022, and interviews in the case study countries between February and April 2023.

A total of 70 people took part in the 44 interviews, of which 59 per cent were women.

**Table 11** Respondents to the target group survey

Country	Portion of women among the respondents	Age of the respondents	Size of household	Households with children under the age of 5	Households with children between the ages of 5 and 18
	Portion by percentage	Average	Average	Portion by percentage	Portion by percentage
Jordan	72	46.3 (9.1)	6.0 (1.8)	24	82
Lebanon	45	48.2 (14.3)	4.5 (1.8)	18	59
Total	59	47.2 (11.9)	5.3 (1.9)	21	71

Source: DEval, target group survey

Note: The average figures show the standard deviation indicated in parentheses. Target groups of one project in Jordan and one in Lebanon were surveyed. In Jordan the NAF was examined, which disburses support in the field of social protection, while in Lebanon it was the PART project of GIZ, which focused within the CSP on providing health support for Palestinian refugees. The survey was conducted in March (Jordan) and May (Lebanon) 2023.

## 10.6 Additional data analyses

**Table 12** Distribution channels of the ODA disbursements according to data of the OECD

Share of allocations to multilateral organisations in the overall portfolio	2019	2020	2021
Average of all DAC members (%)	55.1	59.7	60.5
Germany (%)	35	37.8	42.8
<b>Share of allocations to CSOs in the overall portfolio</b>			
Average of all DAC members (%)	10.1	10	10.3
Germany (%)	5.6	5.5	6.1
<b>Share of allocations to governmental organisations in the overall portfolio</b>			
Average of all DAC members (%)	23.5	24.6	26
Germany (%)	43.9	42	40.2

Source: OECD (2023b)

Note: The deviation between the OECD and MeMFIS data is due to a differing allocation of the onward-disbursed KfW funding. KfW disburses much of its funding onward to other organisations and does not implement the measures itself. In the data available for the evaluation, only an approximation can be made of the onward disbursement to multilateral organisations, which corresponds to the data of the OECD.

**Table 13** Instruments at target group level

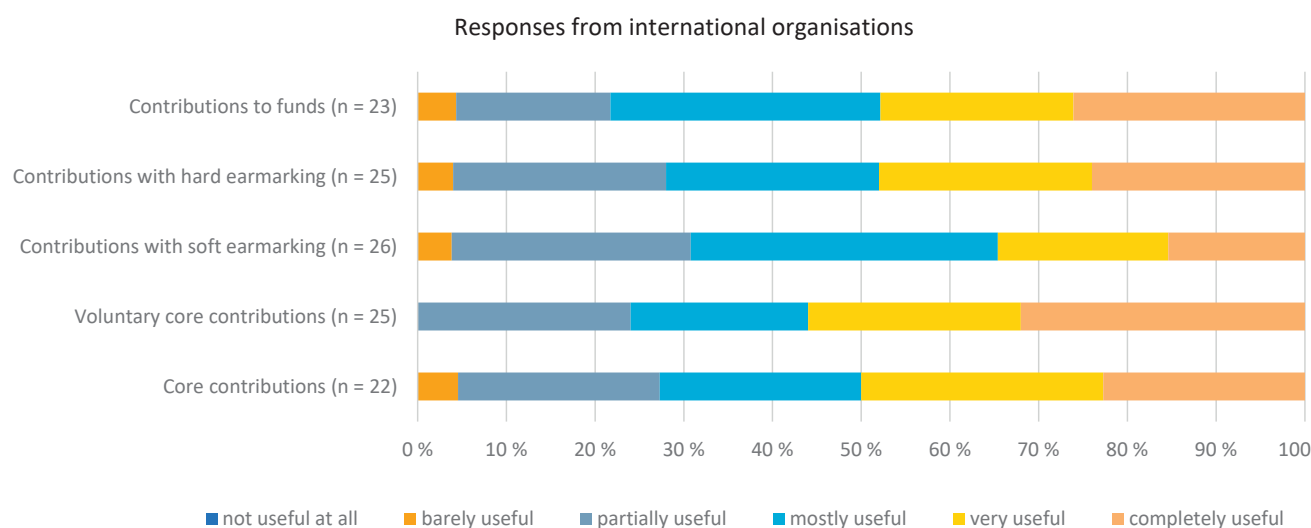
Instruments at target group level	Number of projects	Millions of euros
<b>Thematic area: Income and employment</b>		
Funds: Grant funds or loan funds for provision of grants or loans for businesses via funds or facilities	56	843
Cash transfers: Direct disbursements to households or individual persons (such as women, or workers in a particular sector)	60	304
Capacity development and advisory services for adapting to COVID-19 for companies or public organisations, e.g. for strengthening crisis management (no health training)	127	203
Salary payments such as assumption of salary payments, wage subsidies or short-time working benefits	13	180
Expanding, establishing, financing or digitalising social protection systems	15	163
Lines of credit, access to loans, loan programmes for micro, small and medium-sized enterprises	17	162
Loan guarantees, funds for loan guarantees	14	155
Offering and/or financing of basic services	19	123
Direct aid or grants to CSOs, municipality or community authorities, or businesses	36	84
Promoting employment (businesses only)	28	66
Employment measures for payment	27	55
Establishing production of goods related to COVID-19 (protective face masks, etc.)	24	51
Supporting production to ensure continued production (businesses only)	13	41
Incentive payments	3	28

Equity investments or funds for equity investments, risk capital, direct investments	2	14
Promoting trade (businesses only)	6	5
<b>Thematic area: Health</b>		
Health training and equipment: Hygiene, prevention and health measures	254	684
Improving or establishing hospital care, community health centres and healthcare infrastructure, etc.	66	328
Measures for improving, rehabilitating or building new water infrastructure, sanitation systems or waste management systems	57	164
Training and financing healthcare personnel	46	148
Healthcare treatment	17	114
Psycho-social advisory services, self-help groups, prevention, support for vulnerable and marginalised groups	29	54
Ensuring energy supply in the healthcare sector, particularly to hospitals	12	45
Measures for pandemic prevention: research, studies and data on the interaction of the entire ecosystem, on zoonoses and for preventing future pandemics, ONE HEALTH	18	27
General improvement of the healthcare system with no further details	9	11
<b>Thematic area: Food</b>		
Strategies, research and instruments for food security	13	111
Food training	10	95
Provision of means of agricultural production such as seed and fertiliser	11	61
Promoting foodstuff production	16	51
Food distribution such as food packages or school meals	22	40
<b>Thematic area: Education</b>		
Improving the range and quality of education measures	39	115
Improving or expanding school facilities	8	68
Digitalising education measures	20	28
Equipping schools	11	12
Training measures for teachers	8	12
<b>Thematic area: Information and media</b>		
Media information campaigns	15	39
Strengthening the media	12	37
Research, studies and data on COVID-19	8	5
Sharing the knowledge and experience of organisations in innovations, good practices and experiences	7	5
<b>Other thematic areas</b>		
Digitalising equipment to adjust to COVID-19 (e.g. computers, scanners and communication devices), supporting and monitoring digitalisation processes (not in the education sector)	61	75
Investments in climate protection	13	44
Training measures in environmental protection	1	0

Source: CSP monitoring data of the BMZ and IOs

Note: Projects are assigned to one or more of the categories of instruments at target group level based on the given descriptions. The number of projects with these measures can thus be precisely determined. However, the funding volume per instrument tends to be overestimated due to the fact that one project may involve multiple instruments, as the total volume of a project may possibly be assigned to an instrument multiple times.

**Figure 21 Usefulness of various contribution mechanisms**



Source: DEval, country survey

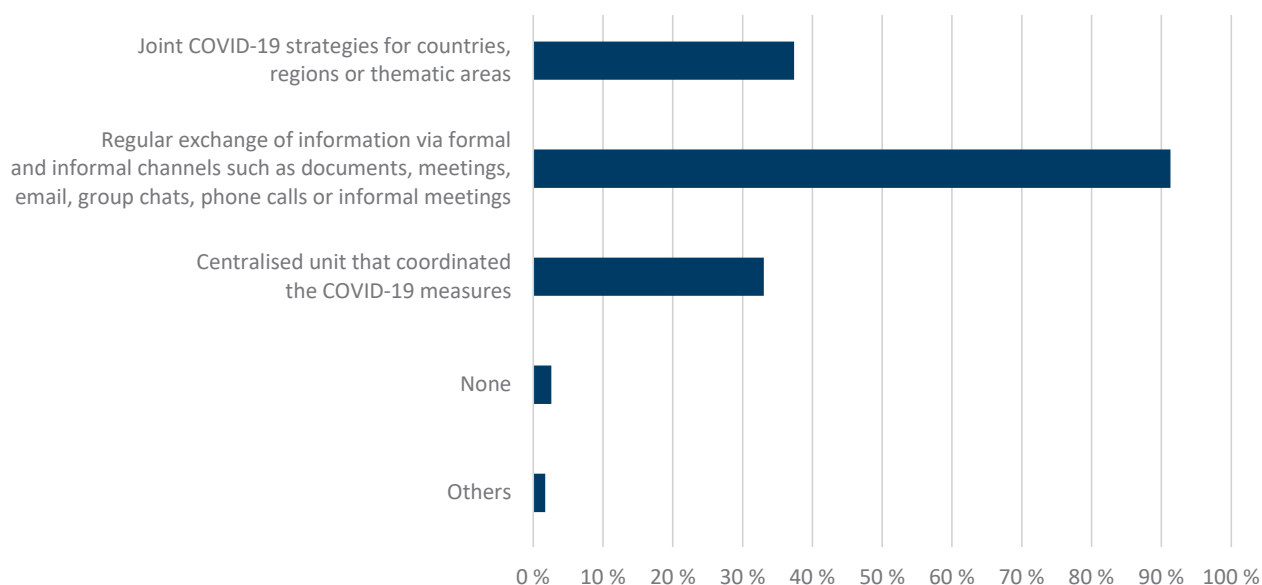
Note: Responses from staff of international organisations such as the United Nations or World Bank

**Figure 22 Main source of information for designing the COVID-19 response in partner countries**



Source: DEval, country survey

Note: Responses from staff of German organisations (the BMZ, GIZ and KfW). Identification of the two most important sources of information that influenced the designing of the COVID-19 measures. Number of observations: 123

**Figure 23 Exchange mechanisms within the German organisations**

Source: DEval, country survey

Note: Responses from staff of German organisations (the BMZ, GIZ and KfW). Possible to note multiple responses. Number of observations: 115

**Figure 24 Exchange mechanisms between the German organisations**

Source: DEval, country survey

Note: Responses from staff of German organisations (the BMZ, GIZ and KfW). Possible to note multiple responses. Number of observations: 108



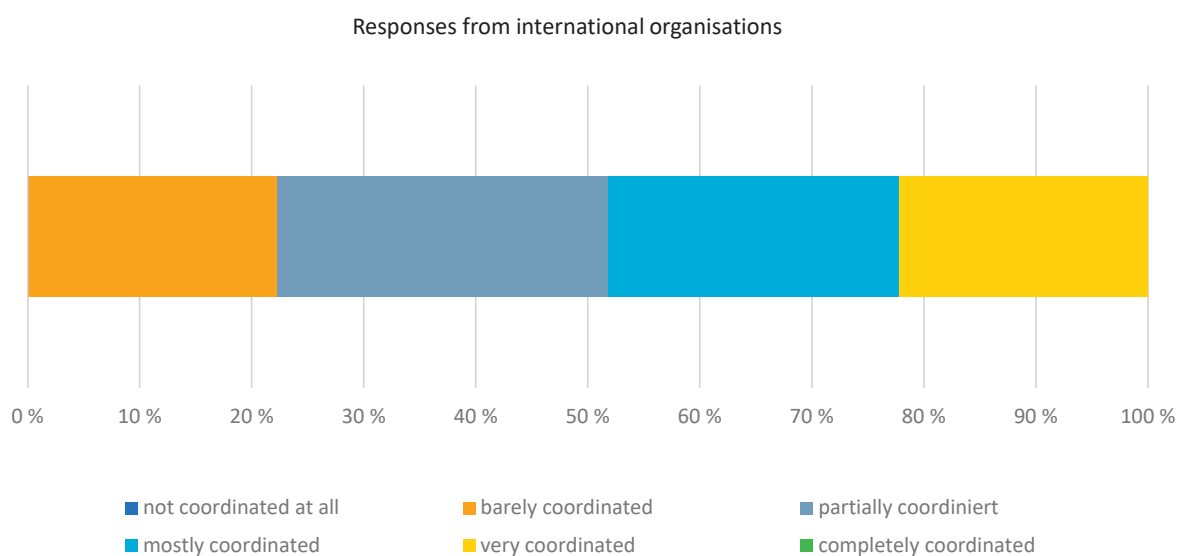
**Figure 25 Mechanisms of information exchange between German and international organisations**



Source: DEval, country survey

Note: Responses from staff of German organisations (the BMZ, GIZ and KfW). Possible to note multiple responses. Number of observations: 111

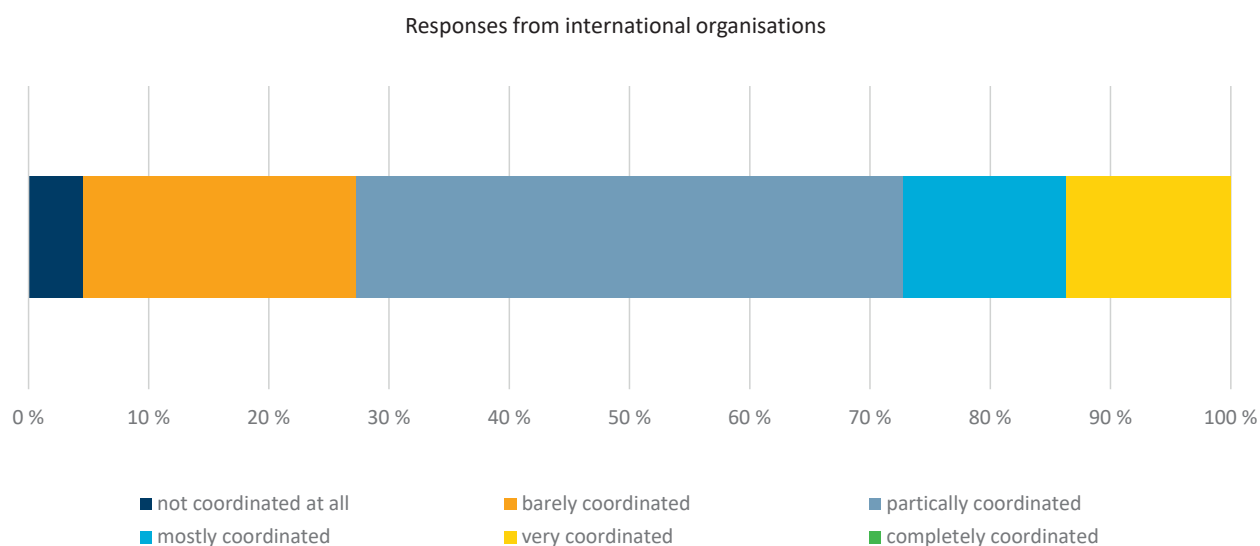
**Figure 26 Coordination between bilateral and international organisations**



Source: DEval, country survey

Note: Responses from staff of international organisations such as the United Nations or World Bank. Number of observations: 27

**Figure 27 Coordination between bilateral organisations with one another within a country**



Source: DEval, country survey

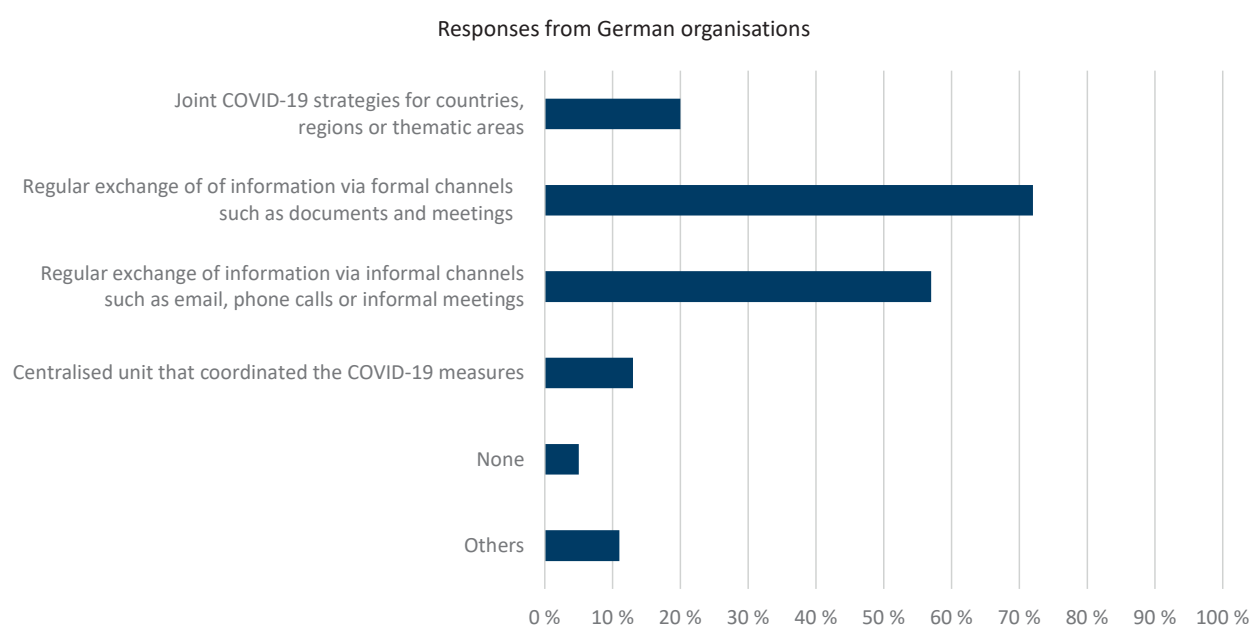
Note: Responses from staff of international organisations such as the United Nations or World Bank. Number of observations: 22

**Figure 28 Prioritising of coordination efforts in future crises**



Source: DEval, country survey

Note: Responses from staff of German organisations (the BMZ, GIZ and KfW). Possible to note multiple responses. Number of observations: 117

**Figure 29 Exchange mechanisms between German and partner organisations**

Source: DEval, country survey

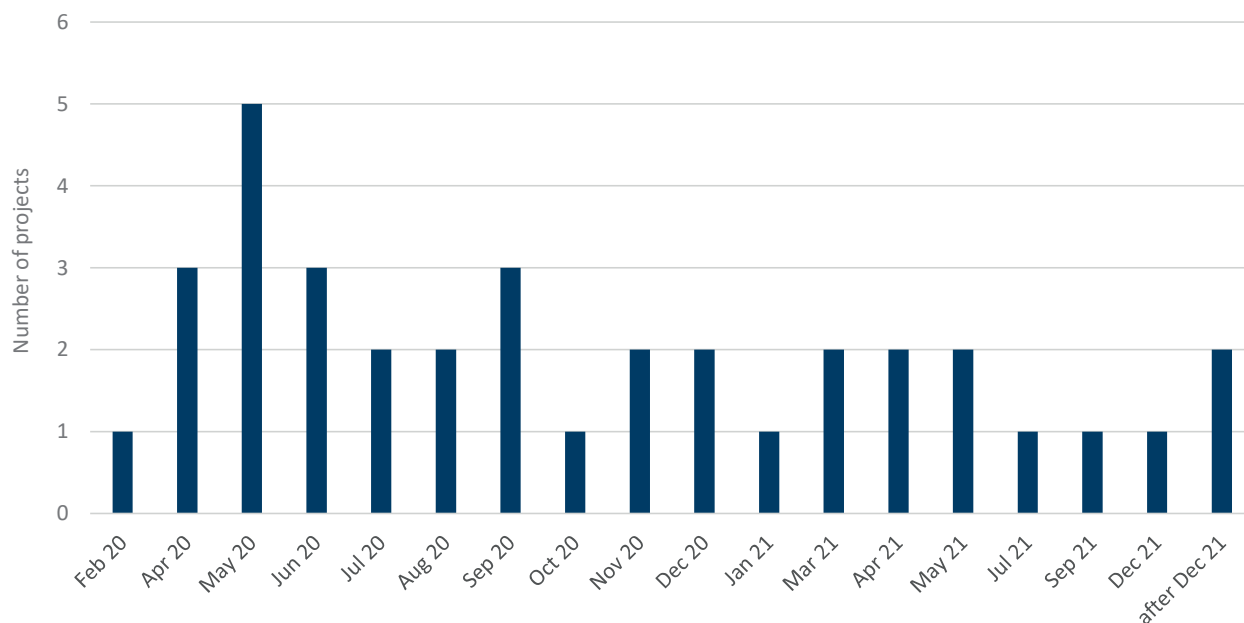
Note: Responses from staff of German organisations (the BMZ, GIZ and KfW). Possible to note multiple responses. Number of observations: 115

**Table 14 Effect of the COVID-19 measures on the socio-economic situation of the target groups**

What would the socio-economic situation of the household have been without the received support?	Total		Jordan		Lebanon	
	Number	Per cent	Number	Per cent	Number	Per cent
better	6	1	3	1	3	1
unchanged	43	9	14	5	29	14
worse	415	89	245	94	170	84
Total	464	100	262	100	202	100

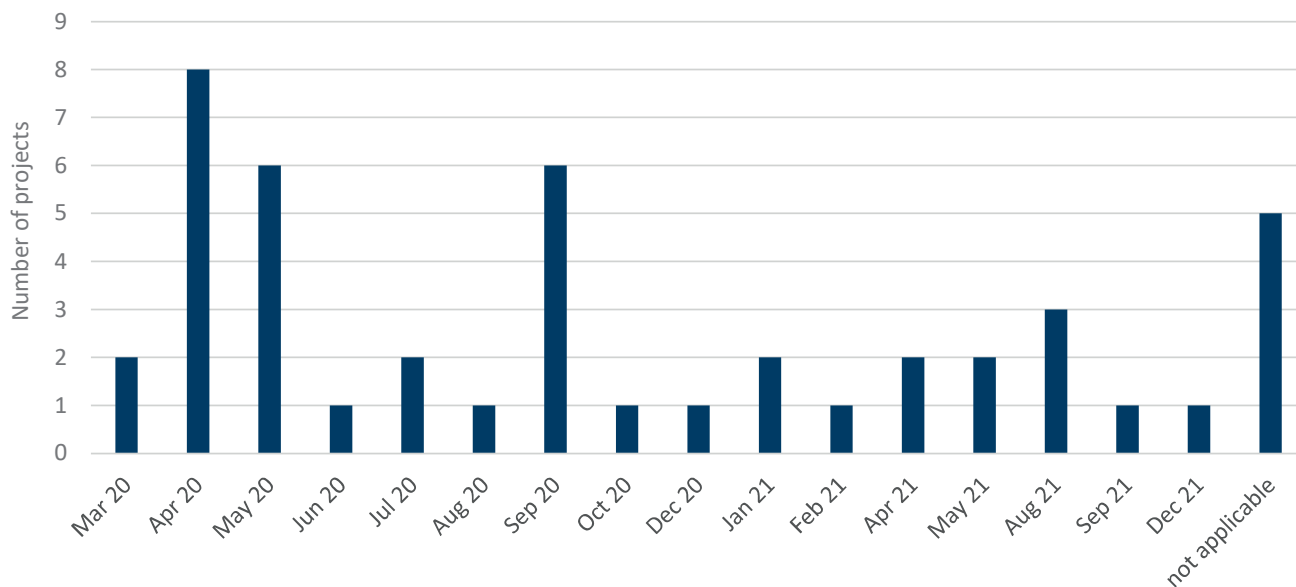
Source: DEval, target group survey

Note: In total, 534 persons were surveyed in Lebanon and Jordan. No response to the question was received from 70 of the respondents.

**Figure 30 First receipt of CSP funding in the case study countries**

Source: DEval, project survey

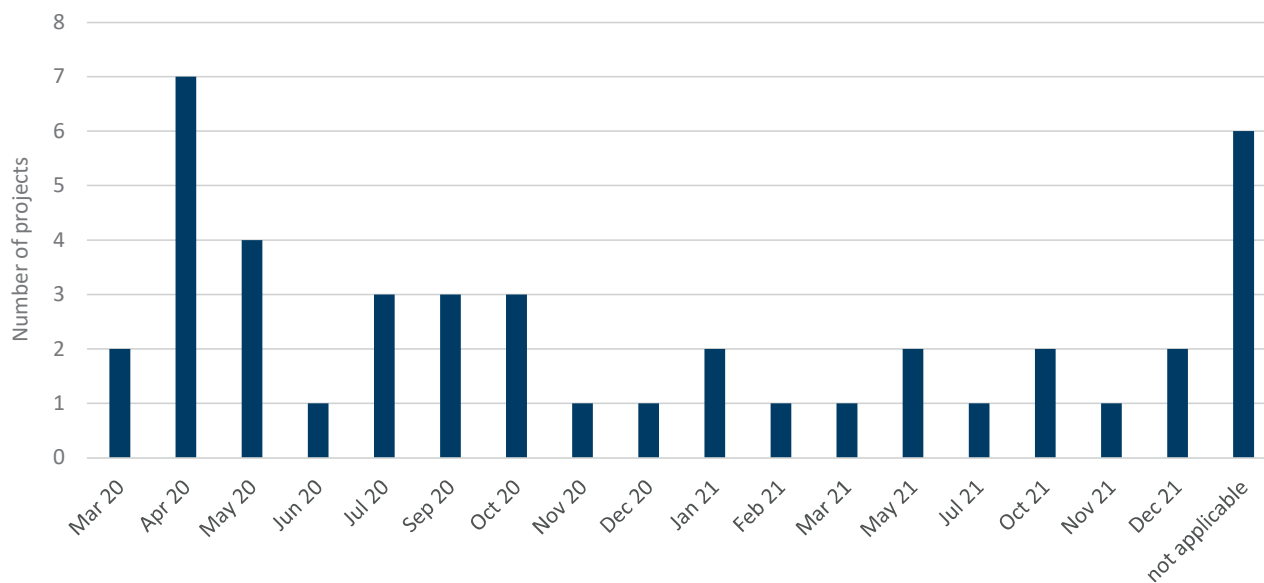
Note: Considered are the points in time at which the implementing organisations of the projects analysed received funding from the CSP for the first time, and/or existing funding for project realignment within the framework of the CSP was approved for release Number of observations: 36

**Figure 31 Start of implementation of CSP measures in the case study countries**

Source: DEval, project survey

Note: Information on the start of implementation of the CSP measures was surveyed for each project. Number of observations: 45 projects

**Figure 32 First recipients benefited from CSP measures in the case study countries**

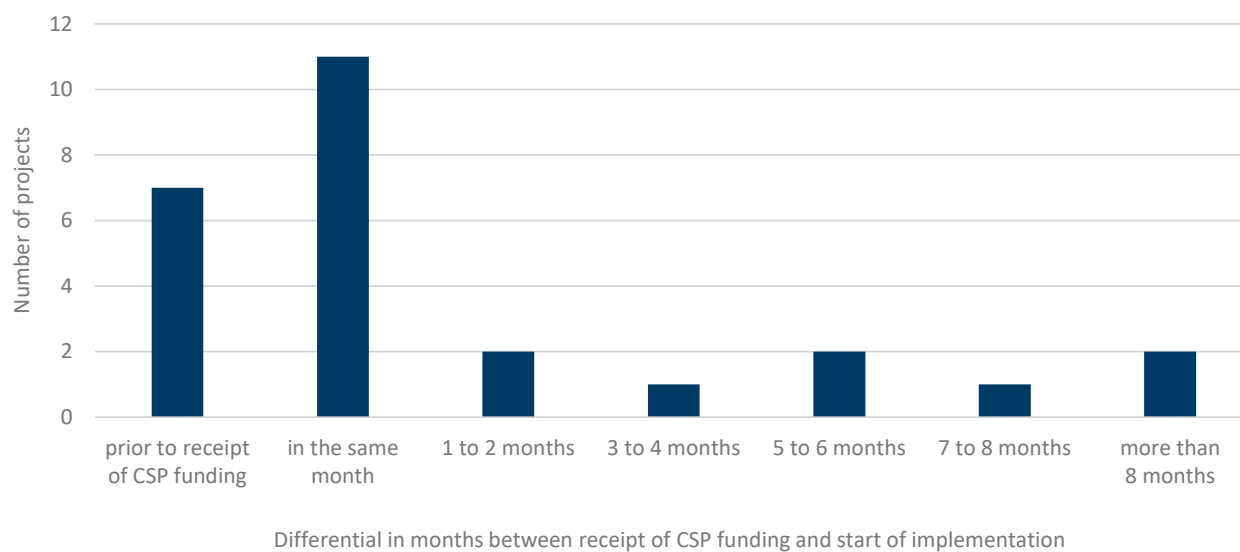


Source: DEval, project survey

Note: Information on the point in time at which the first recipients benefited through the CSP measures was surveyed for each project.

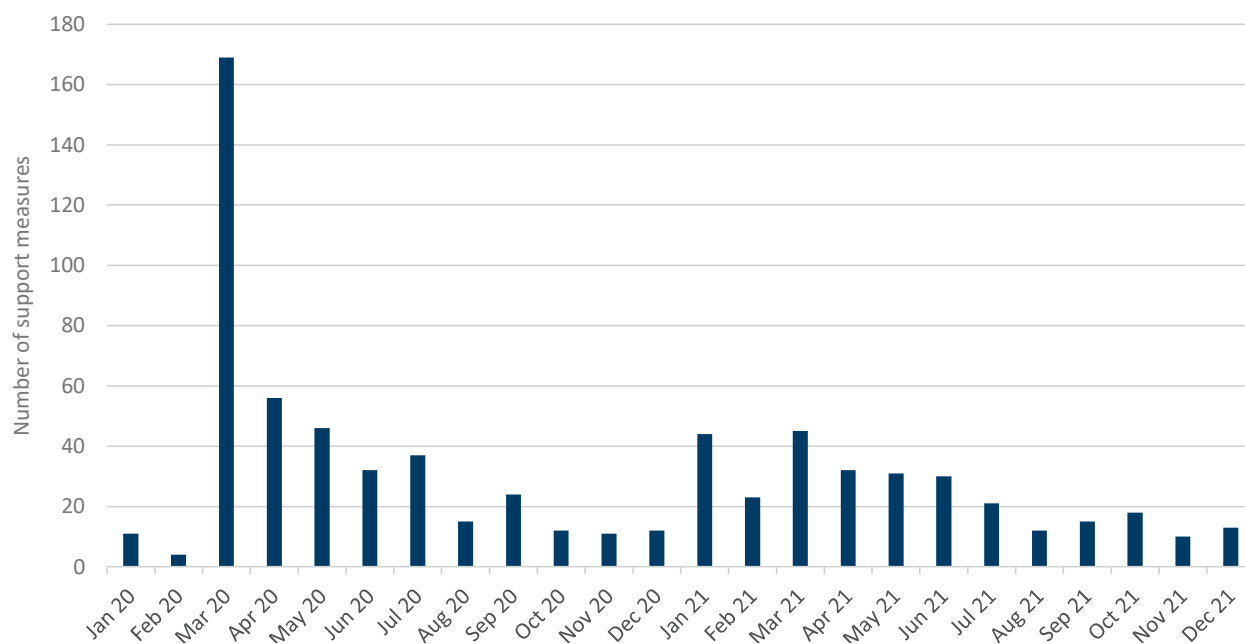
Number of observations: 43 projects

**Figure 33 Duration up to the start of implementation of CSP measures in the case study countries**



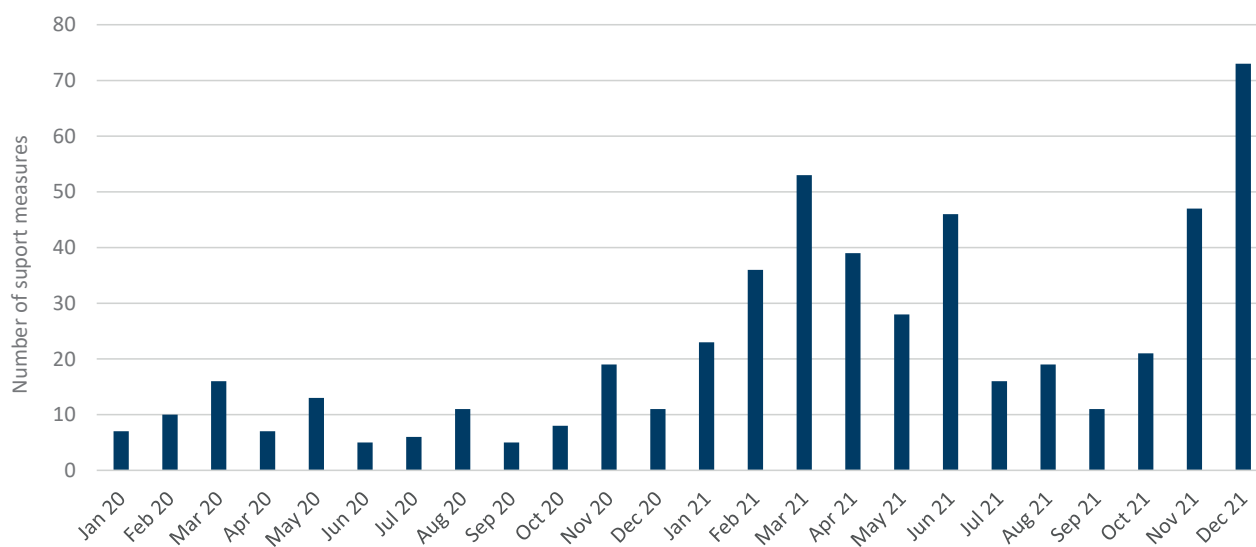
Source: DEval, project survey

Note: The duration was quantified at project level, and is derived from the differential in months between the first receipt of CSP funding until the start of implementation of the CSP measures. Number of observations: 26 projects

**Figure 34 First receipt of COVID support by target groups in Jordan**

Source: DEval, target group survey

Note: In total, 284 persons were surveyed in Jordan. The survey respondents were able to provide information on every support measure received. Number of support measures for which information was provided: 723

**Figure 35 First receipt of COVID-19 support measures by target groups in Lebanon**

Source: DEval, target group survey

Note: In total, 250 persons were surveyed in Lebanon. The survey respondents were able to provide information on every support measure received. Number of support measures for which information was provided: 530

**Table 15 Timeliness of the COVID-19 support measures for the target groups**

Were COVID-19 support measures received at the right point in time to fulfil the needs of the household?	Jordan		Lebanon		Total	
	Number	Per cent	Number	Per cent	Number	Per cent
Yes	956	91	689	87	1,645	89
No	92	9	103	13	195	11
Total	1,048	100	792	100	1,840	100

Source: DEval, target group survey

Note: In total, 534 persons were surveyed in Lebanon and Jordan. The survey respondents were able to provide information on every support measure received.

**Table 16 Preferred point in time of the target groups for receipt of the COVID-19 support measures**

If the point in time of receipt was assessed to be not fitting: what point in time would have been better?	Jordan		Lebanon		Total	
	Number	Per cent	Number	Per cent	Number	Per cent
Earlier	69	75	59	57	128	66
Later	18	20	12	12	30	15
No indication	5	5	32	31	37	19
Total	92	100	103	100	195	100

Source: DEval, target group survey

Note: In total, 534 persons were surveyed in Lebanon and Jordan. The survey respondents were able to provide information on every support measure received.

Regarding the preferred point in time, only those persons were asked who had previously indicated that the point in time of receipt had not been fitting. As a large portion of the respondents in Lebanon did not indicate any preferred point in time, this portion is also indicated in the table, in deviation from standard practice.

**Table 17 Timeliness of the COVID-19 support measures for target groups by project thematic area**

Were COVID-19 support measures received at the right point in time to fulfil the needs of the household?	Jordan		Lebanon	
	Thematic area: Income and employment		Thematic area: Health	
	Number	Per cent	Number	Per cent
Yes	276	93	583	86
No	21	7	95	14
Total	297	100	678	100

Source: DEval, target group survey

Note: In total, 534 persons were surveyed in Lebanon and Jordan. The survey respondents were able to provide information on every support measure received.

In Jordan, the target group for cash transfers of the NAF were surveyed, while in Lebanon it was the target group of the PART project of GLZ, which within the framework of the CSP promoted health support for Palestinian refugees.

**Table 18 Adaptations of procedures and processes in the case studies**

<b>Did the BMZ procedures and processes adapted to the pandemic influence the project?</b>	<b>Number</b>	<b>Per cent</b>
Yes	16	33
No	8	17
I don't know	24	50
Total	48	100

Source: DEval, project survey

Note: As half of the surveyed project managers were unable to provide any information in this regard, this portion is indicated in the table, in deviation from standard practice.

**Table 19 Flexibility of various contribution mechanisms in the pandemic**

	<b>Core contributions</b>		<b>Earmarked contributions</b>		<b>Contributions with soft earmarking</b>	
	Number	Per cent	Number	Per cent	Number	Per cent
not flexible	1	5	5	19	0	0
barely flexible	6	27	4	15	3	14
partially flexible	7	32	9	35	10	45
mostly flexible	3	14	5	19	7	32
very flexible	4	18	1	4	1	5
completely flexible	1	5	2	8	1	5
Total	22	100	26	100	22	100

Source: DEval, country survey

Note: Assessments of the flexibility of various contribution mechanisms in the pandemic are based on the information provided by the surveyed multilateral organisations



## 10.7 Evaluation schedule

Timeframe	Tasks
01/2022–08/2022	Conceptual planning and performance of the portfolio analysis
02/2022	1st Reference group meeting – Discussion of the expanded Concept Note on the portfolio analysis
09/2022	2nd Reference group meeting – Discussion of the findings of the portfolio analysis and ideas for in-depth analysis
02/2023	Publication of the Policy Briefs on the portfolio analysis
10/2022–08/2023	Conceptual planning, data collections, analysis and synthesis of the in-depth analysis
11/2022	3rd Reference group meeting – Discussion of the expanded Concept Note on the in-depth analysis
08/2023	4th Reference group meeting – Discussion of findings and initial recommendations from the in-depth analysis
09/2023–11/2023	Drafting of the evaluation report
12/2023	5th Reference group meeting – Discussion of draft report
03/2024	Dispatch of finalised evaluation report to BMZ

## 10.8 Evaluation team and contributors

Core team	Function	CRedit-Statement <sup>27</sup>
Magdalena Orth-Rempel	Senior evaluator, team leader (until August 2023)	Conceptualization, formal analysis, investigation, methodology, project administration, supervision, visualization, writing – original draft
Dr Cornelia Römling	Evaluator, team leader (starting September 2023)	Conceptualization, data curation, formal analysis, investigation, methodology, project administration, supervision, visualization, writing – original draft, writing – review & editing
Sabrina Disse	Evaluator	Conceptualization, data curation, formal analysis, investigation, methodology, validation, visualization, writing – original draft, writing – review & editing
Dr Wiebke Stein	Evaluator	Conceptualization, data curation, formal analysis, investigation, methodology, validation, visualization, writing – original draft, writing – review & editing
Janis Schnell	Evaluator (starting September 2023)	Data curation, formal analysis, investigation, methodology, validation, visualization, writing – review & editing
Hamide Bayramoglu-Fatoum	Project administrator	Project administration

Contributors	Function
Prof Dr Achim Kemmerling	External peer reviewer
Dr Tina Zintl	External peer reviewer
Dr Andreas Obser	External consultant for the literature analysis
Dr Julian Frede (evolutiq Impact Advisory)	External consultant for the efficiency analysis
Sawsan Al-Zatari	External evaluator / consultant for case studies
Mindset	External consultants for the target group survey
Dana Awad	Translator
Dr Mascha Rauschenbach	Internal peer reviewer
Dr Angela Heucher	Internal peer reviewer
Neele Harms-Kleemann	Student assistant
Giulia Navab Daneshmand	Student assistant

Responsible	
Amélie Gräfin zu Eulenburg	Head of department

<sup>27</sup> The CRedit -Statement (Contributor Roles Taxonomy, <https://credit.niso.org/>) indicates the roles of the authors of this evaluation report in the evaluation. The CRedit taxonomy distinguishes between 14 different roles to show the specific contribution of the individual authors.

German Institute for  
Development Evaluation (DEval)

Fritz-Schäffer-Straße 26  
53113 Bonn, Germany

Phone: +49 (0)228 33 69 07-0

E-mail: [info@DEval.org](mailto:info@DEval.org)  
[www.DEval.org](http://www.DEval.org)



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