Memorandum
for the DAC Peer Review of Germany, 2020/21
August 2020
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Executive Summary

Humankind faces immense global challenges: global inequalities, social conflicts, climate change, environmental degradation, violent conflicts, displacement and irregular migration, or epidemics, along with the economic and social impacts these challenges entail. Against this background, German development policy aims to help make globalisation fair and just. It is guided by the United Nations 2030 Agenda and the Paris Agreement, implementation of which is designed to enable all human beings to lead safe and dignified lives, while preserving creation. German development policy sees four key avenues for facilitating and advancing sustainable and just development:

- more effective official development cooperation
- fair trade with partner countries
- promotion of sustainable private investment
- stronger ownership and mobilisation of domestic revenues by our partner countries.

The German government is implementing the 2030 Agenda on three levels:

- together with multilateral and international actors and in alliances with other development partners
- with and in our partner countries, to enable them to achieve the goals of the 2030 Agenda in their own countries
- in Germany and Europe, in order to initiate economic and societal changes so that we can influence sustainable global development through our own actions.

To generate efficient and sustainable results we are expanding our partnerships on all three levels. This includes joint implementation and division of labour with other European and international donors in our partner countries, the close interlinkage of bi- and multilateral development cooperation, and a whole-of-government approach by Germany within the framework of international cooperation.

Trend in Germany’s ODA ratio

German policy aims to achieve the Official Development Assistance (ODA) ratio of 0.7 per cent of gross national income (GNI). The German government remains committed to achieving this target. Additional budgetary resources that become available in the period up to 2021 will be prioritised for appropriate increases in defence expenditure and ODA.

With this in mind Germany has made great efforts to increase its ODA, and following continuous increases in the last few years has been the second-largest international donor in nominal terms since 2016. In 2019 Germany’s ODA ratio was 0.6% (provisional figure), following figures of 0.61% in 2018, 0.67% in 2017 and 0.7% in 2016 (all figures include in-donor refugee costs). The decline in the ODA ratio between 2016 and 2019 is due almost exclusively to the drop in in-donor refugee costs. German ODA rose nominally from 16.2 billion euros in 2015 to 21.3 billion euros in 2019 (provisional figure). The budget for the Federal Ministry for Economic Cooperation and Development (BMZ) alone rose from 6.5 billion euros in 2015 to just over 12.4 billion euros in 2020, and has thus risen by more than 91%.

Realignment of development cooperation with Africa
Germany strategically reoriented its bilateral development cooperation with Africa in 2017, in particular through the BMZ's "Marshall Plan with Africa" (referred to below as the "Marshall Plan") and the German G20 Compact with Africa (CwA) initiative. Furthermore, new cooperation strategies have been developed with other international development partners (European Union (EU), international financial institutions and bilateral partners). The Marshall Plan supports the development vision formulated in the African Union’s Agenda 2063, and the corresponding development efforts, in three pillars: (a) economic activity, trade and employment (b) democracy and the rule of law (c) peace and security.

**Emergency COVID-19 Support Programme for developing countries**

Additionally, Germany's ongoing engagement in the health sector was swiftly redirected towards tackling the pandemic. A first emergency package to support the health sector worth around 21 million euros was already implemented in April 2020.

To address the crisis the BMZ is pursuing a comprehensive, powerful approach harmonised with our international partners that is designed to quickly ensure effective support for developing countries.

As part of the Emergency COVID-19 Support Programme, in rapid response to the crisis in 2020 the BMZ will channel up to 1.15 billion euros of budget funds into the following seven areas:

1. Health and pandemic control
2. Food security and basic food services to prevent famines
3. Stabilisation of crisis regions affected by displacement
4. Social protection and securing jobs in global supply chains
5. Additional economic support for enterprises in key industries such as textiles and tourism
6. Emergency COVID-19 support to directly finance national programmes
7. International cooperation.

Furthermore, the second supplement to the federal budget 2020, which was approved by the Cabinet on 17 June 2020 and still has to be debated in parliament, includes 1.55 billion euros for departmental budget 23 in 2020 that will enable the BMZ to address priority additional needs of developing and emerging countries through the Emergency COVID-19 Support Programme. This means that the federal budget 2020 contains around 1.55 billion euros in additional appropriations for the BMZ.

In response to the humanitarian impacts of the COVID-19-pandemic the Federal Foreign Office (AA) is also providing 517 million euros for COVID-19-related humanitarian assistance. A large proportion of these funds will be used to meet the humanitarian needs identified in the United Nations COVID-19 Global Humanitarian Response Plan (G-HRP) and the response plan of the International Red Cross and Red Crescent Movement.

**Refugees, displacement and migration**

In 2015, following the war in Syria, the increase in the number of refugees worldwide to a level not seen since the Second World War, and the arrival of asylum seekers in Germany and Europe, made the impacts of refugee movements on major host countries the focus of political attention not only in Germany, but worldwide. For the German government, mitigating the structural causes of refugee movements, displacement and irregular migration, creating prospects for refugees and internally displaced persons (IDPs), and supporting and stabilising host countries and communities in acute and protracted crises are the key priority. This is where the Humanitarian-Development-Peace (HDP) Nexus
takes on special importance. An expert committee appointed by the German government in 2019 is currently drafting recommendations for mitigating the causes of refugee movements, displacement and irregular migration.

In 2019, through its development cooperation the BMZ alone contributed 4.5 billion euros to mitigate the causes of displacement, manage crises, stabilise host regions and support both refugees in host countries and internally displaced persons (IDPs) in their respective regions of origin. This was equivalent to around half the support provided by the entire German government in this area.

**Special initiatives**

To support particular political priorities of the BMZ, since 2014 the federal budget has included dedicated items for three, and since 2018 four, special initiatives. These are:

- "ONE WORLD – No Hunger": To help achieve comprehensive and sustainable development across the entire agriculture and food sector, in 2014 the BMZ launched the special initiative "ONE WORLD – No Hunger".

- "Tackling the Root Causes of Displacement, (Re)integrating Refugees". With this special initiative the BMZ is helping to mitigate the structural and direct causes of displacement, provide development-oriented support to refugees and internally displaced persons (IDPs) and their host communities in acute and protracted crisis, and reintegrate refugees and internally displaced persons (IDPs).

- "Stability and development in the MENA region". Through this special initiative Germany is making a contribution towards stabilisation in the midst of political upheaval, and supporting countries in their respective transformation processes.

- "Training and job creation". Decent and productive jobs, sustainable enterprises and economic change play a key role in reducing poverty. This is why since 2018 the BMZ has been using its “Special Initiative on Training and Job Creation" to support German, European and African enterprises and investors in their engagement in Africa to create 100,000 jobs and 30,000 training places.

**Shaping global agendas**

In the Coalition Agreement¹ of March 2018 the Christian Democratic Union of Germany (CDU), the Christian Social Union (CSU) and the Social Democratic Party of Germany (SPD) committed themselves to both an ambitious implementation of the 2030 Agenda and the promotion of sustainable development, with these two guiding all government action. German development policy is part of the German government’s policy to tackle global challenges. The contribution of development policy to the German government’s international cooperation is delivered in close collaboration with the ministries responsible for the various policy fields, as well as with civil society actors and the private sector.

Approved by the Cabinet in January 2017, Germany’s *National Sustainable Development Strategy* is the country’s key policy instrument for implementing the 2030 Agenda. The *National Sustainable Development Strategy* was updated in 2018, and is being comprehensively revised in 2020 in order to boost implementation of the 2030 Agenda with and by Germany.

¹ See Annex 2 Coalition Agreement between CDU, CSU and SPD for the 19th Parliamentary Term. “A New Awakening for Europe – A New Dynamic for Germany – A New Solidarity for Our Country”.

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Climate

During its G7 Presidency in 2015 Germany launched key decisions and initiatives that facilitated conclusion of the Paris Agreement. In particular, Germany fleshed out its climate finance commitments by announcing in May 2015 the target of doubling its 2014 figure for official climate finance from budgetary resources to 4 billion euros per annum in 2020 (2018: 3.37 billion).

In 2017 Germany provided organisational support and significant funding for the 23rd Conference of the Parties to the UN Framework Convention on Climate Change. In so doing it enabled Fiji to become the first small island country to hold the Presidency of a Conference of Parties to the Framework Convention on Climate Change. During its G20 Presidency, in 2017 Germany also initiated key steps for G20 implementation of the Paris Agreement through the G20 Climate and Energy Action Plan for Growth and the G20 Adaptation Work Programme.

Innovation

**BMZ 2030 – New approaches in development cooperation**

Implementation of the 2030 Agenda and the global challenges requires an even more robust development policy. With its BMZ 2030 strategy for reform and change the BMZ identified proposed reforms in a participatory in-house process. It has been implementing them step-by-step since January 2020. They are designed to

- align German development cooperation even more closely with priority development goals
- increase the BMZ’s political and operational capacity to act and respond to international challenges
- ensure that funds are deployed even more strategically and effectively, and on a coordinated basis
- better pool resources within the BMZ, and improve internal cooperation and communication.

To this end the following strategic steps will be taken:

- regional focusing through the new partnerships model for bilateral official cooperation
- thematic priority-setting through the new 2030 Agenda-based thematic framework
- integration of planning and allocation by interlinking thematic, regional and multilateral perspectives
- portfolio consolidation through clear re-focussing and refining of the use of instruments
- greater effectiveness and better data management.

Digitalisation

Digitalisation is in full swing worldwide – in both industrialised and developing countries. Used correctly, digitalisation can also contribute towards greater justice. On the other hand, however, it can lead to new injustices. According to calculations of the International Telecommunication Union, one in two people worldwide still has no Internet access. Digitalisation in developing countries offers special potential and opportunities with regard to five key thematic areas (business and work; local innovation; equal opportunities; good governance and human rights; data for development). In its strategy paper “Digitalisierung für Entwicklung” [Digitalisation for Development – German only] the BMZ defines specific goals for digitalisation in German development cooperation. The BMZ thus intends to advise and support Germany’s partner countries for development cooperation on coping with the challenges of digitalisation.
Effectiveness

Germany played a key role in taking the international aid effectiveness agenda forward when co-chairing the Global Partnership for Effective Development Cooperation (GPEDC) from November 2016 to July 2019. At the operational level, through the Joint Procedural Reform for bilateral development cooperation in 2017/18 the results matrix was supplemented by the intervention logic (a visualisation of the interactions between programmes and modules). This boosted the importance of the results-based approach in planning, implementation and reporting on projects and programmes; standards such as the role, content and quantification of these instruments were defined more precisely, and a systemic orientation towards the Sustainable Development Goals (SDGs) and indicators was made standard.

Crises and humanitarian assistance

Germany's foreign, security and development policy follows the vision of sustainable peace enshrined in the United Nations (UN) 2030 Agenda for Sustainable Development. This is also laid down in the German government's Guidelines on Preventing Crises, Resolving Conflicts, Building Peace, which were adopted in 2017. The German government supports the UN's Sustaining Peace Agenda.

Funding for development cooperation activities in which peace and security is the main objective, or a significant objective, was increased from 1.3 billion euros in 2015 to over 2.5 billion euros in 2019. The budget funds deployed by the AA for crisis prevention, stabilisation and peacebuilding grew from around 275 million euros in 2015 to around 600 million euros in 2020 (target figure).

Germany more than tripled its funding for humanitarian assistance from 493 million euros in 2015 to 1.59 billion euros in 2019, and after the USA is now the second-largest bilateral donor in this sector worldwide. The German government's humanitarian assistance is bound by the humanitarian principles of humanity, impartiality, neutrality and independence. In humanitarian assistance Germany not only makes a contribution towards helping people in need, but also provides financial and conceptual inputs to help further develop the international humanitarian system.

2 Funding under all budget items, including crisis management and reconstruction, infrastructure, special initiatives and CPS
1. Global efforts for sustainable development

1.1 Efforts to support global sustainable development

German development policy helps to make globalisation fair and just, as envisaged in the 2030 Agenda, so that all human beings can lead safe and dignified lives. This is crucial, because humankind faces immense global challenges that include climate change, environmental degradation, violent conflicts, global inequalities, and displacement and irregular migration. Comprehensive responses to these key issues can only be developed jointly and within the framework of rule-based international cooperation, institutions and organisations. The 2030 Agenda with its 17 Sustainable Development Goals, and the Paris Agreement, form the guiding framework for global development and German development policy. First and foremost is the goal of eradicating extreme poverty and hunger by 2030.

Achieving the ODA ratio of 0.7 per cent remains a goal of German policy. Additional budgetary resources that become available by 2021 will be prioritised for increases in defence expenditure and ODA in equal measure.

Following continuous increases in ODA-relevant budget allocations by the German government in recent years, Germany has been the second-largest donor in nominal terms since 2016.

Germany helps identify solutions to issues affecting the global future. It also helps to shape and implement international agreements in thematic areas such as:

**The 2030 Agenda**

The German government was intensively involved in the negotiations for the post-2015 agenda, and gave an international undertaking to also actively drive implementation. At the international level Germany supports accountability as a foundational principle, a robust review mechanism and the strengthening of the High-Level Political Forum (HLPF) as the pivotal institution for reviewing the 2030 Agenda.

In this context in 2016 the German government submitted its first national report on implementation of the 2030 Agenda to the High-Level Political Forum, and presented the German measures. In doing so the German government set high standards, for instance by involving a broad range of groups from across society: civil society, the private sector and academics alike had an opportunity to comment on the report. Germany has registered to submit its second national report in 2021.

In 2015 the G7 Summit in Elmau generated key impetus for the 2030 Agenda for Sustainable Development, which the international community approved in that year. Elmau stands for clear commitments and guidelines – to decarbonise the global economy and stop the littering of the world’s oceans; to strengthen health systems and fight hunger and malnutrition; to promote self-reliance and economic participation by women; and to better implement social and environmental standards in supply chains.

In 2017 Germany assumed the G20 Presidency, and firmly placed development, climate change and sustainability issues at the top of the G20 agenda. The "Hamburg Update" which then emerged fleshed out and strengthened the Action Plan on the 2030 Agenda that had been approved in 2016 under the Chinese Presidency. Since then, an update along similar lines has been published every year.

Key themes of Germany’s G20 Presidency were the new G20 Compact with Africa (CwA) initiated by the German government, the promotion of youth employment in rural regions, and initiatives to strengthen the role of women and girls in digital education and entrepreneurship. Furthermore, a Voluntary Peer Learning Mechanism for implementation of the 2030 Agenda was initiated at G20 level.
The mechanism is designed to bring together interested countries for dialogue and sharing on challenges encountered when implementing the 2030 Agenda. The G20 and Voluntary Peer Learning Mechanism were continued under the Argentine, Japanese and Saudi Arabian presidencies.

Climate policy

Climate action is about the survival of humankind and is a development-policy priority. This is why, during its G7 Presidency in 2015, Germany launched key decisions and initiatives that facilitated conclusion of the Paris Agreement. In particular, in May 2015 Germany set an example when it fleshed out its climate finance commitments by announcing its intention to double its 2014 figure for official climate finance from budgetary resources to 4 billion euros per annum in 2020. Having reached 3.37 billion euros in 2018, Germany is well on its way to achieving this target of 4 billion euros in fiscal 2020 as planned. In addition, through the KfW Development Bank and DEG – Deutsche Investitions- und Entwicklungsgesellschaft mbH, Germany mobilises low-interest loans. As a result, in 2018 Germany contributed a total of 6.61 billion euros of official funds to international climate finance, which as in previous years made it the largest contributor in the EU.

Under German leadership, in 2015 the G7 pledged to protect a further 400 million poor and vulnerable people against the impacts of climate change by 2020. Furthermore, at the 21st Conference of the Parties to the UN Framework Convention on Climate Change (COP21) in Paris, Germany organised and presented the announcement by the G7 countries that they would be providing 10 billion US dollars to support renewable energy under the AU Africa Renewable Energy Initiative (AREI) by 2020 (German share: 3 billion euros by 2020).

In 2016 Germany, together with Morocco (which then held the Presidency at COP22) and other partners, initiated the Nationally Determined Contribution (NDC) Partnership\(^3\). Germany has provided its financial contributions of around 540 million euros for the Partnership. There are now more than 91 developing countries and 17 industrialised countries, 39 international organisations and development banks, and 27 associated members, working together in the Partnership. Over 60 countries are being supported with the ambitious design of their NDCs. The Partnership is thus promoting and accelerating implementation of the developing countries’ commitments under the Paris Agreement to reduce greenhouse gas emissions, and promoting climate-resilient development in harmony with the 2030 Agenda.

In 2017 Germany provided organisational support and significant funding for the 23rd Conference of the Parties to the UN Framework Convention on Climate Change (COP23) in Bonn. This enabled Fiji to become the first small island country to hold a COP Presidency. During its G20 Presidency, in 2017 Germany also initiated key steps for G20 implementation of the Paris Agreement in line with the SDGs through the G20 Climate and Energy Action Plan for Growth. The G20 thus advocated swifter access to more affordable, more reliable, more sustainable and more modern energy in Africa, the Asia-Pacific region and in other regions, and decided to design an adaptation work programme.

Building on the G7 initiative (see above), during its G20 Presidency in 2017 Germany – together with the then Ethiopian Presidency of the Vulnerable Twenty Group – launched the InsuResilience Global Partnership for Climate and Disaster Risk Finance and Insurance Solutions\(^4\). Today 83 members including countries from the G20 and the Vulnerable Twenty Group, academia, international organisations, civil society and the private sector are strengthening the resilience of the poorest and most vulnerable population groups in developing countries against extreme weather events. Germany is the largest

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3 NDC Partnership: [http://ndcpartnership.org/](http://ndcpartnership.org/)
4 [https://www.insuresilience.org/](https://www.insuresilience.org/)
supporter with 550 million euros. The continuation of the partnership with Vision 2025, which aims to protect 500 million of the poorest and most vulnerable people, is one of the initiatives singled out in the Report of the UN Secretary-General on the UN Climate Action Summit in 2019.

By the time the Green Climate Fund was replenished in 2019 Germany had assumed leadership, and in December 2018 had already announced that it would be doubling its contribution to 1.5 billion euros from the BMZ budget. This leadership contributed to a first successful replenishment of the Green Climate Fund (9.8 billion US dollars) and sent an important signal for successful negotiation of the Paris Agreement in Katowice.

Global health

Universal health coverage, global health security and universal access to sexual and reproductive health and rights are a German development-policy priority, addressed primarily through multilateral instruments.

Germany is the third-largest official donor for health, providing some 1 billion euros in ODA every year. In particular, Germany has stepped up its support for multilateral actors in the health sector by contributing a total of 850 million euros (2017-2019) and pledging 1 billion euros (2020-2022) for the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM), as well as contributing 600 million euros (2016-2020) for Gavi, the Vaccine Alliance. To improve the global response to health risks, Germany is also providing further multilateral support of 35 million euros (2020) for the Global Polio Eradication Initiative (GPEI) plus 50 million euros (2020-2021) for the Global Financing Facility (GFF).

Germany’s Federal Chancellor Angela Merkel, Norway’s Prime Minister Erna Solberg and Ghana’s President Nana Addo Dankwa Akufo-Addo initiated the Global Action Plan for Healthy Lives and Well-being for All, which is coordinated by the World Health Organization. The Action Plan envisages twelve international organisations improving their coordination on the ground and with partners in order to make their interventions more efficient.5

During the COVID-10 pandemic the BMZ has supported partner countries with emergency measures delivered through bilateral and multilateral channels. The German Epidemic Preparedness Team, which was established in 2015, provides partner countries with rapid and flexible support to prepare for and respond to disease outbreaks.

COVID-19, Ebola fever and the majority of neglected tropical diseases (NTDs) are examples of infectious diseases that occur in the animal kingdom and can be transmitted to humans (zoonoses) and cause epidemics. The complex interrelationships between human and veterinary medicine, and environmental factors, are subsumed under the term "One Health" (One World, One Health). The BMZ 2030 reform strategy identifies "Health, pandemic response and the One Health Approach" as an initiative area. German development cooperation will promote the One Health approach in particular by:

1. improving epidemic/pandemic prevention by strengthening human and veterinary services, in conjunction with improved surveillance and preventive measures such as hygiene and water supply and sanitation
2. combating neglected tropical diseases, particularly with respect to food and water-associated diseases (zoonoses)

5 https://www.who.int/sdg/global-action-plan
3. preventing and reducing antibiotic resistance through the responsible management of medicines and reduction of water discharge.

International aid effectiveness agenda

Germany played a key role in taking the international aid effectiveness agenda forward when co-chairing the GPEDC from November 2016 to 2019 – thanks also to the exemplary support provided by the UNDP-OECD Support Team. Specifically, Germany firmly established the systematic alignment of all GPEDC activities with the 2030 Agenda, the further development of global monitoring, the promotion of knowledge management and knowledge sharing within the GPEDC, implementation of the aid effectiveness principles at the level of partner countries, and closer cooperation with the private sector based on the *Kampala Principles on Effective Private Sector Engagement*. Germany was also able to secure the participation of civil society, foundations, the private sector, trade unions, and municipal and parliamentary representatives.

Through its involvement in the UN Development Cooperation Forum (DCF) – the German government is a member of the DCF Advisory Group – the German government is working to help make international development cooperation more transparent and effective, particularly through dialogue with new donors.

**Political priorities for global engagement and leadership:**

**Realignment of development cooperation with Africa**

In 2017, Germany strategically reoriented its bilateral development cooperation with Africa, in particular through the BMZ's "Marshall Plan with Africa" (referred to below as the "Marshall Plan") and the G20 CwA (see above).

The Marshall Plan supports the development vision formulated in the AU's Agenda 2063, and the corresponding development efforts, in three pillars: (a) economic activity, trade and employment (b) democracy and the rule of law (c) peace and security.

The new dimension of cooperation is based on the following principles:

- Promoting investment in training and jobs for young people in Africa: ODA will serve as a catalyst for sustainable private investment and self-sustaining economic growth, in order to create long-term employment in Africa.
- Promoting and calling for reforms: The Marshall Plan and the reform strategy are designed to support the AU’s Agenda 2063 and initiate a paradigm shift in development cooperation with Africa: Partnership will be based on mutual obligations with a focus on reforms and our partners' own contributions, particularly to improve conditions for investment.

As a cornerstone of the Marshall Plan the BMZ is expanding its support for the foundations of sustainable development in four areas: (a) food and agriculture; (b) climate change mitigation/adaptation, protecting natural resources; (c) energy and infrastructure; (d) health, education and social protection. Germany will honour its commitment to the poorest of the poor and to the principle of leaving no one behind.

During Germany's G20 Presidency in 2017, the German government also placed this realignment of development cooperation with Africa in a broader framework by introducing it in order to strengthen its CwA initiative. Through multilateral coordination, the CwA aims to improve macroeconomic, business and financial market frameworks in reform-oriented African countries in order to attract more
private investment. Twelve countries have so far joined the initiative: Benin, Burkina Faso, Côte d’Ivoire, Egypt, Ethiopia, Ghana, Guinea, Morocco, Rwanda, Senegal, Togo and Tunisia.

Through Federal Chancellor Angela Merkel’s invitations to CwA conferences for heads of state and government in Berlin in October 2018 and November 2019, Germany sent a clear political signal at the top level that this initiative would continue to be implemented.

Through its bilateral partnerships for reform, Germany is making its own key contribution to the CwA initiative. With selected CwA countries (Côte d’Ivoire, Ethiopia, Ghana, Morocco, Senegal and Tunisia), reform partnerships were agreed as a new cooperation model designed to systematically support pro-reform elements and processes in these countries. The model offers partners additional support for implementing additional reforms, with disbursements tied to reforms. Since 2017 more than 2 billion euros have been pledged for these reform partnerships, particularly in order to boost incentives for reforms in important sectors of the economy. To complement the ongoing cooperation portfolio the reform partner countries receive support through targeted Technical Cooperation (TC) programmes, for instance under the Good Governance Initiative or the Special Initiative on Training and Job Creation.

To support reform partner countries, Germany has entered into ambitious new cooperation strategies with international development partners (the EU, international financial institutions, the World Bank Group, the African Development Bank [AfDB] and bilateral partners). In Côte d’Ivoire, Ethiopia and Tunisia, for instance, joint financing for reform/development policy operations have been established. Incentives for reform have thus been made more effective, while at the same time reducing costs for the partner government.

A new development investment fund with a focus on Compact countries will supplement Germany’s instruments for cooperation with the private sector, and will integrate these even more closely with foreign trade promotion. The fund will be provided with resources of up to 1 billion euros by the end of the parliamentary term in 2021, and will comprise three components:

- **AfricaConnect**: 400 million euros to improve financing opportunities for German and European small and medium-sized enterprises (SMEs), and promote employment and sustainable economic growth
- **AfricaGrow**: 400 million euros to finance African small and medium-sized enterprises (SMEs) and start-ups, and especially equity and risk capital, to promote innovation, employment and sustainable economic development
- establishment of an African business network with 200 million euros to support German enterprises with information and advice on African markets, in several stages.

The German government also intends to strengthen and deepen EU-Africa relations. To this end the German government is helping to draw up a new AU-Africa strategy, conclude a post-Cotonou agreement and successfully implement the EU-Africa Summit.

Alongside this the German government has continuously expanded its instruments to promote foreign trade with Africa. In particular it has improved the terms of the state guarantee instruments (export credit guarantees and investment guarantees) in several steps, for instance by raising the percentage guaranteed (reducing the deductible for damage) and abolishing application fees for certain transactions. Furthermore, in early 2020 the Federal Ministry for Economic Affairs and Energy (BMWi) launched a new interest hedging programme for exports to Africa that makes it easier for local purchasers to finance durable capital goods in particular. With these measures the German government is promoting sustainable economic development in African countries.
The special initiative ONE WORLD – No Hunger

Since 2014 the BMZ has been using this special initiative to strengthen and focus its activities to fight hunger and malnutrition in the world and to boost sustainable agriculture. Through the special initiative alone, between 2014 and 2020 additional funding of just under 2.9 billion euros was provided. The initiative focuses its support on 16 countries where particularly large numbers of people suffer hunger and malnutrition. The BMZ increased its overall annual investment in rural development and food and nutrition security from under 1 billion euros per annum (2012) to around 1.9 billion euros (2019).

The focal areas of the initiative are: developing the green innovation centres into green innovation centres for rural development, through which 16 countries are being supported in establishing a modern and sustainable agricultural and food sector; promoting training and employment in rural areas; strengthening agricultural finance; developing sustainable and fair international agricultural supply chains; promoting an adequate and healthy diet; and sustainable fisheries. The allocation of funds is based on defined targets for various areas of intervention and on standard indicators for measuring progress. The crucial question is, in which partner country or region will an intervention most effectively solve problems, and thus help achieve a world where there is no hunger. Interventions are agreed with the lead and implementing partners in the country or region concerned, and coordinated with Germany’s other activities. Germany cooperates with a wide range of partners in countries: as well as partner-country authorities and implementing agencies, it also works with civil society organisations, multilateral and international organisations, businesses and research institutions. Here are the initial results⁶:

- Measures to tackle malnutrition are reaching 4.6 million people – most of them pregnant women, mothers and young children.
- More than 340,000 ha of cropland farmed by small farmers and pasture used by transhumant livestock farmers in six countries has been rehabilitated.
- The targets to be achieved by the 16 green innovation centres for rural development by 2025 are: a sustainable increase in productivity and income on almost 1.6 million small farms. 4.9 million people will find a job in the promoted value chains.
- By securing land rights, worldwide 500,000 farmers will be reached directly and over 2.6 million people will benefit indirectly from the improvement in institutions and procedures. Within the framework of the Network of Excellence on Land Governance in Africa (NELGA), over 1,100 professionals in Africa have received capacity development support (i.e. university training) in land governance.
- Access to agricultural finance for 400,000 small farmers.
- Engagement for a more just globalisation and the fight against hunger at the international level (G7 Elmua target of lifting 500 million people out of hunger and malnutrition by 2030, G20 2017 Initiative for Rural Youth Employment).
- Implementation of the Rural Youth Employment initiative of Germany’s G20 Presidency: creation of 1.1 million new jobs and training programmes for 5 million young people by 2022.

Refugees, displacement and migration

Mitigating the structural and the immediate causes of displacement and irregular migration, creating prospects for refugees and internally displaced persons (IDPs) in crisis regions, and providing transitional assistance and stabilisation for host countries and communities in acute and long-term crises, are key priorities of the German government. When the Global Compact on Refugees was adopted in

2018 the German government took on a prominent role, and as co-organiser of the first Global Refugee Forum in 2019 announced extensive voluntary commitments (see p. 63 and 70-71). In 2019 it also appointed an independent expert committee to draw up recommendations for the German government’s future engagement to reduce the causes of displacement and irregular migration by spring 2021.

In 2019, through its development cooperation the BMZ alone contributed 4.5 billion euros to mitigate the causes of displacement, manage crises, stabilise host regions and support both refugees in host countries and internally displaced persons (IDPs) in their respective regions of origin. This was equivalent to around half the support provided by the entire German government in this area.

The BMZ responds to crises by deploying an array of innovative approaches in the HDP Nexus. These include the special initiative on “Tackling the Root Causes of Displacement, (Re)integrating Refugees”, transitional development assistance, and the BMZ’s crisis prevention and peacebuilding instruments such as the Civil Peace Service (CPS). See sections 7A and 7B on the German government’s other instruments for fragile contexts.

In fact, the BMZ has been responding to the global refugee crisis through its special initiative “Tackling the Root Causes of Displacement, (Re)integrating Refugees” since 2014.

Specifically, the BMZ supports refugees, internally displaced persons (IDPs) and returnees, helps stabilise host regions, and reduces structural and acute causes of displacement. Measures safeguard water and electricity supply, improve health, education, income and employment, promote psychosocial care for traumatised people, and enable women’s participation, as well as reconciliation and peace.

Since 2014 the BMZ has supported around 11 million people. Concrete results include:

- Water supply and sanitation have been improved for some 4.2 million refugees, internally displaced persons (IDPs) and people in host communities – e.g. in Jordan, Ethiopia, Uganda and Ukraine. More than one million people have received improved health care; more than 120,000 people have benefited from psychosocial care.
- Since 2016 the BMZ has also been promoting refugees and needy host communities in the Middle East through cash-for-work programmes to support short- and medium-term employment. Through this "Partnership for Prospects in the Middle East", some 325,000 short-term jobs have been created since 2016.
- 370,000 people have benefited from vocational training measures, and a further 124,000 have profited from job creation measures by the special initiative on displacement.
- Primarily through the United Nations International Children’s Emergency Fund (UNICEF), every year over 1 million children in Syria and 850,000 in Nigeria are reached with school and out-of-school education interventions.
- In the affected countries and their neighbours, the BMZ’s transitional development assistance implements multisectoral projects to strengthen the resilience and capacities of people and local structures to cope with droughts or other natural disasters, as well as armed conflicts. This prevents further displacement and refugee movements. The manifold challenges of these global multidimensional crises clearly indicate how important it is for the BMZ to set a clear conceptual and internationally recognised framework (e.g. cooperation with UNICEF/WFP in the Sahel or DR Congo) for its new transitional development assistance strategy within the German government.

In line with the migration policy priorities of the German government, the BMZ provides a contribution toward safe, orderly and regular migration that coheres with Germany’s whole-of-government strategy. It promotes the development potential of regular migration and works to ensure that regular migration for work and training benefits not only the host country, but also the countries of origin and
the migrants themselves. The BMZ is providing 90 million euros to support the programme "Migration and Diaspora", which advises people on alternatives to irregular migration, boosts the capacities of actors relevant to migration policy and supports the diaspora in Germany.

Through the programme "Returning to new Opportunities", since 2017 the German government has been supporting the reintegration of migrants returning to their home countries, and the creation of prospects for the local, non-migrant population. For this purpose local advice centres for jobs, migration and reintegration have so far been set up in ten partner countries (Albania, Kosovo, Serbia, Tunisia, Morocco, Senegal, Ghana, Nigeria, Iraq and Afghanistan) to advise returnees and the local population on prospects in their home countries. Centres are also planned in Pakistan, Egypt and the Gambia in 2020. Between 2017 and 2019 returnees, internally displaced persons (IDPs) and the local population received around 590,000 individual support measures for training, job placement or business start-ups, and well as information and advice on reintegration and improved prospects in their home countries and regions (as at January 2020).

**Sustainable supply chains**

In its presidencies of the G7 (2015) and G20 (2017), the German government placed the establishment and implementation of human rights as well as labour, social and environmental standards in global supply chains firmly on the international agenda.

During the G7 Presidency the focus in 2015 was on responsible supply chain management for small and medium-sized enterprises, product labelling for improved consumer communication, multi-stakeholder alliances for voluntary standards, improving safety at work in poor producer countries through the International Labour Organization (ILO) and strengthening the National Contact Points for the *OECD Guidelines for Multinational Enterprises*. In 2017, on the initiative of the German Presidency, the G20 also reaffirmed their commitment to sustainable global supply chains.

The German government will also use the EU Presidency (2020) to further advance political engagement for sustainable global supply chains. Here the German government will advocate for the drafting of a plan of action for corporate responsibility along global supply chains. The German government also uses voluntary instruments to strengthen corporate responsibility and sustainability in global supply chains. The textile sector is one focus of this. The German government has been promoting sustainable supply chains in the textile sector since 2014 through the Partnership for Sustainable Textiles. This partnership mobilises the private sector, trade unions, standards organisations, civil society and the German government for global socially and environmentally sustainable textile production – from the production of raw materials through to disposal. Member companies must meet requirements based on the duty of care approach of the UN and the OECD. At the same time the partnership supports its members through a dialogue platform and information-sharing formats, as well as joint interventions in producer countries.

Furthermore, in September 2019 the BMZ introduced the first voluntary government textile label – the "Green Button". This provides consumers with guidance on purchasing sustainable textiles. To carry the Green Button, products must be shown to comply with 26 social and environmental criteria. The special feature of the Green Button is that the enterprise as a whole must show with reference to a further 20 criteria that it discharges its duty of care in supply chains. The Green Button is designed for

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companies from Germany and abroad. So far, 35 companies have successfully completed the approval process.

In producer countries in Asia and Africa the BMZ also promotes labour, social and environmental standards in the textile and clothing industry through traditional development interventions. There it supports both state capacities to enforce sustainability standards, and enterprises and employees. It deploys German development cooperation’s entire toolbox to promote safe and socially sound working conditions, as well as an environmentally sound and sustainable textile sector along the entire supply chain from the cotton field to the clothes hanger. For instance, it strengthens:

- labour inspection systems in enforcing international labour standards and containing safety risks
- enterprises and associations in complying with sustainability standards for clean production in environmental, wastewater and chemical management
- workers in claiming labour rights and resolving conflicts through social dialogue.

Given the EU’s high consumption of agricultural commodities, the production of which causes deforestation in producer countries, the BMZ is currently working at the national and international levels, as well as through bilateral cooperation, to support deforestation-free supply chains e.g. in Indonesia and Côte d’Ivoire, and plans to extend this to Ethiopia and Colombia in the future. The aim is to reduce deforestation caused by palm oil, cocoa and rubber, and support small farmers by enabling them to increase their yields sustainably and integrate their produce into sustainable supply chains.

At EU level the German government is actively advocating ambitious regulatory and non-regulatory EU measures for deforestation-free supply chains. The German government has defined its own *Guidelines on the Promotion of Deforestation-Free Supply Chains of Agricultural Commodities*. These guidelines identify solutions for deforestation-free supply chains, through which the German government helps protect forests and reduces deforestation in EU imports.

### 1.2 Policy coherence for sustainable development

The German government follows the guiding principle of sustainable development, and aligns its policy with the needs of present and future generations in Germany and in all parts of the world, so that they can enjoy a decent life. Approved by the Cabinet in January 2017, Germany’s *National Sustainable Development Strategy* is the country’s key political instrument for implementing the 2030 Agenda. The *National Sustainable Development Strategy* was updated in 2018, and is being comprehensively revised in 2020 in order to boost implementation of the 2030 Agenda with and by Germany. The strategy bundles governance in different policy fields to ensure coherent national and international implementation of the 2030 Agenda.

The strategy is aligned with the 17 SDGs. It also encompasses international cooperation and reflects Germany’s global responsibility. The sustainability management system established as part of the strategy defines structures and procedures which guarantee that each organ of the German government applies the principle of sustainable development. The Federal Chancellery is the lead body for the *National Sustainable Development Strategy*. Germany pursues a whole-of-government approach. All ministries are involved in designing and implementing the strategy.

To ensure policy coherence, the German government relies in particular on the State Secretaries’ Committee for Sustainable Development and the working group of ministerial commissioners (directors)

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8 Germany’s National Sustainability Strategy, p. 11
9 [https://www.bundesregierung.de/breg-en/issues/sustainability](https://www.bundesregierung.de/breg-en/issues/sustainability)
for sustainable development. Civil society is also regularly involved, e.g. through various dialogue platforms.

Within the framework of the National Sustainable Development Strategy the German government also uses further coordination mechanisms in specific contexts to foster coherence between the policy fields. Examples include:

- **The Federal Government Africa Policy Guidelines** form the strategic framework for Germany's Africa policy. They were adopted by the Cabinet in 2011 and then again in an expanded version in 2014, and were updated and revised in 2019. They pursue a comprehensive approach to African states and institutions. Since June 2018, the coherent implementation of Germany's engagement in Africa has been coordinated at the level of state secretaries and directors-general by the inter-ministerial steering group on Africa.

- **The Guidelines on Preventing Crises, Transforming Conflicts, Building Peace (2017)** orient the German government's engagement in fragile contexts in line with the guiding principle of lasting peace as a mission of the German government. Within this framework the German government coordinates its engagement for crisis prevention, conflict resolution and peacebuilding in an integrated approach. This was further elaborated in key areas of activity by the inter-ministerial strategies adopted in 2019 for the rule of law, security sector reform, and transitional justice. In an Operations Manual also agreed in 2019, the German government set out proven procedures and principles for a coherent inter-ministerial approach in fragile contexts. To improve analysis and align planning, various coordinating platforms and bodies have been set up, including a coordinating group at the level of directors-general.

German development policy is part of the German government's policy to tackle global challenges. The contribution of development policy to the German government's international cooperation is delivered in close collaboration with the ministries responsible for the various policy fields, as well as with civil society actors and the private sector.

The BMZ is the German government’s lead federal ministry for development policy. The Federal Minister for Economic Cooperation and Development is involved in all decisions taken by the German Cabinet. The BMZ examines all proposals to the Cabinet regarding their relevance for development policy. The inter-ministerial coordination that precedes all Cabinet resolutions takes place in accordance with the coordination mechanism laid down in the federal ministries' joint rules of procedure. Here the BMZ seeks to make sure that the policy decisions follow the guiding principle of sustainable economic, social and environmental development in all parts of the world, and that any negative impacts on this are avoided.

As well as the BMZ, other German federal ministries also have cooperation relationships with many partner countries, and finance ODA-relevant projects. The German government uses the following coordination mechanisms, among others:

- Ministries that finance ODA-relevant projects to a significant degree co-prepare and participate in government negotiations affecting development policy.
- The German government uses specific coordination formats for ODA-relevant projects that include the development-policy coherence check for projects of the International Climate Initiative of the Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU) in the environment and climate change sector, to ensure alignment between the BMZ and the BMU.
  - the strategic approach for joint analysis and joined-up planning agreed between the AA and the BMZ in summer 2019, in country contexts where both ministries operate.
Particularly in cooperation with global development partners and emerging countries (e.g. South Africa, Mexico, Indonesia) and so-called reform partner countries (e.g. Morocco, Ghana), interministerial policy dialogue formats are used. These are sometimes carried out at the level of heads of state or government (so-called binational commissions).

Furthermore, numerous formats at state secretary or director-general level are used for policy and operational coordination on topics such as Europe, Africa or international energy and climate policy.

The BMZ's aforementioned engagement for sustainable supply chains is a further example of greater policy coherence for sustainable development.

1.3 Global awareness

Opinion surveys indicate that 90% of the German public regard development cooperation as important, and around 70% are in favour of stepping up ODA to fight global poverty. To increase this support, the BMZ is promoting a deeper and more comprehensive understanding of the 2030 Agenda and the manifold challenges that will need to be addressed both nationally and internationally by 2030, as well as the need to also continue supporting people in developing countries through German development cooperation.

The German government reports to the German Bundestag every 4 years in its development policy report, which covers the breadth and the many different aspects of that development policy. The German Government’s 15th Development Policy Report – Development Policy as Future-Oriented Peace Policy was presented to the German Bundestag in 2017.

From the Charter for the Future to the Sustainability Roadshow

On 24 November 2014 Federal Chancellor Angela Merkel and Federal Development Minister Gerd Müller presented the Charter for the Future "ONE WORLD – Our Responsibility" in Berlin. The Charter for the Future was initiated by Federal Minister Müller. It was developed in the course of a broad dialogue held across German society. It analyses the challenges that people face today, and identifies eight goals for our future political and societal actions. The Charter pools the knowledge of hundreds of stakeholders from Germany. It was part of the national preparations for implementing the 2030 Agenda. Drawing up the Charter involved working out eight broad goals for political action to help successfully implement the 2030 Agenda.

This was followed in 2015/2016 by the Charter for the Future roadshow, which carried the results of the process right around the country. Numerous non-governmental organisations, One World initiatives and engaged businesses took part in the roadshow, and demonstrated how everyone can make a specific contribution to a more just world. The themes of the Charter for the Future were brought to life by numerous events and interactive formats. The roadshow reinforced the principle of "joint responsibility" for implementing the 2030 Agenda.

Following the Charter for the Future process, the "17 Goals" campaign was launched by Engagement Global – Germany's Service for Development Initiatives – on behalf of the BMZ. The campaign links the


themes of the 2030 Agenda with people's everyday lives – be it at work, in their spare time, or online or offline.

To inspire even more people for the 2030 Agenda and the topic of sustainability, in 2019 the Sustainability Roadshow was launched. Through interactive and easy-to-join activities, participants are motivated to share in sustainable global development, and help shape it. Experts discuss pressing issues related to "sustainability". Examples from the respective city are used to demonstrate how each and every individual can contribute to a sustainable and just world even on an everyday level. The roadshow began on 5 December 2019, together with the "Festival of Actions" in Mannheim. At the Festival of Actions, young people spent two days devising ideas, projects and solutions for sustainable development. In a stage programme that followed, the BMZ presented some memorable examples on themes such as climate action, fair trade and sustainable consumption, and discussed with the audience a wide range of opportunities to participate.

The Sustainability Roadshow – adapted to the challenge of COVID-19 prevention – is expected to make a couple more stops before the end of 2020, partially in a digital format, and encourage citizens in those cities to gain a deeper and more comprehensive understanding of the 2030 Agenda.

New Initiative – The Development and Climate Alliance

In order to simultaneously promote both development and climate action, the Development and Climate Alliance acknowledges, networks and advocates for non-governmental action, especially by the private sector. The Alliance relies on the potential of voluntary engagement and the leverage of carbon offsetting projects in developing and emerging countries. The activities of all supporters are always voluntary, go beyond legal obligations to reduce carbon emissions, and involve participation in high-quality development and climate action projects in developing and emerging countries. The Alliance's supporters thus share a long-term vision of carbon neutrality. The Alliance already has more than 680 supporters. These range from small and medium-sized enterprises to DAX-listed companies, and include public institutions, associations, civil society institutions, offsetting providers and private individuals. Through the Development and Climate Alliance the BMZ is boosting the voluntary carbon market and mobilising additional funding for climate action and development.

Development information and education work in Germany

The BMZ supports development information and education work in order to

- awaken interest in developing countries and explain global interrelationships and how they affect individuals
- encourage people to think seriously about the guiding principle of sustainable development and how to put it into practice
- motivate people to become active members of a socially responsible society in the globalised world
- support citizen engagement for development.

The budget for these tasks was increased from 25 million euros in 2015 to 45 million euros in 2020.

The BMZ also supports the following programmes through Engagement Global:

1. The weltwärts volunteer service – a non-formal learning service that supports development education work. Volunteers acquire knowledge and skills to support sustainable development. Since the programme was launched in 2008, approximately 41,000 volunteers have travelled to more

12 Read more (German only) https://allianz-entwicklung-klima.de/.
than 80 countries. Through the South-North component, in which volunteers from BMZ partner countries complete their service in Germany, the programme also helps develop and strengthen global partnerships for sustainable global development. Since 2016 more than 2,700 volunteers from the South have already been admitted to the programme in Germany.

2. Municipal partnerships. Municipalities and regions are key actors for implementing the 2030 Agenda and its 17 SDGs. Within Germany’s federal structure they are responsible for policy fields that link all dimensions of sustainability. The volume of goods procured by municipalities gives them considerable leverage for promoting fair working conditions. The Service Agency Communities in One World – a division of Engagement Global – is the BMZ’s one-stop point of contact and advisory service provider for municipalities. It is mandated to recruit municipalities as development actors and support their capacity development as such. Partnerships enable citizens to experience for themselves the close interdependence between people worldwide, and thus become aware of the need for the behavioural changes required to achieve the SDGs.
2. Policy vision and framework

2.1 Framework

Vision

The ambitious implementation of the UN 2030 Agenda with its 17 SDGs and the Paris Agreement are the German government’s guiding framework for its development-policy mandate of making globalisation fair and just.

In close cooperation with the international community, the German government is therefore engaged in fighting poverty and promoting peace, freedom, democracy, the rule of law and human rights, fair and sustainable globalisation, and preservation of the environment and natural resources. Germany is strongly committed to protecting and strengthening the rule-based multilateral order.

German development policy sees four key avenues for facilitating and advancing sustainable and just development:

- more effective official development cooperation
- fair trade with partner countries
- mobilisation of sustainable private investment
- stronger ownership and mobilisation of domestic revenue by our partner countries.

The German government is implementing the 2030 Agenda

- together with multilateral and international actors and in alliances with other development partners
- with and in our partner countries, to enable them to achieve the goals of the 2030 Agenda in their own countries
- in Germany and Europe, in order to initiate economic and social changes so that we can influence sustainable global development through our own actions.

To generate efficient and sustainable results we are expanding our partnerships on all three levels. This includes joint implementation and division of labour with other EU donors in our partner countries, the close interlinkage of bi- and multilateral development cooperation, and the strengthening of development-policy coherence across the whole of the German government.

Scope

To mobilise potential for even more effective development cooperation, in the course of 2019 the BMZ comprehensively reviewed the procedures and ways of working that had evolved over time by launching its 2030 reform process. The process is designed to make German development cooperation even more effective. This involved adjusting the BMZ’s goals and its selection of thematic and regional priorities, and redesigning procedures for planning and managing the allocation of funds. The review process addressed among other things the recommendations of the OECD Development Assistance Committee (DAC) from earlier peer reviews (e.g. more stringent coherence of policy goals and allocation of funds, improved political management through country strategies).

Since early 2020 the BMZ has been busy implementing the BMZ 2030 approach. This has involved defining a new country list and a new thematic model, as well as a new planning and management procedure designed to improve the management of bilateral cooperation in particular.

For the Peer Review 2020/21 it should therefore be noted during the visit to Berlin and the field trips that the review will be based on the BMZ’s previous modus operandi. This is because as of the date of
preparation of this Memorandum, implementation of the new procedures and ways of working developed as part of the BMZ 2030 process, such as the BMZ’s country selection, thematic focus and integrated management and planning procedure, has only gradually been commenced for the planned year 2021. This section will therefore briefly describe and explain the reset as per the outcome of BMZ 2030. To understand bilateral development cooperation as of the date of the review, however, it is equally essential to describe and explain what definitive provisions concerning countries, themes and planning and management procedures were in place up to and including 2020.

Box 1: BMZ 2030 – New approaches in development cooperation

<table>
<thead>
<tr>
<th>BMZ 2030 – Objectives and proposed reforms</th>
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<tbody>
<tr>
<td>Implementing the 2030 Agenda and tackling the <strong>global challenges</strong> such as climate change, population growth, migration, and inadequate life and income prospects in Africa call for an even more effective development policy. With its &quot;<strong>BMZ 2030</strong>&quot; strategy for reform and change the BMZ has identified <strong>proposed reforms</strong> in an in-house participatory process that it is now implementing step-by-step. These are designed to</td>
</tr>
<tr>
<td>• align German development cooperation even more closely with priority development goals</td>
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<tr>
<td>• increase the BMZ’s political and operational capacity to act and respond to international challenges</td>
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<td>• ensure that funds are deployed even more strategically and effectively, and on a coordinated basis</td>
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<tr>
<td>• better pool resources within the BMZ, and improve internal cooperation and communication.</td>
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<tr>
<td>To this end the following steps will be taken:</td>
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<tr>
<td>• regional focusing through the new partnerships framework for bilateral official cooperation</td>
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<td>• thematic priority-setting through the new 2030 Agenda-based thematic framework</td>
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<tr>
<td>• integration of planning and allocation through the interlinkage of thematic, regional and multilateral perspectives</td>
</tr>
<tr>
<td>• portfolio consolidation through clear re-focussing and refining of the use of instruments</td>
</tr>
<tr>
<td>• ensuring greater effectiveness and better data management.</td>
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</tbody>
</table>

Cooperation with partner countries will be further developed both quantitatively and qualitatively. The number of partner countries we have will be reduced from the present figure of 85 (so-called A, B and C countries) to around 60, so that ODA can be delivered with even greater precision and even more effectively. To take account of the different conditions in developing, emerging and crisis countries, three **partnership categories**\(^\text{13}\) will be introduced:

- **bilateral partners** ("traditional" development cooperation), also including reform partners and transformation partners (focussed cooperation in EU neighbourhood countries)
- **global partners** for solving problems defining the global future (e.g. 2030 Agenda, climate change)
- **nexus and peace partners** for crisis prevention and conflict resolution, and stability.

Selection of the bilateral partners was based not only on global indices (governance, neediness, significance), but also on strategic criteria (political interest, reform-orientation, historic links).

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13 See new country list in Annex 5.
With countries that so far were not ODA partner countries, or will no longer be so in the future, cooperation will be continued in a different form – involving private-sector promotion, private institutions, political foundations and churches, as well as European and multilateral cooperation.

A new **2030 Agenda-based thematic framework** has also been introduced in order to strengthen the profile of development cooperation and define the contribution made by developing policy towards implementing the 2030 Agenda. In the future a distinction will be drawn between five core areas, ten initiative areas and six cross-cutting quality criteria for cooperation.

The **core areas** are the BMZ's priority areas for development cooperation. They will be implemented on all levels of BMZ intervention – encompassing bilateral, multilateral and European development cooperation, through to development issues that will be addressed chiefly in Germany and Europe such as policy coherence for sustainable development or development education work. These five core areas are:

1. Peaceful and inclusive societies
2. A world without hunger
3. Training and sustainable growth for decent jobs
4. Responsibility for our planet – climate and energy
5. Protecting life on Earth – the environment and natural resources

These **core areas** were identified using a **thematic filter** with the following criteria: contribution that the BMZ can make in these areas towards strengthening the international order, reduce environmental impacts, establish new forms of cooperation, achieve structural and sustainable results, and harness the benefits of the comparative advantages of German development cooperation.

The **initiative areas** will be used to visibly and actively put a special development policy focus on a specific area for a defined period of time, and generate development impetus. The **quality criteria**: (1) Human rights, gender equality and disability inclusion, (2) Reducing poverty and inequality, (3) Environmental and climate impact assessment, (4) Digitalisation, (5) Anti-corruption and integrity, and (6) Conflict sensitivity, are cross-cutting themes and a seal of quality that determine which value-based, sustainable and future-oriented requirements will be applied systemically across all interventions.

**Strategies** are a key prerequisite for the effective and results-based planning and management of development cooperation. The BMZ will enhance its strategic capability by developing its analytical capacity, applying practice-oriented research and systematically processing lessons learned and state-of-the-art approaches. To this end the **strategy processes** will be restructured and a new **system** introduced for BMZ strategies and papers.

The new **integrated planning and allocation system** will integrate thematic and regional management. This will enable multilateral ODA to be delivered even more closely in line with the BMZ policy and strategic goals, as well as more effectively and on a more coordinated basis.

To **increase effectiveness**, greater emphasis will be placed on large programmes rather than smaller-scale projects. The results orientation of programmes will also be improved (standard indicators, results matrix etc.). Furthermore, in each partner country the binding priority-setting will be focused on the

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14 See new thematic list in Annex 6.
new core areas. Clear rules will focus the alignment of global, sectoral and regional bilateral programmes on the priority areas, and limit the breadth of cooperation with partner countries in additional thematic areas.

**Data capture, quality and analysis will be a BMZ priority.** Data capture and analysis systems will be improved – inter alia to make the reporting of ODA data to the OECD quicker and more reliable. To this end a "Data and effectiveness" project group has been created at the BMZ.

*In response to the changed requirements arising from the BMZ 2030 process and the impacts of the COVID-19 pandemic, the BMZ is planning a reorganisation process.*

### Number and selection of partner countries

Until the end of 2020 the BMZ will continue bilateral development cooperation with 50 countries in jointly agreed country programmes in up to three priority areas. Cooperation will continue with a further 35 countries within the framework of thematic and regional programmes in a single priority thematic area.

So far, the decision as to which countries Germany will pursue development cooperation with, and how much funding will be provided, has been based on:

- development needs (economic, social, environmental and political, and relevance to poverty)
- the partner country's development orientation and willingness to reform
- relevance to implementation of the 2030 Agenda and the protection of global public goods
- the significance of the German contribution and the division of labour between donors.

The German government stands by its pledge to make available in the short term between 0.15 and 0.2% of GNI for the Least Developed Countries (LDCs), and by 2030 to reach a figure of 0.2% of GNI. This was reaffirmed explicitly in the coalition agreement of 2018. At present 33 out of 85 of the BMZ’s partner countries are LDCs – in the future it will be 25 out of 60, hence LDCs will account for a greater proportion of the countries listed for bilateral cooperation. Furthermore, in the future all 47 LDCs will continue to receive ODA-relevant inputs from Germany as before.

### Thematic priority areas

Until the end of 2020 the BMZ will structure its cooperation with partner countries into **eleven thematic priority areas:**

- Democracy, civil society and public administration
- Peacebuilding and crisis prevention
- Education
- Health, family planning, HIV/AIDS
- Water and water management, sanitation/solid waste management
- Food and nutrition security, agriculture and fisheries, rural development
- Environmental policy, conservation and sustainable management of natural resources
- Sustainable economic development
- Energy
- Transport and communication
• Regional concentration within the framework of integrated approaches for rural or urban development.

Allocation of funds

The appropriations for bilateral ODA in the BMZ budget are bilateral Financial Cooperation (FC) and FC with regions, bilateral Technical Cooperation (TC) and the item crisis management and reconstruction, infrastructure. There are also appropriations for the special initiatives – ONE WORLD, displacement and refugees, MENA, and training and job creation).

In the fund allocation process, particular importance is attached to the thematic and political priorities of the BMZ, while also considering the current situation on the ground and the needs in the regions and countries of our development cooperation. The ODA funds that originate from various budget items are aligned within the "integrated framework planning" process, in order to ensure coherence and make use of synergies. In appropriate cases, this also includes combining funds from the BMZ budget (departmental budget 23) with capital market funds to produce concessional loans.

To ensure that development cooperation is conducive to development, decision-making on allocations (as when designing country strategies, performing country programming and planning projects for particular countries, or conducting political dialogue) also takes into account the findings of an internal BMZ assessment of the governance situation in the partner countries.

Target numbers

The BMZ currently uses six target numbers when determining the allocation of bilateral ODA in priority areas, which in some cases are derived from financing commitments entered into multilaterally and form part of the target framework. The target framework supports the management and tracking of all BMZ flows in the priority area.

Table 1: Target numbers and target frameworks for priority areas, in million euros

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<tr>
<th></th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020</th>
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<tbody>
<tr>
<td><strong>Climate</strong></td>
<td></td>
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<tr>
<td>Target framework</td>
<td>2,149</td>
<td>2,611</td>
<td>2,936</td>
<td>3,255</td>
<td>3,550</td>
</tr>
<tr>
<td>Target number</td>
<td>1,431</td>
<td>1,450</td>
<td>1,450</td>
<td>1,650</td>
<td>1,785</td>
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<tr>
<td><strong>Rural development and food security</strong></td>
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<tr>
<td>Target framework</td>
<td>1,500</td>
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<tr>
<td>Target number</td>
<td>1,000</td>
<td>1,000</td>
<td>1,000</td>
<td>800</td>
<td>1,000</td>
</tr>
<tr>
<td><strong>Education</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Target framework</td>
<td>400</td>
<td>400</td>
<td>400</td>
<td>600</td>
<td>800</td>
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<tr>
<td>Target number</td>
<td>320</td>
<td>250</td>
<td>320</td>
<td>400</td>
<td>550</td>
</tr>
<tr>
<td><strong>Maternal and child health (G7 Muskoka Initiative)</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Target framework</td>
<td>382.6</td>
<td>382.6</td>
<td>382.6</td>
<td>382.6</td>
<td>382.6</td>
</tr>
<tr>
<td>Target number</td>
<td>190</td>
<td>190</td>
<td>190</td>
<td>190</td>
<td>190</td>
</tr>
<tr>
<td><strong>Biodiversity</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Transitional development assistance

The budget items "crisis management and reconstruction, infrastructure", the BMZ's so-called transitional development assistance, rose significantly from 2016 to 2020. This underlines the major importance attached to crisis management as part of development cooperation.

Table 2: Pledge framework for transitional development assistance, in million euros

<table>
<thead>
<tr>
<th>Year</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020</th>
</tr>
</thead>
<tbody>
<tr>
<td>149</td>
<td>910</td>
<td>596</td>
<td>780</td>
<td>884</td>
<td>875</td>
<td></td>
</tr>
</tbody>
</table>

Special initiatives

To support particular political priorities of the BMZ, since 2014 the federal budget has included dedicated items for three, and since 2018 four, special initiatives. These are:

- "ONE WORLD – No Hunger" aims to help achieve comprehensive and sustainable development across the entire agriculture and food sector – from the field to the plate. It was launched in 2014.
- "Tackling the Root Causes of Displacement, (Re)integrating Refugees": With this special initiative the BMZ helps to mitigate causes of displacement, support refugees and internally displaced persons (IDPs) and their host communities, and reintegrate returning refugees and internally displaced persons (IDPs).
- "Stability and Development in the MENA region": Through this special initiative Germany aims to help facilitate stabilisation in the midst of political upheaval, and to support countries in their transformation respective processes.
- "Training and job creation": Decent and productive jobs, sustainable enterprises and economic change play a key role in reducing poverty. This is why since 2018 the BMZ has been supporting German, European and African enterprises and investors in their engagement in Africa.

Table 3: Pledge frameworks for the special initiatives, in million euros

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>ONE WORLD – No Hunger</td>
<td>431.6</td>
<td>420</td>
<td>461.3</td>
<td>463.3</td>
<td>458.65</td>
<td></td>
</tr>
<tr>
<td>Tackling the Root Causes of Displacement, (Re)integrating Refugees</td>
<td>160</td>
<td>406</td>
<td>642</td>
<td>509</td>
<td>541</td>
<td>533</td>
</tr>
</tbody>
</table>
2.2 Principles and guidance

Comprehensive approach

German development cooperation is guided by the key international frameworks (including the 2030 Agenda and the Paris Agreement), which include social, economic and environmental aspects. These are described in Chapters 1 and 2 of the Memorandum. The principle of "leave no one behind" (LNOB), which is a core principle of the 2030 Agenda, and the "do no harm" approach, are also crucially important for German development cooperation. These fundamental principles are implemented using the instruments of German development cooperation.

Incorporation of cross-cutting themes

For the cross-cutting themes there are basic principles that provide guidance when implementing the 2030 Agenda and other international obligations. The BMZ has explained unequivocally these international obligations in relation to its own actions and the projects and programmes it commissions in strategies, in which it also formulates objectives, criteria and detailed requirements for the implementing organisations. The implementing organisations are obliged to review these requirements prior to commissioning, and to apply them when they design projects and programmes. In special, detailed guidelines the BMZ has introduced international and national markers that must be used for this review. Here it is important to emphasise:

Human rights and gender justice

The BMZ's human rights strategy, supplemented by the Guidelines on incorporating human rights standards and principles, including gender, in programme proposals for bilateral German Technical and Financial Cooperation, obliges the implementing organisations to review the human rights risks and (positive) impacts of all German Technical and Financial Cooperation programmes in advance.

Fragility/crisis prevention/conflict resolution/peacebuilding

Germany's foreign, security and development policy follows the vision of sustainable peace enshrined in the UN 2030 Agenda for Sustainable Development. The German government supports the UN's Sustaining Peace Agenda. Through bilateral cooperation and specific instruments – such as transitional development assistance and the special initiatives – the BMZ makes significant contributions towards preventing crises and overcoming the causes of conflict, fragility and violence (see Section 7A, particularly on the contributions made by other federal ministries).

Environmental and climate impact assessment

Climate change, environmental problems and species loss are key questions affecting our global future, and are therefore cross-cutting themes of German development policy. Applying the guidelines on environmental and climate impact assessment when planning and implementing development strategies and interventions has been mandatory since 2011. The purpose of the environmental and climate Impact Assessment.
impact assessment is to prevent or mitigate negative impacts on the environment, biological diversity and the climate when planning and implementing strategies/interventions. In all programmes and strategies, this is therefore designed to raise environmental quality, prevent greenhouse gas emissions and species loss, and boost adaptation capacities.

Effectiveness

German development policy applies the principles of the aid effectiveness agenda across all its priority areas and instruments. In the Joint Procedural Reform for bilateral development cooperation conducted in 2017/2018, results orientation was systematically established in programmes and modules, as well as in the *Quality standards for formulating priority area objectives in country strategies*.

Poverty reduction and leaving no one behind

The 2030 Agenda describes eradicating poverty as the *greatest global challenge* of our times. Despite huge efforts, however, in all probability the international community will not achieve SDG1 by 2030. Poverty is increasingly becoming concentrated in sub-Saharan Africa, above all in fragile states. Reducing poverty remains part of German development cooperation’s basic mission.

Leaving no one behind (LNOB) – the key principle of the 2030 Agenda – calls on all actors to review the effectiveness of their existing approaches for the poorest and most deprived, to further refine these approaches, and if necessary reset them. LNOB is a comprehensive, cross-cutting task of development cooperation, and therefore also a guiding principle for German development cooperation.

The BMZ pursues primarily three approaches in order to gradually ensure that no one is left behind:

- a policy to reduce poverty and inequality that focuses systematically and structurally on individuals/groups living in poverty and deprivation
- the human rights-based approach that inseparably links equality and non-discrimination with other human rights principles such as participation, empowerment, transparency and accountability
- good governance that implements non-discriminatory legal regulations and policies, and ensures inclusive, participatory and representative decision-making on all levels, especially the local level.

2.3 Basis for decision-making

Country, regional and global engagement and global public goods

As described in Section 2.1, the BMZ operates on three levels of action: internationally and globally, with multilateral and European actors; bilaterally, with and in our partner countries and regional organisations; and in Germany and Europe.

When cooperating with our bilateral partners we endeavour to step up our engagement in thematic and priority areas where German development cooperation has particular comparative advantages.

In bilateral development cooperation, in an annual planning procedure we define the instruments and the partners with which we will support contributions to the various priorities. This means planning the bilateral ODA that will be delivered in the subsequent financial year. These plans involve pledges that enable investment over several years. To maximise synergy effects, planning processes are largely integrated. In the political dialogue with our partner governments, for instance at government negotiations, we then discuss the joint priorities that represent our mutual interest in working together, and agree these for cooperation.
Inclusive development partnerships

We support our bilateral partners in sustainable reform processes. Together we seek to achieve structural changes and sustainable results. The objectives of cooperation are jointly agreed, documented and worked out in detail. Good governance is both a prerequisite and a goal of successful development cooperation. Bilateral partnerships assume different forms, depending on the status of cooperation and the priorities pursued.

With our reform partners we support countries that are especially reform-oriented and can influence their respective regions. Here the focus is on the partner governments implementing their own reform efforts in individually identified priority areas, in order to promote private investment, vocational training and employment, and thus create future prospects in the countries concerned. With its reform partners the German government is making a contribution towards implementation of the G20 CwA initiative. With the African business network and the new measures in conjunction with export credit and investment guarantees, the German government is helping business to gain a stronger footing in Africa. German SMEs are systematically supported in gaining a foothold in markets and expanding their activities in selected African target countries and sectors.

Multilateral cooperation

The BMZ’s multilateral engagement is based on the multilateral strategy updated in 2019. Through this engagement the BMZ is pursuing three major objectives:

1. Maintain the rule-based global order and make it more just – particularly by aligning it with implementation of the 2030 Agenda.
2. Firmly establish the BMZ’s priority areas, such as climate action and a just trade regime, even more effectively at the multilateral level.
3. Multilateral organisations should work better – in terms of transparency, efficiency, effectiveness and coherence.

Accordingly, funding decisions for the BMZ’s multilateral engagement are based on the relevance of the respective multilateral institutions for implementation of the priority areas of German development policy (such as climate action and implementation of the 2030 Agenda), their contribution towards supporting reforms and global governance, and the performance and efficiency of the organisations based on the ratings of e.g. the Multilateral Organization Performance Assessment Network (MOPAN). In multilateral cooperation the BMZ attaches particular importance to the protection of global public goods such as the climate, environment and health.

Germany is the third-largest financier of the multilateral system (according to the OECD database "Members' total use of the multilateral system"). Germany increased its core contributions to multilateral organisations from around 3.5 billion euros in 2015 to around 5 billion euros in 2019. In 2019, Germany’s multilateral core contributions amounted to ( provisionally) 24% of its total ODA.

15 All figures rounded
Table 4: German bi- and multilateral ODA 2015-2019, in million euros

<table>
<thead>
<tr>
<th></th>
<th>2015 (net ODA)</th>
<th>2016 (net ODA)</th>
<th>2017 (net ODA)</th>
<th>2018 (net ODA)</th>
<th>2018 (grant equivalent)</th>
<th>2019 (provisional; net ODA)</th>
<th>2019 (provisional; grant equivalent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>16,173.1</td>
<td>22,368.2</td>
<td>22,182.2</td>
<td>21,750.5</td>
<td>21,162.7</td>
<td>21,197.3</td>
<td>21,266.2</td>
</tr>
<tr>
<td>Bilateral</td>
<td>12,722.8</td>
<td>17,756.9</td>
<td>17,581.0</td>
<td>16,487.1</td>
<td>15,899.3</td>
<td>16,144.2</td>
<td>16,213.1</td>
</tr>
<tr>
<td>Multilateral (core contributions)</td>
<td>3,450.3</td>
<td>4,611.3</td>
<td>4,601.2</td>
<td>5,263.4</td>
<td>5,263.4</td>
<td>5,053.0</td>
<td>5,053.0</td>
</tr>
</tbody>
</table>

Table 5: German core contributions to multilateral organisations and the EU 2013 -2018, in million euros

<table>
<thead>
<tr>
<th>Organisation</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>United Nations</td>
<td>306.4</td>
<td>291.0</td>
<td>296.1</td>
<td>420.8</td>
<td>382.7</td>
<td>475.4</td>
</tr>
<tr>
<td>European Union</td>
<td>1,973.4</td>
<td>2,168.5</td>
<td>2,222.5</td>
<td>2,473.5</td>
<td>2,640.0</td>
<td>2,806.2</td>
</tr>
<tr>
<td>World Bank Group</td>
<td>662.5</td>
<td>562.7</td>
<td>26.9</td>
<td>536.0</td>
<td>536.0</td>
<td>893.6</td>
</tr>
<tr>
<td>Regional development banks</td>
<td>250.3</td>
<td>245.6</td>
<td>256.9</td>
<td>521.1</td>
<td>356.7</td>
<td>366.2</td>
</tr>
<tr>
<td>Miscellaneous organisations/funds</td>
<td>405.5</td>
<td>483.2</td>
<td>647.9</td>
<td>660.0</td>
<td>685.8</td>
<td>722.0</td>
</tr>
<tr>
<td>Total</td>
<td>3,598.1</td>
<td>3,751.1</td>
<td>3,450.3</td>
<td>4,611.3</td>
<td>4,601.2</td>
<td>5,263.4</td>
</tr>
</tbody>
</table>

To improve the performance and effectiveness of multilateral institutions and development cooperation, the BMZ is involved in the MOPAN network, among others. The findings of these assessments are discussed in the strategic dialogues with the multilateral partners. Secondly, alongside other factors such as German priorities and international needs, they also inform the BMZ’s decisions on allocations.

Germany is a reliable partner of the multilateral system. German concerns and priorities are clearly communicated in the decision-making bodies of the organisations, and are continuously discussed with the senior management of the multilateral development banks and in strategic dialogues with UN organisations such as the United Nations Development Programme (UNDP) (2018, 2020), the United Nations Industrial Development Organisation (UNIDO) (2019), the World Food Programme (WFP) (2019), UNICEF (2019, 2020), the United Nations Population Fund (UNFPA) (2020) and the United Nations High Commissioner for Refugees (UNHCR) (2019, 2020).

Germany is one of the most committed supporters of the current reform of the UN development system, which it is promoting with targeted financial contributions, human resources and systematic facilitation in relevant bodies and supervisory boards.
Germany is a driving force behind ambitious reform agendas of the multilateral development banks, which aim to make the institutions more effective and efficient, enable compliance with social and environmental standards at the highest level, and strengthen future-oriented themes in the programmes. These include e.g. environmental and climate protection, involving the private sector, global public goods, the migration and development nexus, and sustainable infrastructure.

In the course of the capital increase for the International Bank for Reconstruction and Development (IBRD) approved in 2018, thanks not least to Germany’s engagement it was possible to achieve ambitious climate targets and set up a window for global public goods. Beyond that Germany also advocates for ambitious climate targets at the multilateral development banks (e.g. capital increase of the AfDB and the fifteenth replenishment of the African Development Fund and the nineteenth replenishment of the International Development Association (IDA)).

Other German priorities such as the creation of markets and mobilisation of the private sector are increasingly being implemented at the regional development banks, and at the World Bank in collaboration between the IBRD and the International Finance Corporation (IFC). The IDA and AfDB in particular focus on creating jobs and on economic transformation, especially in fragile contexts.

Cooperation with the European Union

As the EU’s largest member state and net contributor, Germany is involved in financing, planning, coordinating and implementing the EU’s development cooperation. Most of the EU’s development finance instruments form part of the EU budget. Due to the exit of the United Kingdom, Germany’s share of the EU budget will rise from approximately 20% in the next multi-year framework (from 2021 onward) to around 25%. In the current multi-year financial framework (2014-2020), cooperation with countries in Africa, the Caribbean and the Pacific is being financed from the European Development Fund (EDF), which is outside the EU budget. Germany’s share of this eleventh EDF is 20.8%, and is financed from the BMZ budget. Germany’s current priorities include:

- Implement the new European consensus on development and the 2030 Agenda.
- Help shape the new multi-year financial framework of the EU from 2021, inter alia with the aim of increasing funding for our cooperation with Africa, in order to strengthen and deepen the EU-Africa partnership. This will include e.g. being involved in revising the EU-Africa Strategy and negotiating a modern post-Cotonou agreement.
- Help shape the merger of key ODA-relevant external financing instruments of the EU and create a new European Neighbourhood, Development and International Cooperation Instrument (NDICI).
- Tackle the causes of displacement and support refugees.
- Use Germany’s Presidency of the Council of the European Union to bring the ongoing development-related negotiation processes (such as NDICI and post-Cotonou) to a successful conclusion.
3. Financing for development

3.1 Overall ODA volume

**ODA targets**

In 2019 Germany’s total ODA was 21.3 billion euros (grant equivalent; provisional value), following a figure of 21.2 billion euros in 2018. Germany’s ODA has thus been above 20 billion euros for four years in succession. In absolute figures Germany has thus been the second-largest DAC donor after the USA since 2016.

*Table 6: Trend in German ODA 2014-2019, in million euros*

<table>
<thead>
<tr>
<th>Year</th>
<th>Bi- and multi-</th>
<th>2015 (net ODA)</th>
<th>2016 (net ODA)</th>
<th>2017 (net ODA)</th>
<th>2018 (net ODA)</th>
<th>2018 (grant equivalent)</th>
<th>2019 (net ODA)</th>
<th>2019 (grant equivalent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2015</td>
<td>Bi- and multi-</td>
<td>16,173.1</td>
<td>22,368.2</td>
<td>22,182.0</td>
<td>21,750.5</td>
<td>21,162.7</td>
<td>21,197.3</td>
<td>21,266.2</td>
</tr>
<tr>
<td>2016</td>
<td>Bi- and multi-</td>
<td>22,368.2</td>
<td>27,870.2</td>
<td>22,182.0</td>
<td>21,750.5</td>
<td>21,162.7</td>
<td>21,197.3</td>
<td>21,266.2</td>
</tr>
<tr>
<td>2017</td>
<td>Bi- and multi-</td>
<td>22,182.0</td>
<td>27,870.2</td>
<td>22,182.0</td>
<td>21,750.5</td>
<td>21,162.7</td>
<td>21,197.3</td>
<td>21,266.2</td>
</tr>
<tr>
<td>2018</td>
<td>Bi- and multi-</td>
<td>21,750.5</td>
<td>27,870.2</td>
<td>22,182.0</td>
<td>21,750.5</td>
<td>21,162.7</td>
<td>21,197.3</td>
<td>21,266.2</td>
</tr>
<tr>
<td>2019</td>
<td>Bi- and multi-</td>
<td>21,162.7</td>
<td>27,870.2</td>
<td>22,182.0</td>
<td>21,750.5</td>
<td>21,162.7</td>
<td>21,197.3</td>
<td>21,266.2</td>
</tr>
</tbody>
</table>

Source: OECD database, as at: 14 April 2020

In 2019 Germany’s ODA ratio was 0.60% (provisional), following figures of 0.61% in 2018 and 0.67% in 2017 (all figures include in-donor refugee costs). Germany's ODA ratio is thus once again above the average for the DAC member states (0.31%). In 2016 Germany for the first time reached the ODA spending target of 0.7% of GNI. The drop in the ODA ratio between 2016 and 2019, and nominally between 2018 and 2019, is due almost exclusively to declining in-donor refugee costs. Once this factor is removed, the ODA ratio then increases slightly.

The German government remains committed to the target of 0.7%. The current coalition agreement provides for any additional budgetary resources that become available by 2021 to be channelled into two priorities: an appropriate increase in defence expenditure, and funding for crisis prevention, humanitarian assistance, and cultural relations and education policy. The 2020 federal budget also provides for an increase in ODA.
Untying aid

In the course of implementing its aid effectiveness obligations (Paris (2005), Accra (2008) and Busan (2011)), and on the basis of the OECD recommendations, German development cooperation is making continuous progress in untying aid.

In the course of GPEDC’s effectiveness monitoring, untied ODA as a percentage of ODA as a whole is subject to continuous review. In the 2018/19 report the high value for German development cooperation improved once again, and is now approaching 90% (2015: 88.8%, 2017: 89.4%).

Table 7: BMZ budget as a percentage of the federal budget as a whole 16

<table>
<thead>
<tr>
<th>Year</th>
<th>Million euros</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
<td>6,070.1</td>
<td>1.90</td>
</tr>
<tr>
<td>2011</td>
<td>6,219.1</td>
<td>2.03</td>
</tr>
<tr>
<td>2012</td>
<td>6,382.9</td>
<td>2.05</td>
</tr>
<tr>
<td>2013</td>
<td>6,296.4</td>
<td>2.03</td>
</tr>
<tr>
<td>2014</td>
<td>6,443.6</td>
<td>2.17</td>
</tr>
<tr>
<td>2015</td>
<td>6,543.5</td>
<td>2.13</td>
</tr>
<tr>
<td>2016</td>
<td>7,406.7</td>
<td>2.34</td>
</tr>
<tr>
<td>2017</td>
<td>8,541.0</td>
<td>2.60</td>
</tr>
<tr>
<td>2018</td>
<td>9,441.8</td>
<td>2.75</td>
</tr>
<tr>
<td>2019</td>
<td>10,245.7</td>
<td>2.87</td>
</tr>
<tr>
<td>2020</td>
<td>12,434.1</td>
<td>2.45</td>
</tr>
</tbody>
</table>

The German government reports annually on current and planned expenditure per recipient country as part of the DAC forward spending surveys. This is coordinated by the BMZ.

3.2 Bilateral ODA allocations

Geographic allocations

The geographical allocation of bilateral regionally divisible ODA has essentially remained unchanged since 2014: 44.8% Asia, 33.1% Africa, 12.6% America and 9.3% Europe (average values 2014-2018). This reflects the fact that the Asian middle income developing countries continue to receive repayable concessional promotional loans on a large scale, which they use to finance for instance large-scale climate action projects. These loans do not originate from budgetary resources; they come from KfW Development Bank. An overview of the 20 largest recipient countries (2015-2018) of bilateral net ODA is attached in Annex 4.

If we look at bilateral engagement specifically in terms of BMZ budgetary resources, the allocation of pledges to partner countries and organisations provide an overview of regional activities. Table 8 shows the pledges from bilateral Financial Cooperation (FC) and Technical Cooperation (TC) whose allocation to countries and partner organisations is already planned. Should development-policy concerns necessitate any changes, the BMZ will respond this year.

16 2020: includes the second supplement to the federal budget 2020 with the extraordinary and additional recovery packages for the corona crisis.
Table 8: Planned pledges by the BMZ to partner countries and organisations in bilateral FC and TC (2020)

<table>
<thead>
<tr>
<th>BMZ budgetary funds (planned) by continent in 2020*</th>
<th>Sum of bilateral Financial and bilateral Technical Cooperation (in million euros)</th>
<th>Share by region (in %)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Africa</td>
<td>1,785.8</td>
<td>57.34%</td>
</tr>
<tr>
<td>Asia</td>
<td>620.5</td>
<td>19.92%</td>
</tr>
<tr>
<td>Middle East</td>
<td>340.0</td>
<td>10.92%</td>
</tr>
<tr>
<td>Latin America and the Caribbean</td>
<td>199.6</td>
<td>6.41%</td>
</tr>
<tr>
<td>Eastern Europe and the South Caucasus</td>
<td>168.6</td>
<td>5.41%</td>
</tr>
</tbody>
</table>

With 57.34% of regionally divisible funding, Africa once again remains the regional focus of bilateral cooperation in 2020. Through this support the BMZ intends to respond more precisely and effectively to the changing and diversifying needs of our neighbouring continent. With the Marshall Plan with Africa and the reform partnerships, the BMZ has placed development cooperation with partner countries in Africa on a new footing.

Asia is making a key contribution towards achieving the goals of the 2030 Agenda and the global climate treaty. The region is the engine of the global economy, yet it is also home to most of the world’s poor. However, this is also where almost 60% of global CO2 emissions are produced, and Asian countries are at the same time hard hit by climate change.

One important objective in the Middle East is to also continue recovery measures in countries affected by conflict, in order to improve people’s living conditions and lay the foundations for reconstruction.

Latin America and the Caribbean is a region of particular importance for protecting the global climate, environment and natural resources, and thus for protecting global and regional public goods. It is home to the world’s largest nature reserves, and thus has huge potential for implementing the German government’s biodiversity and climate pledges.

For the BMZ, cooperation with LDCs, other low income countries and fragile states plays a pivotal role. Over the last five years, several countries in each of these categories have been among the BMZ partner countries receiving the highest pledges from bilateral Financial and Technical Cooperation. Since the majority of BMZ partner countries receive pledges at intervals of several years, the pledges for each country need to be compared across several years.
Table 9: BMZ pledges to partner countries in bilateral FC and TC (top 5, in million euros)

<table>
<thead>
<tr>
<th>Rank</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Afghanistan</td>
<td>248.8</td>
<td>Afghanistan</td>
<td>211.5</td>
<td>Afghanistan</td>
</tr>
<tr>
<td>2</td>
<td>Tanzania</td>
<td>185.5</td>
<td>Bangladesh</td>
<td>192.0</td>
<td>Niger</td>
</tr>
<tr>
<td>3</td>
<td>Ukraine</td>
<td>172.0</td>
<td>India</td>
<td>149.4</td>
<td>Côte d'Ivoire</td>
</tr>
<tr>
<td>4</td>
<td>DR Congo</td>
<td>154.4</td>
<td>Egypt</td>
<td>146.0</td>
<td>Tunisia</td>
</tr>
<tr>
<td>5</td>
<td>India</td>
<td>132.4</td>
<td>Kenya</td>
<td>140.5</td>
<td>Ethiopia</td>
</tr>
</tbody>
</table>

3.3 Multilateral ODA allocations

For organisations that the BMZ has identified as key to implementing the objectives defined in the multilateral strategy, financial contributions are provided accordingly. The German contribution towards the capital increase of the IBRD is 290.19 million euros of subscribed capital plus 2.074 billion euros of callable capital. To strengthen the IFC Germany will invest some 248.35 million euros of subscribed capital. For the IDA Germany will remain a reliable partner and the fourth-largest donor, with contributions of 1.607 billion euros (2020-2023). As well as the climate targets, this will also advance poverty reduction, chiefly in the poorest countries and in fragile contexts, with a focus on prevention.

Furthermore, the German government is supporting implementation of the Paris Agreement and global cohesion in efforts to limit and manage climate change, e.g. by doubling the German contribution to the first replenishment of the Green Climate Fund (2020-2023) with 1.5 billion euros (third-largest donor), and supporting the Global Environment Facility (GEF) in the seventh replenishment (2018-2022) with 420 million euros (second-largest donor). To propel implementation of the 2030 Agenda forward the BMZ has significantly increased its support for UNDP as a driver of the 2030 Agenda, and is now its largest donor overall.

To advance the reform of the UN development system, and especially implementation of the Funding Compact, Germany has more than doubled its core contribution to UNDP (from 25 million euros in 2016 to 60 million euros in 2020), and increased sevenfold its contribution to UNICEF (from 10 million euros in 2016 to 70 million euros in 2020). In harmony with its multilateral strategy, the BMZ has also significantly increased its core contributions to other UN organisations in response to the overall imbalance between core and earmarked financing in the UN system. For instance, for UNFPA Germany’s core contributions have risen from 22 million euros (2016) to 40 million euros (2020), for UN Women (the United Nations Entity for Gender Equality and the Empowerment of Women) from 4.1 million euros (2016) to 9 million euros (2020), and for United Nations Volunteers (UNV) from 1.76 million euros (2016) to 2.69 million euros (2020). The German government is thus making a contribution towards achieving the Funding Compact, according to which the core contributions of all donors collectively should amount to 30% of total contributions.
Furthermore, earmarked contributions remain a key instrument of the German government for strategic financing of regional and thematic priorities. Consistent with the aims of the Funding Compact, the BMZ prefers earmarked contributions with multi-year pledges and together with other donors, and joint programmes or fund contributions involving close cooperation between different UN organisations.

The BMZ regularly reviews the balance between the use of core and earmarked funding. In this way the BMZ is continuing to support the efforts of the World Bank Group to counteract the fragmentation of financing provisions within the framework of the ongoing trust fund reform.

3.4 Financing for sustainable development

Approach to financing sustainable development

With the Addis Ababa Action Agenda as an integral component of the 2030 Agenda, a comprehensive and standardised framework for financing sustainable development was created.

Within this framework Germany supports the development and implementation of Integrated National Financing Frameworks, e.g. by advising partners or by providing financial contributions to the UN SDG Fund. These form a policy and financing framework for sustainable development that identifies financing priorities and needed reforms at national level. In 2030 the methodology and piloting of integrated national financing strategies are now being further developed in various partner countries together with the EU and the UN.

Germany is also promoting strategic actors in the follow-up and monitoring process for the Addis Ababa Action Agenda. For instance it has supported the UN Financing for Development Office in preparing the annual Financing for Sustainable Development Report, organising the SDG Investment Fair and managing communication on the Financing for Development process. The financial support of the Civil Society Financing for Development Group is also strengthening the contribution of civil society to international financing architecture reforms. In partnership with Mexico and Switzerland, every year the German government organises the international meeting of the Group of Friends of Monterey. These informal meetings lead to a shared understanding of topics concerning sustainable development finance, and thus contribute towards a coherent implementation of the Addis Ababa Action Agenda at international level.

Like the EU, with good financial governance German development policy pursues a holistic approach that encompasses both the mobilisation of domestic revenue and the expenditure side of public finance, thus supporting a broadening of fiscal policy scope in partner countries.

Together with the Netherlands, the UK and the USA, Germany is one of the initiators of the Addis Tax Initiative, which was launched at the UN Conference on Financing for Development in Addis Ababa in 2015. The Addis Tax Initiative aims to promote efficient and effective tax administrations, and thus the mobilisation of domestic revenues in developing countries. While the participating donor countries undertake to double their support for the mobilisation of domestic revenue by 2020, the partner countries undertake to redouble their efforts to mobilise domestic revenue. Furthermore, Germany supports partner countries in combating tax avoidance and evasion, particularly in implementing the base erosion and profit-shifting standards as well as in tackling illegal financial flows and corruption.

Mobilising additional development finance

To achieve the SDGs more private investment is required, as public funds alone are no longer sufficient. The private sector and financial sector have a key role to play in making investment in technology, production methods and infrastructure climate and environmentally friendly. This requires appropriate incentive systems, enabling regulatory frameworks at national and regional level, and innovative
investment instruments in the international financial system. This is why the German government uses the limited ODA not only to complement national public resources, but also as a catalyst to mobilise private funding.

The use of German ODA as a catalyst, particularly through the KfW Development Bank, encompasses interventions designed to directly mobilise national and international private capital donors, and to help improve frameworks for local and transboundary private investment.

For this purpose Germany uses a wide array of financing instruments (guarantees, bonds, debt swaps, risk capital, blended finance, direct investment etc.), which it continuously expands. For example, Germany supports the Currency Exchange Fund (TCX, a multi-stakeholder fund) with lending in local currencies, and the African Local Currency Bond Fund, which enables micro-finance institutions and local banks to hedge their currency risk, and as a result expand their lending in local currency.

Germany invests a total capital of around 1.5 billion euros in over 40 structured funds. One prominent example is the European Fund for Southeast Europe, which provides long-term financing for micro, small and medium-sized enterprises through local financial institutions, and has already won an award in the G20 Small and Medium Enterprise Finance Challenge for being one of the best public-private partnership models for micro, small and medium-sized enterprises.

Germany is a pioneer in developing "green markets" in partner countries. The German government also uses the KfW’s long-standing experience with the issue of green bonds (current green bond portfolio 2 billion euros) in cooperation with developing countries. On the German government’s behalf, the GIZ is helping enhance regulatory frameworks for green bond markets in emerging economies such as Brazil, China, India and Mexico, e.g. through strategic alliances with private banks.

On the BMZ’s behalf, as part of the Green People’s Energy for Africa initiative the KfW is developing an innovative financing instrument involving crowdfunding, in order to mobilise additional capital from small private investors in off-grid renewable energy projects in Africa. By cooperating with established crowdfunding platforms and co-financing suitable projects, the instrument will assume a greater part of the risk.

The German Alliance for Trade Facilitation brings together enterprises, business associations and government institutions; the Global Alliance also brings together such actors from the USA, UK, Canada, Australia and Denmark. In over 20 joint projects worldwide the time required for customs procedures and the movement of goods is being reduced measurably. The German Alliance implements projects in Albania, Bosnia and Herzegovina, Indonesia, Kosovo, Moldova, Montenegro, North Macedonia, Serbia and Ukraine, and in the future will implement projects in Morocco and Thailand. It also complements measures of the Global Alliance in Brazil, Colombia, Ghana, Kenya, Malawi, Morocco, Nigeria, Sri Lanka, Viet Nam and Zambia. The approach works: in Montenegro the number of express deliveries receiving customs clearance within one hour has been increased from the original figure of 65% to approximately 70%. In a Colombian project the time taken to process food imports was reduced from 2 days to 3 hours. The alliances are thus making an important contribution towards implementing the WTO Trade Facilitation Agreement and the 2030 Agenda.

Germany is also engaged in mobilising additional funding – both public and private – through triangular cooperation agreements. Under these arrangements, governmental and non-governmental actors from emerging and developing countries implement joint development projects. The financial contributions of the emerging countries average up to 30% of the project volume, while those of the recipient countries average around 12%.

Tracking and reporting beyond ODA flows
Germany tracks and reports all official flows to developing countries (not only ODA flows). These include:

- a portion of the loans issued by KfW (with a negative net amount resulting from repayments/sales revenues of around 148 million euros in 2018) and the DEG loans (net disbursements 351 million euros in 2018), which are classified as Other Official Flows (OOFs).

- In addition to official flows for development, in 2019 German non-governmental organisations also provided flows of their own, especially contributions and donations, to the tune of around 1.218 billion euros. The top three recipient countries here were India, Ethiopia and Syria.
4. Structure and systems

4.1 Authority, mandate and coordination

Since 2013 the BMZ has been led by Dr. Gerd Müller.

Since 2018 (19th legislative period) the leadership team has included:

- Parliamentary State Secretary Dr. Maria Flachsbarth
- Parliamentary State Secretary Norbert Barthle
- State Secretary Martin Jäger.

These senior officials meet regularly in order to define and coordinate strategic approaches. With two parliamentary state secretaries the BMZ is able to inform the German Bundestag, participate in international conferences and interact with the public.

Within the German government the BMZ is responsible for coordinating ODA.

Internal coordination within the BMZ

The basic mechanism for internal coordination is for all units with responsibility for the matter at hand to be involved in, and systematically notified of, important decisions and developments. Where appropriate this also includes in-house communication by the Minister and the State Secretary. Employees have access to important internal documents and guidelines at all times through the intranet. The BMZ has further improved communications between its offices in Bonn and Berlin with additional capacities for video conferencing and telephony.

In bilateral official development cooperation the country strategies are the key instrument for political and strategic management, and internal coordination. The country strategies are reviewed by a BMZ in-house quality assurance body which ensures their quality and sets uniform standards for all countries. Country strategies contain clear strategic directives for cooperation with a partner country. These instructions are binding for programmes and modules of bilateral development cooperation, and guide the actions of those involved.

Coordination between the BMZ and its implementing organisations

As their proprietor, the German government directs the GIZ and (largely) the KfW Development Bank. The implementing organisations are bound by the policy and strategic objectives of the German government. The Federal Minister for Economic Cooperation and Development, and six further federal ministers, are by law members of the KfW Board. The BMZ State Secretary is Chair of the GIZ Supervisory Board. The German government is also represented on the GIZ Supervisory Board by the Federal Ministry of Finance (BMF), the AA and the Federal Ministry for Economic Affairs and Energy (BMWi).

For coordination at the operational level the commissioning procedures are the key instrument for individual projects. For each measure the Federal Institute for Geosciences and Natural Resources (BGR), PTB (Germany’s national metrology institute), GIZ, and/or KfW receive a commission that has been discussed and agreed on within the BMZ. The commission may lay down further coordination requirements. The BMZ oversees the conduct of project progress reviews, interim and final reports, and evaluations.
4.2 Systems

A policy/programme approval mechanism

Every year the budget approved by parliament establishes the expenditure and commitment authorisations for the financial year in question at the level of budget items. The commitment authorisations enable the German government to make binding pledges of payment to third parties (e.g. partner countries, multilateral organisations) for the subsequent years. The funds required to honour these pledges are made available in the budgets for the subsequent years. The BMZ’s internal processes for planning the allocation of financial resources by theme (e.g. SDGs) and recipient (e.g. partner countries) are managed across the directorates-general. The responsible units make proposals concerning the funds they need to finance their focal areas and priority themes, and to develop and continuously shape the development partnerships in their field. The integrated planning and allocation of bilateral official development cooperation encompasses the budget items relevant to this. The overall result is approved by the political leadership of the BMZ and by parliament, in order to ensure transparency and clarity of financial planning for the benefit of the legislature.

Quality assurance

The Joint Procedural Reform of 2018 fundamentally reformed the commissioning procedure for bilateral cooperation measures. The BMZ strategically manages the three elements of country strategy, programmes and measures. The country strategy forms the strategic framework. It describes cooperation with the partner country in terms of objectives and fields of action within the priority areas, and defines the development results targeted in the long term. Programmes bring together the specific Financial and Technical Cooperation measures in a priority area. They help achieve the relevant programme objective. These instruments are used to regularly review, and where necessary adjust, development cooperation with a country, in a programme and in the specific projects.

Box 2: Further developing the country strategies through BMZ 2030

Managing through strategies – Further developing the country strategies through BMZ 2030

The BMZ 2030 reforms encompass the further conceptual development of BMZ’s country strategies. In the future, country strategies will be further strengthened as a binding management and planning instrument.

- It is envisaged that the country strategies will be responsive to the different frameworks and development-policy approaches in the three partnership categories (bilateral, global, and nexus and peace partners).
- The country strategies should enable an overall strategic approach by reflecting the objectives of bilateral official cooperation with the partner country as a whole.
- The objectives of the country strategies will be derived from the respective objectives and requirements of the thematic strategies. Country strategies should indicate how the thematic requirements can be effectively implemented in the specific country context.
- The lessons learned and implementation experiences gained by the BMZ and the implementing organisations, and the expertise of the scientific community, think tanks, civil society, other donors and international organisations, will be systematically incorporated into the design of the country portfolios, for instance through the systematic use of evaluations, accompanying research on results, and reviews.
Through the Joint Procedural Reform for bilateral development cooperation, instructions were agreed for the entire process of commissioning measures (i.e. programme modules). As well as clearly assigning responsibilities for the partner, the BMZ and the implementing organisations, rules are defined for each step of the procedure. Possible sector strategies, cross-cutting themes, markers and aspects of value for money are already identified during project preparation, and in the course of continued preparation taken into consideration in relation to agreed standards.

During implementation, annual reporting supports political management. Among other things reports provide information on substantive changes during implementation and on the status of the achievement of objectives. Requirements concerning results orientation (see also Section 6.1) concern inter alia application of the DAC SMART criteria when formulating indicators. Further quality assurance systems have been agreed with the GIZ and KfW.

Every year the BMZ commissioned consultants to subject 50 randomly selected projects implemented by the GIZ to external quality control. This external quality control is designed to support continuous monitoring of compliance with the BMZ's requirements for the planning and implementation of Technical Cooperation projects. The findings and recommendations contained in the external quality control reports help to improve the quality of the existing systems and optimise governance.

In the case of projects implemented by the KfW, every year a chartered accountant audits compliance with the BMZ's requirements for planning and implementing projects and the proper management of budget funds. Each year one priority area theme is examined in depth.

The BMZ also supports civil society organisations in improving their project work, and for this purpose is making available from 2016 to 2023 just under 3 million euros from the budget item "private institutions". This is designed to strengthen German development NGOs in their project work and especially in quality assurance, by providing training and practitioners' workshops.

**Procurement, contracting and agreement-making**

In bilateral cooperation procurements are made by the implementing organisations: the BGR, the GIZ, the KfW and the PTB in accordance with the relevant legal provisions.

When awarding contracts the GIZ, BGR and PTB are bound by European and German procurement law. For EU-wide award procedures they must comply with the German Act against Restraints of Competition (GWB)\(^{17}\) and the German Regulation on the Award of Public Contracts (VgV)\(^{18}\). In the case of award procedures below the EU thresholds to be announced nationally they must comply with the Regulation on the Award of Public Supply and Service Contracts Below the EU Thresholds (UVgO)\(^{19}\), and the German Contracting Rules for the Award of Public Works Contracts (VOB/A / VOB/A EU)\(^{20}\).

For award procedures and procurement of materials and equipment outside of Germany, above the EU thresholds the GIZ applies the GWB and VgV, if the procurement is potentially also aimed at EU

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17 Gesetz gegen Wettbewerbsbeschränkungen (GWB) [German Act against Restraints of Competition – German only] [http://www.gesetze-im-internet.de/gwb/index.html](http://www.gesetze-im-internet.de/gwb/index.html)
18 Vergabeverordnung (VgV) [German Regulation on the Award of Public Contracts – German only] [http://www.gesetze-im-internet.de/vgv_2016/index.html](http://www.gesetze-im-internet.de/vgv_2016/index.html)
19 Unterschwellevergabeordnung (UVgO) für Sachbeschaffungen und Dienstleistungen [German Regulation on the Award of Public Supply and Service Contracts Below the EU Thresholds – German only] [http://www.verwaltungsvorschriften-im-internet.de/bswwvbund_02022017_186261902.htm](http://www.verwaltungsvorschriften-im-internet.de/bswwvbund_02022017_186261902.htm)
20 die Vergabe- und Vertragsordnung für Bauleistungen (VOB/A bzw. VOB/A EU) [German Contracting Rules for the Award of Public Works Contracts – German only] [https://dejure.org/gesetze/VOB-A](https://dejure.org/gesetze/VOB-A)
providers (i.e. is "relevant to the internal market"). It also applies the subordinate German procurement rules outside Germany *mutatis mutandis*. All financial transactions with contractors and financing recipients are checked systemically against the EU and UN blacklists.

The GIZ publishes its procurement figures and other information on all aspects of procurement in an annual procurement report on its website. This report once again specifies the legislation on which the GIZ based its contract awards.

In the case of FC investments, the implementing institutions in the partner country assume responsibility for contracting and procurement. These institutions agree to comply with the binding procurement guidelines of the KfW Development Bank in award procedures involving the funds provided by Germany.21 To support the partner institutions the KfW supplies standard bidding documents and standard contracts.22 As well as complying with the procurement guidelines, contractors and partner institutions must contractually undertake to implement measures against sexual exploitation and abuse, refrain from corrupt actions and comply with existing EU and UN sanctions.

Suitable partners can also be financially supported in Technical Cooperation. The modalities for this and the responsibilities of the partners are stipulated in a financing agreement.

To promote development interventions in Technical and Financial Cooperation, agreements under international law are usually entered into at government level. These agreements summarise the key points of the development measures, and specify the objectives, purpose and scope of the German contribution as well as the inputs of the cooperation partner. Further details are stipulated in the agreements to be concluded between the implementing organisations GIZ/KfW and the implementing partners in the partner country. These are agreements under private law that are subject to German law.

The German government is working to simplify the procedures for these agreements, and in appropriate cases to waive them, provided that the protective rights for assigned experts and the tax rules can be maintained.

**Risk management**

The BMZ laid down its risk management requirements in the strategy paper *Anti-Corruption and Integrity in German Development Policy*23, published in 2012. This paper is binding for the implementing organisations, and provides guidance for civil society organisations and the private sector. Annex 9 describes implementation of the *OECD Recommendation of the Council for Development Co-operation on Managing the Risks of Corruption* in German development cooperation.

GIZ has a company-wide risk management system. Part of this system is a risk management handbook plus a binding risk catalogue encompassing among others the risk categories compliance and integrity risks, commercial risks, political risks/strategic risks, reputational risks and security risks. The compliance and integrity risks also include corruption-related risks, such as human resource management and the procurement market.

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Part of the GIZ's risk management still includes the measures taken to ensure the environmental and social soundness of projects. These have been combined in the so-called "safeguards and gender management system". When planned projects are appraised, this system is designed to avoid any unwanted impacts on the environment, climate, human rights and conflict, and to promote gender equality.

The GIZ has always required its workforce to guarantee a fair and respectful way of dealing with others, both when working together internally and in cooperation with the partner and towards third parties. The principle of not tolerating sexual harassment within the company has been part of the GIZ's own Code of Conduct since 2013. Since 2015, an even clearer zero tolerance policy concerning the prohibition of sexual harassment at the workplace has been in place for the entire GIZ workforce. Since February 2020 this guiding principle has been supplemented by a legally binding ethical guideline, which is currently being reviewed with regard to implementation of the DAC Recommendation on Ending Sexual Exploitation, Abuse and Harassment in Development Co-operation and Humanitarian Assistance.

As part of the KfW Group, the KfW Development Bank has appropriate procedures and processes for identifying, evaluating and rating risks, which are designed to minimise or eliminate those risks. These include a know your customer check, an environmental and social impact assessment, a risk-based disbursement mechanism and a comparison of payment flows with sanction and embargo lists. Furthermore, those affected are able to complain. Risks are identified and assessed during project appraisal, and monitored during the course of the project.

Innovation and adaptation

The BMZ and other actors in German development cooperation practice a culture of continuous learning in all areas of work and thematic areas. They prepare innovations where the opportunity and need arise in development settings, and adjust their procedures to suit actual requirements. Over the last few years the BMZ has demonstrated its capacity to innovate and adjust, inter alia with the following new initiatives, partnerships and instruments, as well as adjustments to its planning, allocation and management procedures.

**BMZ 2030**

As described in Section 2.1, to increase its overall management capacity and the effectiveness of its work the BMZ has launched extensive and deep reforms through its reform and strategy process **BMZ 2030**, which it has been implementing since the beginning of 2020.

**New themes and instruments**

**Digitalisation in development cooperation**

Digitalisation is in full swing worldwide – in both industrialised and developing countries. Used correctly, digitalisation can also contribute towards greater justice. On the other hand, however, it can lead to new injustices. According to calculations of the International Telecommunication Union, one in two people worldwide still has no Internet access. This includes mainly people in the LDCs, in rural regions, and especially girls and women. According to World Bank estimates, up to two thirds of all current jobs in developing countries are at risk of disappearing as a result of digitalisation. In many countries new technologies are deliberately being used against people. Data are being collected illegally, repression is being promoted and freedom of opinion is being restricted on the Internet. On the other hand the SDGs can only be achieved with new digital technologies. This was also the key finding of the latest report published by the German Advisory Council on Global Change (**Towards our**
Common Digital Future). In the BMZ’s view, digitalisation in developing countries offers special potential and opportunities with regard to five key thematic areas (business and work; local innovation; equal opportunities; good governance and human rights; data for development). In its Digitalisation for development strategy (German only) the BMZ defines specific goals for digitalisation in German development cooperation. The BMZ thus intends to advise and support Germany’s partner countries for development cooperation on coping with the challenges of digitalisation in order to:

- Enable affordable access to digital technologies and the Internet for all – and especially for girls and women.
- Create digital – and therefore sustainable – jobs plus digital innovation in countries of the Global South. Make global trade fairer and more transparent there.
- Enable more efficient agriculture and food and nutrition security.
- Enable more digital access to health and education – especially for girls and women.
- Build digital management systems, improve transparency and data privacy, and provide new instruments to fight corruption.
- Promote the use of open data in order to improve decision-making and citizen participation.
- Place the use of "artificial intelligence" on an ethical footing.

Digital technologies will for instance help achieve the goals of the 2030 Agenda for Sustainable Development more quickly, more effectively and at lower cost.

The BMZ is currently promoting a total of around 570 projects with an information and communications technology component in over 90 countries. The BMZ has thus mainstreamed digitalisation as a cross-cutting and innovative theme in German development cooperation, and the number of German development cooperation projects recorded as including information and communications technology components has more than doubled from 223 to 574. This represents roughly 14 per cent of the BMZ’s entire portfolio at present.

Examples of other important innovations include the AfricaGrow/AfricaConnect development fund (see also Section 1.1.), the InsuResilience Global Partnership for climate risk insurance (see also Section 1.1.), the Returning to New Opportunities programme (see also Section 1.1.), the Development and Climate Alliance (see also Section 1.3) and the initiatives for fair and sustainable global supply chains (see also Section 1.1.).

New partnerships

German federal states [Bundesländer] and municipalities

The BMZ has continuously expanded its instruments to support sub-national development cooperation by federal states and municipalities. By launching thematically focussed programmes through Engagement Global’s Service Agency “Communities in One World” that not only support project work, but also offer training and advice, the BMZ is steering activities towards sectors that are a political priority,

24 “Information and communications technology” refers to technology that is used to collect, store, transfer and process data and information. Examples of information and communications technology in development cooperation include: databases and web portals for more transparent management; smartphones that place new payment methods, knowledge and weather data in the hands of small farmers; digital learning platforms that provide school students in remote areas with access to learning.
25 These data are based on a survey of selected grant recipients and implementing organisations of German development cooperation (as at July 2019).
26 N.B.: To obtain this figure the IATI project data list, which includes the total number of BMZ-funded projects, was used; its informative value is limited, however. In many projects digital technologies and solutions are used, though this fact is not recorded or the projects are not regarded as digital projects by those responsible.
and fall within the competence of the actors concerned. Examples include the programme *Municipalities for Global Sustainability*, which promotes processes to localise implementation of the 2030 Agenda. Another example is the *Municipal Climate Partnerships* programme, which supports professional cooperation between German municipalities and their partners in the Global South in the fields of climate change mitigation and adaptation.

The PREVENT Waste Alliance

Two billion tonnes of household waste are generated every year. By 2050 the figure is expected to reach 3.4 billion tonnes. Waste that is inappropriately managed threatens air, water and soil quality, and jeopardises human health. This was the context in which the BMZ founded the PREVENT Waste Alliance in 2019. The Alliance aims to establish a working waste management system and circular economy worldwide in order to reduce the entry of waste into the environment in emerging and developing countries. With currently over 90 members, the PREVENT Waste Alliance is designed as a platform to boost international cooperation. It brings together organisations from the private sector, academia, civil society and government institutions from Germany, emerging countries and developing countries.

4.3 Capabilities throughout the system

Staffing levels, composition and location

Between 2014 and 2020 the BMZ budget grew by approximately 93%. Over the same period the BMZ workforce also grew by 27.7%: from 788 in mid-2014 to 1,008 by the end of 2019.

Key reasons behind this growth include Germany’s increased engagement to reduce the causes of displacement following the sudden increase in the number of asylum-seekers in 2015, the realignment of cooperation with Africa, and the increased engagement to achieve the SDGs and the international climate targets.

*Table 10: Percentages of women and men at the BMZ*

<table>
<thead>
<tr>
<th>As at 31 December 2019</th>
<th>Total</th>
<th>Women</th>
<th>Men</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employees</td>
<td>1,213</td>
<td>675 (55.65%)</td>
<td>538 (44.35%)</td>
</tr>
<tr>
<td>Head Office</td>
<td>1,008</td>
<td>574 (56.95%)</td>
<td>434 (43.05%)</td>
</tr>
<tr>
<td>Of which professional staff</td>
<td>762</td>
<td>428 (56.17%)</td>
<td>334 (43.83%)</td>
</tr>
<tr>
<td>Managerial staff</td>
<td>146</td>
<td>71 (48.63%)</td>
<td>75 (51.37%)</td>
</tr>
<tr>
<td>(heads of division and above)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Of which heads of division</td>
<td>116</td>
<td>60 (51.72%)</td>
<td>56 (48.28%)</td>
</tr>
<tr>
<td>Service staff</td>
<td>275</td>
<td>158 (57.45%)</td>
<td>117 (42.55%)</td>
</tr>
</tbody>
</table>

27 Not including managerial staff
28 All figures relate to total number of BMZ staff, i.e. including staff on leave and staff in the field structure.
By 2022 the BMZ aims to ensure that women hold 50% of posts on all managerial levels up to Director-General.

As of the end of 2019, 572 (56.74%) staff members were employed in Bonn and 436 (43.26%) in Berlin. Ninety-four staff members were on leave, most of them for family reasons.

The BMZ employs staff from 18 nations, and according to a survey was the federal authority with the second-highest percentage of its entire workforce with a migrant background – 23%. The BMZ currently employs a total 48 persons (3.9%) who possess dual citizenship or the citizenship of a country other than Germany.

Since 2015 the Ministry has further increased its presence in partner countries. The BMZ currently occupies just under 130 posts outside of Germany; 109 of these are posts for economic cooperation in Germany’s missions abroad, eight are posts for executive directors with the multilateral and regional development banks or in their offices, and 13 are posts for secondments to European organisations, the World Bank and the UN. For the latter posts the amount of funding made available has doubled since 2015. A further increase in the number of posts is planned in 2021. Since August 2018, in close cooperation with the AA 31 BMZ-funded posts were created for local professional staff in the economic cooperation sections of Germany’s missions abroad (support for economic cooperation officers).

The BMZ’s new framework plan for staff development of 29 June 2015 means that, when taking decisions on staff development, the Ministry now attaches greater importance to periods that a staff member has spent posted abroad. Generally speaking, BMZ staff are appointed to foreign posts on a voluntary basis. This ensures that the intrinsic motivation of officials posted abroad is correspondingly high. Promotion to A 15 usually requires the staff member concerned to have completed at least one foreign assignment. This rule creates a considerable incentive for staff members to include a foreign assignment as an integral part of their life and career plan.

Around one third of the posts occupied by the BMZ are now located in countries considered a high-risk location. Thanks to reductions in the time spent at locations, financial incentives and more generous leave regulation these posts have been made more attractive, as a result of which it has been possible to assign highly qualified staff almost without exception.

For BMZ managerial staff (heads of division and above) there are no posts in the field structure with managerial responsibility. Consequently, the number of BMZ managerial staff assigned abroad is correspondingly low. The current figure is 14 heads of division. One exception are the executive director posts at the development banks (World Bank, Asian Development Bank, African Development Bank, Development Bank of Latin America), which are filled by heads of division and directors.

The Junior Professional Officer (JPO) Programme is a programme for young development professionals that has existed since 1971. With an annual 21.135 million euros, Germany is the third-largest donor country in the global JPO Programme (around 30 donor countries in total). For the first time, in 2020 the BMZ will also make available a partial amount to fund a JPO position to be occupied by an individual from the Global South. Approximately 180 Germans are currently employed as JPOs with international organisations. The ratio of JPOs who subsequently find employment with an international organisation after the end of their period as a JPO funded by Germany has been 70-80% for years, which reflects the high professionalism of the German candidates selected.
Staff development

Staff development at the BMZ is based on a staff development plan. Here the "rotation principle" and the "generalist principle" always apply. This is why the BMZ also offers its staff an extensive training programme aligned with life and career phases that includes both individualised elements and elements for all careers and posts. Some of the training modules are compulsory and some voluntary. The programme includes subject-specific training, training in soft skills (e.g. social skills), language training and training in IT.

Since 2017 all new employees on all career paths undergo an expanded obligatory systematic induction module on development issues and administrative procedures. Professional staff undergo a four-week in-depth training course on BMZ-specific content.

Before they assume a post as head of division for the first time, the social and leadership skills of applicants are assessed on the basis of a semi-structured interview with an internal BMZ committee.

Managers who are new in their position take part in a two-week coaching programme designed to improve their managerial skills in practical ways.

The BMZ conducts regular staff assessments (every two years) as well as ad hoc assessments that are used for career development purposes.

The provision of feedback to superiors for all managerial levels at the BMZ is designed to prompt managers to reflect on their use of managerial skills. The procedure enables managers to obtain feedback on how their managerial skills are seen from the perspective of their subordinates.

GIZ

The Deutsche Gesellschaft für internationale Zusammenarbeit (GIZ) GmbH is represented in 122 countries with a workforce of approximately 21,100. Of these, some 14,600 are national staff (as at 31 December 2019). The GIZ employs staff from 153 nations; women make up 48.4% of the workforce. With the Academy for International Cooperation the GIZ has a comprehensive offering of staff training on development cooperation issues. The Academy has locations in Germany and Asia (Bangkok), as well as cooperation arrangements with regional training hubs in Africa (Addis Ababa) and Latin America (Bogotá). At the Academy, GIZ staff and staff of other German institutions for international cooperation receive training among other things to systematically prepare them for foreign assignments.

Kreditanstalt für Wiederaufbau – KfW Development Bank

The KfW Development Bank is part of the KfW Group. It employs a workforce of 881, most of them based in Frankfurt. Of these, 80 are seconded to the 69 field offices of the KfW Development Bank (as at 31 December 2019). In addition, the field offices employ a total of 319 local staff, including highly qualified project professionals, administrative experts and assistants. One key task of the offices is close dialogue with local governments, other public sector actors, project executing agencies and other bi- and multilateral donors in order to ensure that development cooperation is tailored to the needs of partner countries and target groups.
5. Delivery modalities and partnerships

5.1 Effective partnerships

Predictability and flexibility in programming and budgeting

In bilateral development cooperation, government negotiations with funding pledges based on commitment authorisations normally take place every two years. These are prepared at annual government consultations. These commitment authorisations allow multi-year funding pledges to be made to the partners. The pledged funds are also available in subsequent years, and are used in accordance with project progress without any fixed due dates in relation to specific financial years. This ensures that the funding of interventions can be reliably planned, while retaining the flexibility needed to use funds across the entire project cycle in line with actual requirements.

Multilateral funds are allocated in accordance with the principles set out in the multilateral strategy (see Section 2.1.). Accordingly, funding decisions for individual institutions are based on their relevance for implementation of the priority areas of German development policy (such as climate action and implementation of the 2030 Agenda), their contribution towards supporting reforms and global governance, and the performance and efficiency of the organisation concerned. The allocation mechanisms and cycles in multilateral development cooperation follow the multilateral mechanisms: in the case of replenishment, they are dependent on the rhythm of the respective fund and are highly predictable overall. Core contributions are paid to UN organisations annually, but are designed on a long-term basis and are agreed with the organisations concerned. Contributions to multilateral funds/programmes/projects are planned on a short- to medium-term basis depending on the intervention and the source of funding – with corresponding predictability in terms of time and in close consultation with the respective organisations receiving the funds.

The structure and functional mechanisms of the EU budget provide a high degree of predictability particularly for the multi-year financial framework (negotiations are currently under way for the multi-year financial framework 2021-2027), as well as instruments such as the planned NDICI. There are plans to integrate several external financing instruments that have hitherto operated separately into the NDICI, one of which is the EDF.

This integration is designed to achieve synergy effects as well as greater flexibility, transparency and control compared to the previous system of separate instruments. According to the proposal of the EU Commission, at least 92% of NDICI funds should be ODA-eligible. This makes sustainable development a core objective of the instrument. The future of the NDICI is directly linked to the decision of the European Council concerning the multi-year financial framework 2021-2027.

In multilateral development cooperation, since 2018 Germany has organised regular bilateral strategy dialogues with UN organisations that receive significant German contributions such as the UNDP, UNICEF and WFP. These dialogues aim to lift the respective partnerships onto a more strategic level overall, discuss regional and other priorities, and jointly develop themes. Germany also holds strategy dialogues with the World Bank and regional development banks, for instance on climate action or food security in conjunction with the Global Agriculture and Food Security Programme. To strengthen the reform partnerships and the CwA, in 2018 the BMZ concluded a Memorandum of Understanding on cooperation with the World Bank and the AfDB. Since 2019 the BMZ and World Bank have been engaged in strategic cooperation for reconstruction and transformation in the MENA region. The BMZ is also using the World Bank's analytical expertise through three multi-donor trust funds to support the CwA (the Think Africa Partnership, the IFC Support for G20 CwA Countries fund and the Multi-Donor Trust Fund for the Tunisia CwA).

In operational cooperation with UNICEF and WFP, in the interests of sustainable results Germany is increasingly agreeing multi-year programmes (3-5 years), thus enabling these institutions to plan with greater certainty.
In 2019 Germany also entered into a new partnership with UNDP, and over a three-year period is financing and designing 60 accelerator labs with a total of 30 million euros. These labs will serve 78 countries by promoting scalable, local innovative solutions to speed up implementation of the SDGs.

Since 2018 Germany has been supporting the reform of the UN development system as the second-largest donor for the UN resident coordinators, providing an annual figure of around 10 million euros. The UN resident coordinators are a hub for improved cooperation in partnership with the UN organisations in countries.

Civil Society Organisations (CSOs) and foundations

Civil society actors (such as NGOs, churches, foundations etc.) are a cornerstone of German development cooperation – both in developing countries, and in education and information work in Germany. Thanks to their particular responsiveness to target groups, their free and independent mandate, and their long-standing and close cooperation with partners on the ground, CSOs are especially well placed to drive societal change processes from the bottom up by providing help towards self-help. At the same time, German NGOs can provide significant private funds for development cooperation through their own contributions taken from donations.

The BMZ has an interest in CSOs evolving as autonomously as possible, so that they can be expected to use their own initiative in cooperation. The BMZ’s close cooperation with civil society is characterised by this high degree of autonomy, and a preference for civil society solutions over the state assuming tasks directly.

Since the last DAC Peer Review in 2015, BMZ funding for civil society programmes has been significantly increased from just under 686 million to 1.1 billion euros in 2020 – a 60% increase. One quarter of this (301 million euros) went to funding for projects of the development aid bodies of Germany’s two major churches, and one quarter (340 million euros) to projects of political foundations. The private institutions budget item received 150 million euros (roughly 12%), and the item for agencies involved in social structure assistance received 61 million euros. In addition, new funds were made available for CSOs through the BMZ’s special initiatives (chiefly the initiative ONE WORLD – No Hunger, and the initiative on displacement). A considerable portion of funds for transitional development assistance also went to German NGOs (in 2019 around 86.6 million euros in cash from the total allocation of 800 million euros). Significant amounts of civil society funding are used for the Civil Peace Service budget item (55 million euros), funding for development education (45 million euros) and funding for municipal engagement (30.9 million euros).

The respective development aid bodies of Germany’s two major churches, Germany’s six political foundations and its twelve (current figure) agencies involved in social structure assistance receive just under 80% of the BMZ’s civil society funding as multi-year programme funding. The project funding delivered through Engagement Global boosts the engagement of the German public for development cooperation in a spirit of solidarity.

In 2015 the BMZ began stepping up cooperation with private German foundations and philanthropic actors. For this purpose new funding possibilities were created for trust foundations, a dedicated service agency was set up as a point of contact, and various initiatives were launched together with major foundations.

For 2020, 50 million euros in cash is available for “funding long-term climate action projects of private German institutions”, plus a commitment authorisation for the same amount to fund large-scale, long-term projects.
In 2018, the possibility of "global programme funding" for large, experienced institutions was created in the "private institutions" programme delivered through Engagement Global (offering the possibility of bringing together several projects of the institution by region or sector).

Development cooperation of regions and municipalities

BMZ funding for municipal activities in sub-national development cooperation rose from 5.7 million euros in 2015 to a good 30 million euros in 2020. During this period the number of municipalities engaged in development work receiving advice and funding through Engagement Global’s Service Agency grew to around 900. This means that almost 10% of German municipalities with a population of more than 1,000 are assuming responsibility for development. Focal areas in Germany are fair procurement and development awareness raising, and implementation of the 2030 Agenda at the local level. In international cooperation, the focus is on specific issues concerning general interest services as well as climate change mitigation and adaptation. Since 2015, joint projects of the Federation and Germany’s federal states have been developed and implemented within a strategic framework – the programme jointly financed by the Federation and the federal states. This work is guided by BMZ guidelines for German development cooperation, e.g. regarding the selection of partners or sectors to be promoted, and aligned with the specific competences of Germany’s federal states. Almost 60 separate interventions have been funded with a good 10 million euros. The focal areas are vocational training/sustainable economic development, and environment/climate change/energy. Some of these interventions take place within the framework of long-term partnerships between a German federal state and a partner country.

Joint approaches

To reduce donor fragmentation and improve the results of development cooperation of the EU and its member states, the BMZ engages in joint programming. Germany is actively involved in all 44 countries where joint programming is currently being applied. During its EU Council Presidency in 2020, Germany is working to strengthen joint programming and joint implementation.

Within the framework of multi-donor programmes, the BMZ supports programme-based approaches. The total volume of funding for budget support and basket funding pledged in 2018 was increased significantly from 256 million euros in 2018 to 417.2 million in 2019, so that just under 10% of German pledges for Technical and Financial Cooperation was delivered through such instruments.

The BMZ uses triangular arrangements for cooperation with various partners, and is one of the most active bilateral DAC donors in this field. The focal region is Latin America. The BMZ intends to make greater use of triangular cooperation and is developing new approaches, including approaches for Asia. The Ministry is also actively involved in international forums of the UN, OECD and GPEDC on triangular cooperation, in order to help make these arrangements more effective.

In bilateral Technical Cooperation the BMZ prefers to seek an active role in order to help shape development interventions as comprehensively as possible. It welcomes the significant financial participation of other bilateral and multilateral donors, commercial foundations, NGO, businesses or other organisations involved in BMZ-funded projects and measures. In 2019 other donors commissioned the BMZ with some 280 combined financing arrangements. The commissions of these third party donors were worth around 450 million euros.

In Financial Cooperation, the BMZ invests together with other financing partners in funds or development companies for multi-country solutions. Typical examples include structured funds for investment in small and medium-sized enterprises (SMEs), microfinance institutions, climate solutions and renewable energy or climate risk insurance, which also mobilise private investment capital. The BMZ considers it absolutely essential to be involved in investment decision-making in the official bodies of these funds and development companies.
Moreover the BMZ has also launched development- and climate-policy initiatives and/or is an active member in such initiatives, such as the NDC partnership which it launched jointly with the BMU. 107 countries are members of the partnership; these include more than 80 developing and emerging countries. Since the initiative was launched in 2016, the German government has so far provided 540 million euros to support partner countries in defining and successfully achieving ambitious climate targets.

In its earmarked contributions to the UN, particularly those for UNDP and UN Women, but also contributions to strengthen people's resilience in conflicts and crises (e.g. joint programmes with UNICEF, WFP, the Food and Agriculture Organization of the United Nations), the BMZ prioritises programmes that are jointly implemented with other donors.

Accountability and transparency

For Germany, transparency and accountability are core principles of effective development cooperation. Since the Common Open Standard for Aid Transparency was agreed at the High-Level Forum on Aid Effectiveness in Busan in 2011, the BMZ has been implementing it by publishing extensive information on German development cooperation. At present the BMZ is providing information on a monthly basis on more than 9,000 projects in accordance with the International Aid Transparency Initiative (IATI) standard for the disclosure of project data. Since 2019 the AA has also been reporting its data on the basis of this standard. As part of Germany's participation in the Open Government Partnership led by the Federal Chancellery, the BMZ contributed to the German government's First National Action Plan (NAP) (2017 – 2019) with commitments for transparency. As well as improving IATI reporting, platforms for dialogue between federal ministries and with NGOs were launched in order to improve the transparency of ODA. In 2020 the BMZ succeeded in significantly improving its score on the Aid Transparency Index, and received good ratings in all areas.

The Second National Action Plan for the Open Government Partnership (2019 – 2021) focuses on the use of data, and thus on evidence-based participation by citizens in our partner countries. The strategic dialogue with federal ministries and NGOs on open data in development cooperation is being continued. In the context of the ministries, the aim is to provide data on German ODA that is as comprehensive and comparable as possible on the basis of common standards, and to expand IATA reporting.

5.2 Country level engagement

Country ownership

In bilateral Financial and Technical Cooperation, activities are discussed and agreed with the respective partner governments at government consultations and negotiations, and funding to implement these activities is also pledged. The thematic priorities and areas of action agreed are based on the 2030 Agenda and aligned with the respective poverty reduction and development strategies of the countries concerned. They also incorporate agreements on division of labour with the partner government and among donors.

The economic cooperation officers at Germany's embassies make an active contribution to the dialogue and coordination teams in the respective partner countries, in order to promote harmonisation of the respective donor contributions and alignment with the poverty reduction and development strategies in the partner countries.

Predictability

In bilateral development cooperation a large proportion of the funding provided is used in the form of commitment authorisations for the cooperation partners. This enables the German government to
make binding pledges of payment to third parties (e.g. partner countries) per project for the subsequent years. This means that all parties involved have the planning certainty they need. The expenditure required for these pledges to be fulfilled is provided in the budgets for the subsequent years.

Mutual transparency and accountability

Concerning transparency, Germany follows the commitments arising from the Common Open Standard for Aid Transparency Aid Effectiveness, as agreed at Busan in 2011 (as described in Section 5.1).

Germany aligns its support systematically with the goals of the partner country and orients the design of activities towards the results targeted by the partner country. This is demonstrated by the latest monitoring report of the GPEDC 2018/19 (monitoring dashboard of the GPEDC: http://dashboard.effectivecooperation.org/viewer). More than 90% (2016: approximately 80%) of the bilateral measures supported by the BMZ are aligned with the goals of the partner country. Nonetheless, bearing in mind the variation in individual results for country groups and modalities, action is required with regard to how common quality standards can be brought to bear more effectively in the various development cooperation approaches.

Responsiveness and inclusiveness

Decisions concerning the allocation of bilateral ODA to countries and regional organisations are prepared by the responsible sections at the BMZ. These allocation decisions take into account for instance the continuous analysis of the country context, which includes among other things neediness, reform orientation, contributions to global public goods or fragility. Supported by the staff at Germany’s missions abroad, the process also involves formal and informal dialogue with the partner as well as continuous exchange with the implementing organisations, civil society, the private sector, religious communities, politicians (parliament, the opposition) and the scientific community. For example, the BMZ commissions external research institutions to prepare country analyses in order to add further depth to its own assessment of the development situation.

In the planning process, based on this information decisions are taken concerning the allocation of funds, and the instruments, themes and priority areas of bilateral development cooperation in countries and with regional organisations. Germany uses a broad array of instruments: grants for technical advice and capacity development (possibly also delivered through financial contributions into the budget of suitable partners in the recipient country) as well as concessional loans and investment grants. In suitable cases, such as the reform partnerships, results-based (sector) budget support is agreed. With advanced partners such as emerging countries that have no indebtedness problems, KfW promotional loans with only minor subsidy elements are also used to finance investment for economically suitable projects.

Good governance is a priority area of German development cooperation in 29 partner countries, and enjoys leeway outside of the priority areas in a further 17 countries. Improving political participation through decentralisation and strengthening of the local level is a key theme for Germany alongside the rule of law, good financial governance and anti-corruption. Between 2015 and 2017, support from German Technical Cooperation alone enabled 3.3 million people worldwide to participate directly in local, regional or national opinion-forming or decision-making processes.

Conditionality

Bilateral development cooperation is founded on shared goals for reform and development that support partner ownership. The conceptual basis for these goals includes the alignment of the partners’ own development and poverty reduction strategies with the 2030 Agenda and the Paris Agreement as well as other key international agreements, especially for the protection of human rights.
When financing reforms the German government uses results-based financing that is aligned with the objectives of the CwA and the Marshall Plan with Africa. This instrument is used in the BMZ’s reform partner countries that have a clear reform orientation and a demonstrable track record of good governance. The Financial Cooperation funds are paid into the budget of a partner country, where they are managed in accordance with the national budget regulations. Funds are disbursed once the partner country has carried out the relevant reforms. Reform financing has so far been pledged to Ghana, Morocco, Côte d’Ivoire and Ethiopia.

Political leverage is increased by pursuing a joint approach with other donors and institutions. New cooperation arrangements involving this new instrument of reform financing have therefore been commenced with the World Bank and the European Commission. Reform objectives and indicators are based on the respective matrix for policy reforms in the CwA countries or countries with reform partnerships.
6. Results management, evaluation and learning

6.1 Management for development results

As early as 2013, by introducing the results matrix as a binding instrument for bilateral development cooperation the BMZ initiated concrete steps towards comprehensive and structured results-based management. Through the Joint Procedural Reform in 2017/18 the results matrix was supplemented by the intervention logic (a visualisation of the interactions between programmes and modules). This boosted the importance of the results-based approach in planning, implementation and reporting; standards such as the role, content and quantification of these instruments were defined more precisely, and a systemic orientation of objectives and indicators towards the SDGs was made standard.

The Joint Procedural Reform is binding for the bilateral projects included in annual framework planning. Other instruments such as the BMZ's special initiatives are oriented along the same lines. In addition to the requirements of the Joint Procedural Reform, the BMZ currently produces procedural updates that define quality standards for results measurement content and instruments – e.g. an internal procedural update on quality standards for formulating objectives in country strategies and a procedural update on more detailed quality standards for indicators at the outcome and impact levels in our programmes and modules.

In light of the BMZ 2030 reform process the BMZ has identified a further need for action, and has tasked a project group on data and effectiveness to draw up concrete proposals. It is envisaged that existing good approaches for results-based management will be further developed into a cross-instrument system of targets, and applied both at the BMZ and in the implementing organisations across the board. As well as binding quality standards, standard indicators will be developed and an integrated data management system introduced. This is designed to improve both results- and evidence-based portfolio management, and achieve aggregated results measurement across countries and across institutions.

Regular monitoring will enable the supported measures to achieve the objectives agreed with the partner and generate the desired results. The technological infrastructure for comprehensive data capture and analysis of results, information and evaluations will be further developed and integrated into planning cycles even more systematically. This is intended to establish a more comprehensive and systematic knowledge management in German development cooperation.

This will include a system of aggregated information. Together with the GIZ and KfW, the BMZ has established a system for "reporting aggregated results". The aim of "reporting aggregated results" is to demonstrate the performance capability of ODA by obtaining transparent and robust quantitative results, and process these for use when communicating with the public and with political actors as well as for international reporting. To this end, the results of the BMZ's bilateral ODA projects are being regularly and systematically captured, aggregated and annually updated in ten selected areas of political relevance in light of public interest.

Concerning the use of partner country results frameworks, at the last GPEDC monitoring round in 2018 Germany improved its score for the indicator: Development cooperation is focused on results that meet developing countries' priorities and uses country results frameworks relative to 2016, and is now above the global average (Monitoring Dashboard of the GPEDC: http://dashboard.effectivecooperation.org/viewer). Concerning the principle of the use of country systems, a procedural update was published on "strengthening and using country systems" that define specifically the points of entry into partner country systems for the individual procedures of bilateral development cooperation.
6.2 Evaluation system

Evaluation policy and evaluation function

Key actors in the BMZ's evaluation system are the BMZ evaluation unit (BMZ-E), the German Institute for Development Evaluation gGmbH (DEval) and the independent evaluation units in Germany's (official) implementing organisations.

BMZ-E performs the Ministry's core tasks in steering the evaluation system:

- designing and further developing basic strategies and guidelines for the entire evaluation system
- maintaining the complementarity of evaluations conducted by DEval and the development cooperation organisations in order to prevent overlaps or gaps
- coordinating and managing the BMZ's evaluation requirement
- preparing the BMZ's responses to DEval's evaluations, and plans to operationalise them
- managing projects to support evaluation capacity development
- representing Germany's development evaluation internationally, including participation in international evaluations conducted jointly with other donors.

By establishing DEval the BMZ placed the evaluation of German development cooperation on a new footing, and strengthened an independent and external overall perspective on its development cooperation. Since its establishment in 2011, DEval has supported the BMZ with scientifically robust, independent evaluations that analyse and assess the effectiveness, efficiency and sustainability of development cooperation. DEval conducts evaluations especially at the policy and strategic levels. The BMZ is then better able than before to take evidence-based decisions on the use of funds, and make its results transparent so that it can better manage development cooperation politically.

- The Federal Republic of Germany, represented by the BMZ, is the sole Shareholder of DEval. The Institute is financed through institutional grants from the BMZ. DEval has a workforce of 76 (71.2 full-time equivalents, as well as three staff on parental leave) plus student assistants (total of 97 persons); 45 of the above are permanent posts (as at 31 December 2019), which represents a significant increase since the last peer-review. Concerning its structure, please refer to the organisation chart https://www.deval.org/en/structure.html.

- BMZ-E manages DEval institutionally (management of its shareholding, official bodies, procedures, budget) and supports the evaluations it conducts.

- DEval is advised by an Advisory Board, whose members are appointed by the Shareholder for three years and may be reappointed. It includes Members of the German Bundestag, as well as representatives of the GIZ and KfW, civil society organisations, donor organisations (currently the UN), the academic community and others. The Advisory Board is tasked in particular to advise the Institute on drawing up its evaluation programme, and on conducting evaluations and applying the relevant scientific methods.

Independence of evaluations

In German development cooperation usefulness, independence, neutrality and professionalism are the core standards for evaluations. Further key standards include precision and objectivity of the investigation and the reports, along with fairness and transparency of the procedure – which should be as participatory as possible – and the reporting. These are based on the DAC Principles for Evaluation
of Development Assistance (OECD-DAC 1991) and the DAC Evalnet guidelines for reviewing systems and using evaluations. With is Guidelines for Evaluating Development Cooperation the BMZ will be in a position to communicate its evaluation system even more effectively. Publication is planned for 2020. A special role is also played by the participation of the responsible partner organisations and intermediaries, as well as in appropriate cases the target groups. These standards also apply to the work of DEval. DEval’s scientific independence when conducting its evaluation programme is laid down in its Articles of Association.

Planning and budgeting for the evaluation of development assistance activities

On the basis of consultations, especially with the BMZ and its Advisory Board, DEval draws up a multi-year evaluation programme that is updated annually. DEval takes decisions on its multi-year evaluation programme autonomously. This evaluation programme responds primarily to evaluation needs of the BMZ, the DEval Advisory Board – and especially of the representatives of the parliamentary groups in the Bundestag. It also includes evaluations proposed by DEval itself. The selection is based on the criteria: coverage of the BMZ portfolio; potential for innovation and learning; risk; strategic and political significance; and evaluability, and is focused on systemic effects. The programme requires full approval at the highest level of the BMZ.

The independent, central evaluation units of the official implementing organisations (GIZ, KfW, PTB and BGR), and NGOs funded by the BMZ, continue to monitor the success of programmes and projects in evaluations of their own, according to procedures agreed with the BMZ. The evaluation system is based on a division of labour, in which responsibility is delegated to these units for conducting or managing corresponding analyses and assessments. This means they have a special role to play. On the basis of this delegated responsibility, within their evaluation programmes they conduct evaluations of BMZ financings and commissions in accordance with the guidelines and according to organisation-specific procedures agreed in detail with the BMZ. The organisations also use these evaluations to further develop their own institutional and human capacities, and to provide accountability to the BMZ. They have their own evaluation policies that are tailored to the respective organisation.

DEval is funded through institutional grants from the BMZ. In 2019 this funding amounted to around 9.44 million euros, and in 2020 will amount to up to 9.87 million euros.

For the tasks of BMZ-E 2020 2.5 million euros are available for cross-cutting evaluations, as well as for supporting the capacities of people and organisations in partner countries and for producing knowledge products.

Evaluation partnerships and strengthening capacity

At the beginning of 2019 an interministerial steering group on evaluating ODA was set up together with the AA and the BMU. Together with the AA, in March 2020 an interministerial evaluation of the engagement of the AA and the BMZ in Iraq was commenced. This evaluation is being conducted by a team comprised of AA consultants, and DEval.

Evaluations of German development cooperation include the developing country partners concerned as effectively as possible, and involve them in all key steps of the evaluation.

Evaluation capacity development supports partner country ownership. It aims to enable partners to evaluate their own government programmes – where appropriate including those co-funded by donors such as Germany – and use this for their own governance. The BMZ pursues evaluation capacity development in partner countries by funding a World Bank training programme for selected professional and managerial staff, and a successful DEval project in Latin America.
6.3 Institutional learning

The BMZ and the German development cooperation system practice a culture of continuous learning in all areas, in order where the opportunity and need arise to develop and implement conceptual, policy, strategic or institutional innovations, or innovations regarding sectoral instruments or management procedures (see Section 4.3).

The BMZ also uses evaluations for institutional learning. Since the last review, comprehensive processes have been developed for learning from evaluations, initially with respect primarily to DEval evaluations. Furthermore, the BMZ 2030 strategy process (see Section 2.1.) has explored in depth the question of how evaluation findings and findings of research on development results might be put to even better strategic use.

Evaluation feedback mechanism

As well as focusing on accountability, DEval evaluations also focus on how to use evaluation findings to make development policy even more effective. Using evaluation findings is a task divided up between DEval (improving usefulness), the operational and policy sections of the BMZ and its policy decision-makers and implementing agencies.

DEval evaluations are supported by reference groups. They comprise representatives of DEval and the stakeholder groups of the evaluation. With their expert remarks and comments the reference groups not only make an important contribution to the factual accuracy of evaluation reports and the feasibility of the recommendations, but also enable the evaluators to gain deepen insights in the course of the evaluation processes, and thus gain fresh perspectives.

Dissemination of evaluation results and lessons

At the end of each DEval evaluation an implementation plan is drawn up together with the responsible BMZ divisions and other affected organisations. The plan documents whether and to what extent the BMZ shares the various recommendations, and what steps it intends to take, and by when, in order to implement the recommendations. If the BMZ shares any of the recommendations only partially or not at all, the reasons for this are explained. 12-24 months after the implementation plan is completed, implementation is then monitored. All DEval evaluations are published on the DEval website. Prior to publication by DEval the BMZ forwards the reports to the German Bundestag’s Committee on Economic Cooperation and Development.

The German development cooperation system systematically mobilises new findings for drawing up or updating country strategies, joint programming papers and sector strategies. It elicits these findings from within the BMZ and through its implementing organisations, as well as from evaluations, from the sector and country context, and from the research sector and the international sphere. The strategies are used as binding instruments for quality management. This is why the evaluation reports of the BMZ and DEval, as well as those of the implementing organisations, are systematically disseminated in order to improve their use by those responsible. Systematic analyses of generic findings, including findings from evaluations of other donors, are also designed to help improve institutional and inter-institutional learning.
7. Fragility, crises and humanitarian assistance

7.1 Strategic framework

Contribution to global efforts

Germany's foreign, security and development policy follows the vision of sustainable peace enshrined in the UN 2030 Agenda for Sustainable Development. This is also laid down in the German government's Guidelines on Preventing Crises, Resolving Conflicts, Building Peace, which were adopted in 2017. The German government supports the UN’s Sustaining Peace Agenda. As one of the largest donors in fragile states, on 1 January 2018 Germany – together with the United Kingdom – assumed the chair of the OECD-DAC International Network on Conflict and Fragility (INCAF).

Reaffirmed in 2016, the New Deal for Engagement in Fragile States between fragile states, development partners and civil society provides concrete guidance on implementing the 2030 Agenda in fragile contexts. Germany has a seat on the steering committee of the International Dialogue on Peacebuilding and Statebuilding for implementation of the New Deal.

At the World Humanitarian Summit 2016 in Istanbul, Germany advocated two things: improving the alignment of humanitarian- and development-policy approaches within the framework of their mandates, and using more flexible financing mechanisms. It was with this in mind that Germany played an active role in shaping the OECD-DAC Recommendation on the Humanitarian-Development-Peace Nexus.

Germany was involved in designing the new World Bank Group Strategy for Fragility, Conflict and Violence, and played a key role in making this set of issues a strategic priority of the World Bank Group.

As co-convenor of the first Global Refugee Forum in late 2019, and through its substantial engagement in the drafting and adoption of the Global Compact on Refugees, Germany plays a prominent role in the protection of refugees and the support of host countries.

The Sendai Framework for Disaster Risk Reduction 2015-2030 was adopted in 2015 with significant German involvement at the Third UN World Conference on Disaster Risk Reduction in the Japanese city of Sendai. With the Global Initiative on Disaster Risk Management the German government is advocating a coherent implementation of the 2030 Agenda, the Sendai Framework and the Paris Agreement.

The German government has been supporting the United Nations Office for Disaster Risk Reduction for several years as one of the largest bilateral donors, providing a total of 19 million euros (2015-2020). Further funding to the tune of approximately 2 million euros per annum is also planned for the period 2021 to 2022.

Strategic framework

The Guidelines on Preventing Crises, Resolving Conflicts, Building Peace formulate the frame of reference for the German government's engagement in contexts of fragility and (violent) conflict. The Guidelines define five fields of action: legitimate politics; security; rule of law; economy, social cohesion and vital natural resources; government revenue and public services. Building on the Guidelines,
in 2019 the German government adopted interministerial strategies on promoting the rule of law, security sector reform (SSR), and dealing with the past and reconciliation (transitional justice). It also produced an interministerial Operations Manual that sets out tried-and-tested methods and procedures for interministerial coordination and implementation of guiding principles.

At the end of 2019 the German government set up the interministerial working group on "Promoting the rule of law, security sector reform, and transitional justice", in which civil society and academics are also involved as required. This body will support implementation of the strategies. In addition to consultations at state secretary level, the German government has also set up a coordinating group at the level of directors-general, in order to better align engagement by the various ministries in fragile contexts in accordance with the Guidelines. Given the many interfaces between their activities in the fields of crisis prevention, conflict resolution and peacebuilding, in summer 2019 the AA and the BMZ agreed a binding strategic approach for joint analysis and joined-up planning. This is designed to guarantee a coherent approach by the two ministries towards the countries concerned, and thus make the interventions more effective. As well as joint analyses and mutual sharing of analytical products, the approach also includes joint planning meetings and the sharing of project outlines.

The German government has set up an interministerial working group to ensure the coherent and coordinated implementation of the Sendai Framework in Germany. This body manages amongst other things the National Focal Point at the Federal Office of Civil Protection and Disaster Assistance (BBK) and implementation of the Framework in Germany, as well as preparation of the national resilience strategy.

Financial resources

Using the manifold instruments of development cooperation, the German government supports the capacities of societies to manage conflicts peacefully and pursue transitional justice, and systematically strengthens the performance and legitimacy of state structures. The BMZ has introduced its own marker for peace and security, which is based on the OECD-DAC policy objectives. Over the last few years the German government has continuously increased its funding in this area.

Funding\(^{31}\) for development cooperation activities in which peace and security is the main objective, or a significant objective, was increased from 1.3 billion euros in 2015 to over 2.5 billion euros in 2019.

The budget funds deployed by the AA for crisis prevention, stabilisation and peacebuilding grew from around 307 million euros in 2015 to around 600 million euros in 2020 (target figure).

7.2 Effective programme design and instruments

Whole-of-government approach

The Operations Manual arising from the voluntary commitments contained in the Guidelines on Preventing Crises, Resolving Conflicts, Building Peace are designed to enhance interministerial cooperation and joint work in fragile contexts across the whole German government. Furthermore, in the course of a BMF spending review on the policy field of "transitional development assistance, including the interfaces of crisis prevention, crisis response, stabilisation and development cooperation", the AA and the BMZ agreed going forward to improve joint analysis and joined-up planning for countries and

\(^{31}\) Funding under all budget items, including crisis management and reconstruction, infrastructure, special initiatives and CPS
regions where both ministries already operate with significant contributions, or are likely to do so in the future. To this end they agreed the strategic approach for joint analysis and joined-up planning.

**Risk-informed context analysis and programming**

The German government has set up an interministerial Early Warning working group comprising the AA (chair), the Federal Chancellery, the Federal Intelligence Service, the Federal Ministry of the Interior, Building and Community (BMI), the Federal Ministry of Defence and the BMZ. This working group identifies, analyses and prioritises potential crises in countries and regions early on, and in light of German interests and possible leverage. It prepares brief analyses that have been agreed between the ministries, and that contain recommendations for the coordinating group at the level of directors-general for preventing crises, resolving conflicts and building peace.

The BMZ also uses analyses of potential for escalation prepared annually by the German Institute of Global and Area Studies (GIGA) to assess the potential for violent escalation in partner countries, and to promote timely preventive action. It also uses them to promote the conflict-sensitive planning of development cooperation and its alignment with peacebuilding.

In partner countries with an increased or acute potential for escalation, the implementing organisations are obliged to conduct a Peace and Conflict Assessment, and report annually on changes in the conflict structure and needed programme adjustments.

In PREVIEW the AA operates an IT-based form of quantitative crisis early warning. PREVIEW improves information management for crisis early warning at the AA by making greater use of publicly available data and information. This information is fed into the political analyses for crisis early warning, amongst others for the Early Warning working group.

**Instruments available for protracted crises and recovery**

The BMZ combines various instruments such as Technical and Financial Cooperation, transitional development assistance, the special initiatives on displacement and on stability and development in the MENA region, civil society instruments and trust funds in order to successfully prevent crises, resolve conflicts and build peace.

With 800 million euros in cash resources and a commitment authorisation of 400 million euros, the BMZ’s transitional development assistance is its largest budget item for managing crises. It is proven and flexible, is used on a context-specific basis and is adapted to match the nature of the particular crisis, which is often multi-causal (violent conflict, natural disaster, drought, epidemic). As an instrument of development cooperation for crisis management, it uses the broad and long-standing experience of the various implementation partners the GIZ, KfW, UN organisations and non-governmental agencies. In June 2020 the BMZ published a new strategy for transitional development assistance. Seeking to boost resilience in accordance with the OECD Guidelines for Resilience Systems Analysis and the OECD States of Fragility report, it will have four key fields of action: 1) food and nutrition security, 2) disaster risk management, 3) rebuilding basic infrastructure and services, and 4) peaceful and inclusive communities. Transitional development assistance links the development dimension with the humanitarian and peace dimensions of the Humanitarian-Development-Peace Nexus.

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32 Figures relate to the 2019 and 2020 budgets.
In the CPS, development policy has a further effective instrument for preventing crises, resolving conflicts and building peace. In 2020 around 330 CPS experts are working in civil society partner organisations in 45 countries worldwide, in order to strengthen these partners in their engagement for human rights, conflict transformation and peace in the long term.

The AA uses in particular mediation, support for security sector reform, promotion of the rule of law, and support for democratisation or stabilisation measures to deliver appropriate responses to crises, and closely manage these politically in the respective context.

Managing forced displacement

Concerning implementation of the Global Compact on Refugees, the German government played a prominent role at the Global Refugee Forum in December 2019, which it co-convened. Furthermore, the German government has announced extensive contributions towards achieving the goals of the Global Compact on Refugees, and has made available numerous good practice examples from its engagement for refugees and host communities worldwide.

From 2015 to 2019 the BMZ deployed around 18 billion euros to fight the causes of displacement and provide transitional development support for refugees in foreign countries. Over the same period, Germany spent around 20.1 billion euros on in-donor refugee costs. The German government’s development engagement in the context of displacement takes place in the following areas:

1) mitigating the causes of displacement and irregular migration
2) stabilising host and transit regions through transitional development assistance for refugees, internally displaced persons (IDPs) and host/transit communities
3) (re)integrating refugees and IDPs in their home regions and promoting peaceful coexistence.

Key sectors include: education; training and job creation; democracy and the rule of law; psychosocial support; transitional infrastructure (especially in the fields of sustainable water supply and sanitation, and sustainable energy supply); crisis prevention and management; peacebuilding and disaster risk management; food and nutrition security, sustainable natural resource management/adaptation to climate change.

The German government is engaged in all regions that are hard-hit by cross-border and internal displacement. In 2019, at the Syria Donor Conference alone the BMZ pledged just under 940 million euros in new funding for the Syria region.

Addressing the gender aspects of conflict

The high political priority that the German government attaches to implementation of Security Council Resolution 1325 in the National Action Plan I (2013-2016) is reflected in the total of 196 measures through which it contributed towards implementation of this resolution.

The second National Action Plan 2017-2020 (NAP II 1325) is currently being implemented. The German government is promoting greater participation by women in preventing crises, resolving conflicts and building peace, for instance in the Middle East and North Africa. There it is providing 10 million euros to strengthen the participation and the importance of women in high-ranking peace and transition processes, in cooperation with UN Women. Since 2017 the German government has been supporting the African Women Leaders’ Network and the Latin American women’s network Unidas in networking
women’s organisations and strengthening the political participation of women in transformation processes. Furthermore, the German government is committed to the protection of women and girls against violence in armed conflicts. It is working to bring about a gender-sensitive analysis of violent conflicts. In Iraq, the Chad region, in Guatemala and in South Sudan (amongst others) it is promoting counselling and support for women who have experienced gender-specific violence. Since 2017 the German government has provided 3 million euros to support the Women’s Peace and Humanitarian Fund.

The aforementioned Guidelines on Preventing Crises, Resolving Conflicts, Building Peace, and the three sector strategies on security sector reform, dealing with the past and reconciliation (transitional justice) and promoting the rule of law (2019), include specific guidance on addressing gender issues in fragile contexts.

Furthermore, Germany’s Second Development Policy Action Plan on Gender Equality 2016-2020 (GAP II) also incorporates the themes of armed conflicts, peacekeeping and displacement, and violence against women and girls.

7.3 Effective delivery and partnerships

**Bilateral partnership**

In bilateral engagement in crisis contexts, the German government is crucially dependent on the support of non-governmental actors – both as direct implementing partners and as local partner organisations.

To date, transitional development assistance and the special initiative on displacement are not tied to the list of partner countries for bilateral developer cooperation. Under the BMZ’s new strategic orientation (BMZ 2030), from 2021 onwards they will be tied to the BMZ’s country list.

The German government supports local civil society groups and organisations engaged in community-based disaster risk management, and has supported e.g. the Global Network of Civil Society Organisations for Disaster Reduction. By funding the World Bank’s Global Facility for Disaster Reduction and Recovery, the BMZ is supporting disaster risk management in World Bank programmes. With appropriate advisory components, the World Bank’s investment programmes can be made disaster-sensitive.

**Multilateral partnership**

In the course of the major increase in engagement in fragile contexts, cooperation with UN organisations has grown significantly both qualitatively and quantitatively.

Some 55% of projects involving transitional development assistance and the special initiative on displacement are implemented by UN organisations. In total, between 2014 and the end of 2018 pledges to UN organisations and the World Bank from BMZ funds alone amounted to around 2.5 billion euros. In protracted crises, UN organisations have assumed a pivotal role in planning, coordination and implementation in the context of the Humanitarian-Development-Peace Nexus. The planning documents developed and coordinated by the UN, such as the United Nations Sustainable Development Cooperation Frameworks for development cooperation and the Humanitarian Response Plans for humanitarian assistance (see Section 7B), are important reference points for the German government’s engagement.
Germany is supporting the comprehensive reform efforts driven by the UN Secretary-General António Guterres through programmes and activities for peace and security. These are designed to enable the UN system to deliver more integrated, coherent and rapid contributions to crisis prevention and conflict resolution.

Coordination with other donors and local systems

Germany launched the Sahel Alliance together with France and the EU at the Franco-German Council of Ministers in 2017. The Alliance currently has 13 members (Denmark, France, Germany, Italy, Luxembourg, Netherlands, Spain, the United Kingdom, the AfDB, the EU, UNDP, the World Bank and the EIB). Norway, Switzerland, Belgium, Canada, Finland, Japan, the Gates Foundation, the Tony Blair Institute for Global Change, the International Finance Corporation and USAID have observer status. The Alliance aims to create future prospects for development and stability in the Sahel zone by increasing mobilisation, coordination and cooperation both between its members, and with the G5 Sahel Group (Burkina Faso, Chad, Mali, Mauritania and Niger). This will serve as a platform for coordinating the focus on key thematic areas and particularly fragile regions, leading to better and wider measures for development and stabilisation. Political management and technical/administrative support are currently shared by Germany, France and the EU.

As part of the Global Coalition to Defeat ISIS, Germany (co-)chairs two key coordination structures. First of all, together with the USA and the United Arab Emirates Germany is leading the Stabilization Working Group. This brings together twice a year all members of the Global Coalition making civilian contributions in the zones of Iraq and north-east Syria liberated from IS, in order to discuss the strategic orientation, priorities and gaps in international stabilisation management there. Germany also chairs the Stabilization Task Force in Iraq, which brings together the Iraqi government and key donors in the post-IS stabilisation context, in order to coordinate and align measures of the international donor community and the Iraqi government.

Coherence between peace, development cooperation and humanitarian assistance in crisis contexts

The Operations Manual arising from the Guidelines on Preventing Crises, Resolving Conflicts, Building Peace details the German government’s procedures for a more joint interministerial approach. The Operations Manual builds on the international agreements concerning the HDP Nexus. It is based among other things on the DAC Recommendation on the Humanitarian-Development-Peace Nexus approved by the OECD-DAC in February 2019, partly on Germany’s initiative. The Recommendation aims to generate a joint international understanding of key concepts and principles for implementing the HDP Nexus. It places particular emphasis on improved coordination, joined-up or joint analysis and joined-up planning and programming, as well as the agreement of so-called collective outcomes.

The strategic approach for joint analysis and joined-up planning also improves coordination between the BMZ and the AA in tangible ways. The staff at Germany’s missions abroad have received a circular providing them with specific details on the new procedures for improved joint analysis and joined-up planning.

Furthermore, the two ministries are piloting concrete nexus projects linking the AA’s humanitarian assistance with the BMZ’s transitional development assistance. In this context they have developed specific formats for the submission of proposals by NGOs that will enable the NGOs to better align coherent humanitarian and development oriented projects in the same context using an overarching strategy paper. Procedures also include early discussion of planned projects so that coherent projects can be promoted in the Humanitarian-Development (and in some cases Peace) Nexus.

Within the framework of a strategic partnership, UNHCR and the BMZ are working to improve coordination structures with respect to the HDP Nexus in the refugee context, and in this regard to strengthen UNHCR in its role as facilitator of the Global Compact on Refugees.

7 B  Humanitarian assistance

7.4 Humanitarian assistance strategic framework

Humanitarian policy and strategic framework

In April 2019 the AA published its Strategy for Humanitarian Assistance Abroad 2019 to 2023\textsuperscript{35}. The strategy describes the priorities and procedures and explains the links to other policy fields. Both in terms of its funding approach and its humanitarian diplomacy, the German government bases its humanitarian assistance first and foremost on the humanitarian principles of humanity, impartiality, neutrality and independence. As a member of the Good Humanitarian Donorship (GHD) Initiative, which Germany co-chaired from 2016 to 2018, the German government aligns its policy and its funding of humanitarian assistance with the 24 GHD Principles. Further key determining factors are the commitments arising from the World Humanitarian Summit in 2016, particularly the Grand Bargain and the European Consensus on Humanitarian Aid. These are taken into account in the way Germany funds humanitarian assistance, and are systematically promoted through dedicated projects. The German government is actively involved in the international debate on further developing these principles, and is engaged in the collective implementation of the aforementioned commitments. For example, the German government actively supported the process to formulate a 24th GHD principle concerning the use of cash. In the Grand Bargain process Germany, as a member of the Grand Bargain Facilitation Group and as co-convenor of the workstream on harmonised and simplified reporting requirements, drove the collective implementation of the commitments. When implementing the commitments from the Grand Bargain and the GHD Initiative, the AA advocates an increased use of cash to make humanitarian assistance more efficient and effective. In the cash workstream of the Grand Bargain, together with Norway Germany is leading a working group that aims to achieve more coherent implementation of the commitments on cash that is better harmonised among donors. Safeguarding the humanitarian principles and international humanitarian law is a key focus of Germany's membership of the UN Security Council (2019/2020). The first day of Germany's UN Security Council Presidency (1 April 2019) was devoted to humanitarian issues such as the protection of humanitarian workers, and strengthening respect for international humanitarian law and the humanitarian principles. Building on that, together with France the German government developed a Humanitarian Call for Action designed to protect the humanitarian space through concrete measures.

Since 2012 the AA has held sole responsibility for humanitarian assistance within the German government. The humanitarian strategy of the AA is the basis for developing humanitarian sector strategies as well as key strategy papers on specific countries and crises. These define the sector- or context-

\textsuperscript{35} https://www.auswaertiges-amt.de/blob/282228/3cfd87de36f30bb61eed542249997631/strategie-huhi-englisch-data.pdf
specific priorities of the AA with respect to German humanitarian assistance. So far the AA has developed humanitarian sector strategies on situations of flight and displacement; humanitarian mine action; dealing with forgotten crises; humanitarian waste, sanitation and hygiene (WASH); and humanitarian assistance in the context of climate change. A humanitarian health strategy is under preparation.\textsuperscript{36}

7.5 Effective humanitarian programming

Criteria for who, what and where to fund

Germany more than tripled its funding for humanitarian assistance from 493 million euros in 2015 to 1.59 billion euros in 2019, and is now the second-largest bilateral donor worldwide. Annual humanitarian planning is based in particular on the humanitarian response plans coordinated by the UN system, the refugee response plans and the appeals of the Red Cross and Red Crescent Movement.

\textbf{Table 11: German contributions to humanitarian assistance, in million euros}

<table>
<thead>
<tr>
<th>2016</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>Funding for humanitarian assistance</td>
<td>1,287.4</td>
<td>1,763.6</td>
<td>1,514.7</td>
</tr>
<tr>
<td>Additional voluntary core contributions from humanitarian funding\textsuperscript{37}</td>
<td>OCHA</td>
<td>2.1</td>
<td>2.5</td>
</tr>
<tr>
<td></td>
<td>UNHCR</td>
<td>12.0</td>
<td>12.0</td>
</tr>
<tr>
<td></td>
<td>UNRWA</td>
<td>9.0</td>
<td>10.0</td>
</tr>
</tbody>
</table>

The AA does not implement humanitarian assistance measures itself. Instead it relies on experienced and capable partner organisations that plan and implement corresponding projects and programmes. Key partners are organisations of the UN system with a humanitarian mandate, organisations of the Red Cross and Red Crescent Movement, and humanitarian NGOs. The allocation of funds takes into account the presence and capacities of the organisations in the respective crisis contexts, their technical specialisation, and the role and mandate of the respective organisations in the humanitarian system. To improve the performance of the international humanitarian system, expertise and capacity development for humanitarian actors is also supported.

\textbf{Table 12: German humanitarian assistance by partner organisation, in million euros}

<table>
<thead>
<tr>
<th>2016</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>United Nations</td>
<td>1,012.2</td>
<td>1,401.8</td>
<td>1,186.8</td>
</tr>
<tr>
<td>NGOs</td>
<td>151.3</td>
<td>179.0</td>
<td>172.7</td>
</tr>
<tr>
<td>Red Cross and Red Crescent Movement</td>
<td>139.3</td>
<td>201.0</td>
<td>175.8</td>
</tr>
<tr>
<td>Other</td>
<td>7.7</td>
<td>6.3</td>
<td>6.2</td>
</tr>
</tbody>
</table>

The AA allocates its humanitarian funding exclusively on the basis of need. This is the case both when allocating funds to different crisis contexts, and when allocating them within a crisis context. To create

\textsuperscript{36} The web pages https://www.auswaertiges-amt.de/en/aussenpolitik/themen/humanitaerehilfe/-/281920 (English) and https://www.auswaertiges-amt.de/de/aussenpolitik/themen/humanitaere-hilfe/-/205130 (German) provide a compilation of background information and important basic documents on humanitarian assistance.

\textsuperscript{37} The voluntary core contribution for the WFP is provided from development cooperation funding.
synergies and operate on a complementary basis, the AA takes into account the plans and funding of other humanitarian donors.

**Approach towards localising the response and affected communities’ participation**

The AA supports more localised humanitarian assistance through German and international humanitarian partner organisations that work closely with local partners on the ground and improve their performance capability. In this context some funding is channelled to local and national actors "as directly as possible" through humanitarian country-based pooled funds, and through German or international NGOs. To facilitate planning and flexibility for the local and national partners, the AA obliges its partners to pass on their multi-year funding to their local and national partners also as multi-year funding. Procedures have also been adjusted so that NGOs can pass on directly to their local implementing partners a part of the funding that they have received as a lump sum for administrative overheads. Furthermore, the AA encourages its partners to include in their planned projects components to support the capacity development of local and national humanitarian actors.

The approaches of forecast-based assistance and preparedness supported by the AA include strong local components, particularly to develop preparedness capacities among local humanitarian actors, communities and individuals. At the same time the AA is also committed to including anticipatory humanitarian assistance in existing financing mechanisms which local and national actors can also access. This is why 2 million euros have so far been provided since 2018 to support the START Network Fund for local and national members of the network and other local NGOs (through consortia). Since 2017 the Disaster Relief Emergency Fund of the International Federation of Red Cross and Red Crescent Societies has so far received support totalling 5 million euros (2.35 million of which for a specific forecast-based component). For 2020, funding to the tune of 1.5 million euros for the START Network and 1 million for the Disaster Relief Emergency Fund is planned.

The AA expects its partners to actively involve stakeholders in their work in all phases of the humanitarian programme cycle, in order to boost transparency, trust and accountability to these groups. As an international front-runner the AA has developed a gender/age/disability marker that helps align assistance programmes with the different needs and capacities of women, girls, men and boys with and without disabilities. Furthermore, the AA has incorporated specific questions on feedback mechanisms into its new partner capacity assessment (called "quality profile") that is used for partner pre-qualification. Monitoring and evaluation procedures also focus particularly sharply on participatory and inclusive approaches (see next section).

The AA is making greater use of flexible methods of support designed among other things to enable humanitarian organisations to align their activities with the feedback they receive from stakeholders.

**Monitoring the AA’s own performance and the impact of programmes**

Since 2017 the AA has had its own newly created central evaluation unit, and since 2019 an evaluation framework document that explains the basic principles of its evaluation practices at the strategic and programmatic levels, also in the specific areas of crisis prevention/stabilisation/post-conflict rehabilitation and humanitarian assistance. Furthermore, since 2015 a bespoke strategy for monitoring and evaluating humanitarian assistance has been in place. This relates chiefly to the project level, and is currently being revised. The two documents take account of the specific features of monitoring and evaluating humanitarian assistance in contexts of crisis and disaster. They are based on international standards such as the OECD-DAC evaluation criteria and – for humanitarian assistance – the Evaluation of Humanitarian Action Guide of the Active Learning Network for Accountability and Performance. Decisions on project-specific and cross-project evaluations are taken on the basis of an annual strategic
plan. An intensive dialogue takes place with the evaluation units of important international humanitarian organisations and other donors. This aims to make greater use of existing mechanisms for monitoring and evaluation, in order to avoid duplication and reduce the administrative burden on partner organisations. The German government is also a member of the Multilateral Organisation Performance Assessment Network, whose assessments are an important source of information. Staff of the AA regularly make monitoring trips in order to visit projects, and monitor project progress and the achievement of objectives.

Interested potential partner organisations must undergo a pre-qualification procedure before they can be supported by the AA. The new quality profile in place since autumn 2019 looks at whether partners have already been verified by the Core Humanitarian Standards Alliance, or whether they have already concluded a Framework Partnership Agreement with the European Commission’s Directorate-General For European Civil Protection and Humanitarian Aid Operations (ECHO), and have received funding from ECHO. In these cases partner organisations can submit an abridged version of the quality profile. As envisaged in the Grand Bargain, this reduces the burden on partner organisations significantly and contributes towards international harmonisation of pre-qualification mechanisms.

The AA supports the IATI and implements its IATI obligations systematically. Financial support is registered and published in the financial tracking service of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) via the European Emergency Disaster Response Information System. As a member of the GHD Initiative the AA supports efforts to achieve greater transparency and accountability.

The German government is committed to the introduction of common standards for reporting requirements, and to advancing this process internationally. As co-convenor of the corresponding Grand Bargain workstream, together with the International Council of Voluntary Agencies and the Global Public Policy Institute the AA has developed a harmonised narrative reporting template. The template reduces the reporting workload for humanitarian organisations, while at the same time enabling donors to monitor and evaluate programmes effectively. The AA has introduced this reporting template for cooperation with all NGO partners and also made it available to UN organisations. Furthermore, the AA is actively advocating for the use of this reporting template among other donors.

7.6 Effective delivery, partnerships and instruments of humanitarian assistance

Rapid response tools and mechanisms

The AA provides most of its financial support for humanitarian assistance in the form of programme and project funding, as well as earmarked contributions. Where disasters or crises arise suddenly, funds can also be made available very rapidly. Voluntarily, non-earmarked contributions are made to international organisations and the International Committee of the Red Cross (ICRC). This gives the organisations a reliable basis on which to plan and enables them to respond swiftly to crises.

In conjunction with the Grand Bargain, to support more rapid response to urgent humanitarian needs the German government has pledged to gradually increase the percentage of its total humanitarian funding that is flexible (i.e. is unearmarked or softly earmarked). While in 2016 only 11.2% of the German government’s humanitarian funding was unearmarked or softly earmarked, by 2019 the figure had more than doubled to 24.4% (400.6 million euros).

As the second-largest contributor since 2017 the AA has been paying large contributions to the Central Emergency Response Fund (CERF) and the country-based pooled funds, in order to boost international

38 https://www.harmonizedreporting.com
capacities for humanitarian crisis response. Furthermore, in 2018/2019 Germany co-chaired the Pooled Fund Working Group. These funding instruments enable a rapid and targeted response to humanitarian needs, and also strengthen humanitarian coordination and the role of OCHA in the humanitarian system.

**Table 13: German contributions to the CERF and the country-based pooled funds, in million euros**

<table>
<thead>
<tr>
<th></th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>CERF</td>
<td>50.0</td>
<td>75.0</td>
<td>95.0</td>
<td>95.0</td>
</tr>
<tr>
<td>Country-based pooled funds</td>
<td>62.0</td>
<td>177.9</td>
<td>153.8</td>
<td>149.1</td>
</tr>
</tbody>
</table>

Wherever disasters are predictable it is imperative to act before the event occurs in order to protect human lives and livelihoods. This is why the AA advocates a more anticipatory humanitarian system and a mainstreaming of humanitarian disaster risk reduction. Thanks not least to Germany’s pioneering role, this approach now enjoys broad acceptance and is increasingly being incorporated into the humanitarian system. Humanitarian partner organisations are therefore being supported in building anticipatory systems that include early warning and pre-established plans to support early action. This is designed to enable swift responses right across the humanitarian system. Examples include integration of the START Fund Anticipation Window by the START Network, and Forecast-based Action by the Disaster Relief Emergency Fund of the International Federation of Red Cross and Red Crescent Societies. Between 2016 and 2019 the AA provided a total of 22.3 million euros to support the development of anticipatory humanitarian mechanisms. The humanitarian disaster risk reduction measures supported by the AA include risk mitigation and preparedness measures for humanitarian organisations and for communities that are exposed to disaster risk.

In humanitarian emergencies, assets and expertise of state disaster assistance and civil protection institutions can be deployed on a complementary and subsidiary basis. In Germany, the Federal Agency for Technical Relief is legally mandated to deliver technical relief abroad. To this end it maintains a deployment system that includes units and modules certified to international quality criteria. Germany has registered this and other capacities with the European Union Civil Protection Mechanism. Together with German disaster relief organisations the AA is also involved in the International Search and Rescue Advisory Group.

**Response to protracted crises**

Since crisis situations are increasingly becoming more protracted, a large proportion of German humanitarian funding is employed in these contexts. The transitional humanitarian assistance of the AA is a key instrument for maintaining the livelihoods of affected people and strengthening their self-help capacities. In such protracted crises, this assistance complements humanitarian emergency assistance in situations where development cooperation – including the BMZ’s transitional development assistance – is not possible, either due to security concerns or because the situation is not yet suitable for sustainable approaches. In these cases humanitarian transitional assistance ensures that humanitarian needs are met comprehensively, regardless of the duration of a humanitarian crisis. Particularly in protracted crises, the aforementioned measures play an important role with respect to the Nexus and interministerial coherence.

Situations of forced displacement often develop into protracted crises. Given the considerable humanitarian needs (for protection) in displacement situations, refugee protection and the provision of timely assistance for refugees and internally displaced persons (IDPs) in line with their needs, are among the priorities of German humanitarian assistance. UNHCR is the German government’s key partner in the context of displacement. Since 2016 the German government has been the second-largest (bilateral) donor of the UNHCR. Furthermore, the German government was heavily involved in drawing up the
Global Compact on Refugees (see p. 63) – both financially and in terms of the political support provided to UNHCR throughout the entire consultation and adoption process. The German government has advocated in particular the establishment of the Comprehensive Refugee Response Framework as a standard new approach to major refugee situations worldwide. As co-convenor of the first Global Refugee Forum in December 2019, the German government also used Germany’s twin roles of major host country and major donor to mobilise additional contributions and actors for implementing the Global Compact on Refugees.

Since protracted crises affect not only humanitarian assistance, the AA maintains regular dialogue on strategic and operational issues with other German government actors – particularly the BMZ. In line with the concept of the Humanitarian-Development-Peace (HDP) Nexus, humanitarian, development and peacebuilding measures should wherever possible be designed coherently with a view to achieving collective outcomes in order to reduce, meet and end humanitarian needs. As a donor the German government is following these recommendations to implement the Nexus. When implementing the Nexus, particular attention is paid to ensuring that the mandates and roles of the respective actors, and especially the humanitarian principles of humanity, impartiality, neutrality and independence, are respected.

Partnerships with the humanitarian community

The major importance that the AA attaches to a partnership-based approach in its cooperation with humanitarian actors is reflected both in how it provides funding, and in its regular dialogue with its partners.

For example, in 2019 it provided 75.2% of its funding in the form of multi-year agreements (i.e. covering at least 24 months) for programmes and projects of humanitarian assistance, in order to provide the humanitarian partner organisations with more reliability. Furthermore, over the last three years the AA has continuously increased the percentage of its funding that is unearmarked or softly earmarked, in order to provide humanitarian partners with more flexibility to deploy their resources in line with changing needs and priorities.

The German government’s Commissioner for Human Rights Policy and Humanitarian Assistance at the AA liaises regularly with organisations and institutions in the humanitarian assistance sector. The key mechanism for regular dialogue and discussion is the Humanitarian Assistance Coordinating Committee, which is jointly led by the AA and the VENRO (the umbrella organisation of development and humanitarian aid non-governmental organisations in Germany). The Committee brings together several times a year representatives of the AA and other federal government ministries with links to humanitarian assistance, Germany’s humanitarian assistance organisations and other organisations and institutions involved with humanitarian assistance. The Coordinating Committee strengthens the coherence of German humanitarian assistance and has a proven track record as an information-sharing and coordinating body in acute emergencies.

The AA also calls for and encourages contributions from German organisations towards the coordination and further development of the international humanitarian system. In 2019, for example, the AA organised an "innovation day" to support dialogue between international and German humanitarian organisations on "innovation in humanitarian assistance".

In recent years the German government has stepped up its involvement in international humanitarian forums and bodies and has regularly assumed responsibility as (co-)chair of: the GHD Initiative (2016-2018), the Donor Support Group of the ICRC (2016-2017), the Humanitarian Affairs Segment of the Economic and Social Council (2017), the Pooled Fund Working Group (2018-2019) and the Humanitarian Liaison Working Groups in New York (2017) and Geneva (since 2018), and as a member of the Grand...
Bargain Facilitation Group (2017-2018). For the period 2020-2021 the German government has assumed the chair of the Mine Action Support Group.

**Approach to civil-military coordination**

The German government uses military resources to support humanitarian interventions only as a last resort, i.e. when civilian means and capabilities are unable to deliver urgently needed humanitarian assistance. In these cases the deployment of military resources is based on the Guidelines on the Use of Military and Civil Defense Assets to Support UN Humanitarian Activities in Complex Emergencies (MCDU Guidelines) and the Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief (Oslo Guidelines), which in January 2019 were further operationalised by the EU Concept on Effective Civil-Military Coordination in Support of Humanitarian Assistance and Disaster Relief.

To strengthen civil-military coordination in the humanitarian system, the German government follows international developments in this domain, dialogues with partners – particularly ECHO and OCHA – and contributes to discussions on creating synergies both at the level of capital cities and on the ground. To promote coordination in Germany, the BMVg is a permanent member of the Humanitarian Assistance Coordinating Committee.

In a few cases German civil protection and disaster assistance organisations perform complementary tasks in humanitarian assistance. Through its Joint Information and Situation Centre the Federal Office of Civil Protection and Disaster Assistance manages Germany’s contributions to the EU Civil Protection Mechanism and coordinates directly with the EU Emergency Response Coordination Centre.

### 7.7 Organisation fit for purpose

#### Humanitarian staff and systems

The staff of the humanitarian divisions at the AA are a blend of career diplomats and professionals employed for a limited period, most of whom possess extensive practical, political or academic experience in the field of humanitarian assistance. In selected fields specialists from NGOs, international organisations or the Red Cross and Red Crescent Movement are seconded to the humanitarian divisions of the AA. Staff receive continuous opportunities for training, e.g. on issues of inclusion in humanitarian assistance.

The 73 posts at the AA for humanitarian assistance tasks break down into 64 posts for professionals (hD/gD) and nine for support staff (mD/eD). Of these posts (as at 18 March 2020) 64% are held by women (67% of the professionals and 44% of the support staff are women). At Germany’s Permanent Missions in Geneva, New York and Rome a total of nine professional posts involve humanitarian assistance either exclusively or partially. Two of these are held by women (as at 18 March 2020). Since in Germany’s other missions abroad humanitarian assistance tasks often form part of a more broadly construed task profile for the staff concerned, it is not possible to produce a more detailed breakdown for these missions.

Supported by the staff of Germany’s missions abroad, in crisis contexts the AA endeavours on the basis of its own experience to acquire a deep understanding of the humanitarian needs on the ground, the performance capability of the various humanitarian organisations and the UN-coordinated humanitarian system as a whole, as well as the quality of humanitarian performance. Furthermore, concerning the support it provides the AA also draws on monitoring and evaluation by third parties (see Section 7.5), and conducts in-depth dialogue on the various crisis scenarios with the head offices of the humanitarian organisations.
7.8 Communication

Communicating results

The AA website provides comprehensive up-to-date information on the objectives, priorities and results of German humanitarian assistance. In the social media the AA provides the wider general public with information on results and current trends, and through its missions abroad it also provides this information to the population and political decision-makers in affected countries. Communication activities also include public presentations, joint events with NGOs and UN organisations, and participation in the German government’s annual open day.

Communication and public awareness raising are also key components of the German government’s approach to protracted crises. Through a special campaign the AA has raised public awareness of forgotten humanitarian crises, promoted civil society engagement and underlined the need for political solutions to protracted armed conflicts. As well as raising public awareness of the issue, the AA also makes considerable funds available for humanitarian assistance in forgotten crises through targeted programme and project funding, as well as through its contributions to the CERF.

The German Bundestag’s Committee on Human Rights and Humanitarian Aid is the key parliamentary body where issues of German humanitarian assistance are discussed. The German government often appears before the Committee and answers MPs’ questions and interpellations on humanitarian issues. Furthermore, the German government submits a report on humanitarian assistance abroad to the Bundestag every four years. The latest report39, which covers the period from 2014 to 2017, was forwarded to the Bundestag in December 2018.

39 https://www.auswaertiges-amt.de/blob/2194046/6777c8661fd92b912f15d06718de0dcc/vierjahresbericht-humanitaere-hilfe-2014-2017-data.pdf (German only)
### Annex 1: List of abbreviations and acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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</thead>
<tbody>
<tr>
<td>AA</td>
<td>Auswärtiges Amt (Federal Foreign Office)</td>
</tr>
<tr>
<td>AfDB</td>
<td>African Development Bank</td>
</tr>
<tr>
<td>AREI</td>
<td>Africa Renewable Energy Initiative</td>
</tr>
<tr>
<td>AU</td>
<td>African Union</td>
</tr>
<tr>
<td>BGR</td>
<td>Bundesanstalt für Geowissenschaften und Rohstoffe (Federal Institute for Geosciences and Natural Resources)</td>
</tr>
<tr>
<td>BMI</td>
<td>Bundesministerium des Innern, für Bau und Heimat (Federal Ministry of the Interior, Building and Community)</td>
</tr>
<tr>
<td>BMF</td>
<td>Bundesministerium der Finanzen (Federal Ministry of Finance)</td>
</tr>
<tr>
<td>BMU</td>
<td>Bundesministerium für Umwelt, Naturschutz und nukleare Sicherheit (Federal Ministry for the Environment, Nature Conservation and Nuclear Safety)</td>
</tr>
<tr>
<td>BMVg</td>
<td>Bundesministerium der Verteidigung (Federal Ministry of Defence)</td>
</tr>
<tr>
<td>BMWi</td>
<td>Bundesministerium für Wirtschaft und Energie (Federal Ministry for Economic Affairs and Energy)</td>
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<tr>
<td>BMZ</td>
<td>Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (Federal Ministry for Economic Cooperation and Development)</td>
</tr>
<tr>
<td>BMZ-E</td>
<td>Evaluation unit of the Federal Ministry for Economic Cooperation and Development</td>
</tr>
<tr>
<td>CDU</td>
<td>Christian Democratic Union of Germany</td>
</tr>
<tr>
<td>CERF</td>
<td>Central Emergency Response Fund</td>
</tr>
<tr>
<td>COP</td>
<td>Conference of the Parties</td>
</tr>
<tr>
<td>CSO</td>
<td>Civil Society Organisation</td>
</tr>
<tr>
<td>CSU</td>
<td>Christliche-Soziale Union in Bayern e.V. (Christian Social Union)</td>
</tr>
<tr>
<td>CPS</td>
<td>Civil Peace Service</td>
</tr>
<tr>
<td>CwA</td>
<td>Compact with Africa</td>
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<tr>
<td>DAC</td>
<td>Development Assistance Committee</td>
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<tr>
<td>DCF</td>
<td>Development Cooperation Forum</td>
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<tr>
<td>DEG</td>
<td>Deutsche Investitions- und Entwicklungsgesellschaft</td>
</tr>
<tr>
<td>DEval</td>
<td>Deutsche Evaluierungsinstitut der Entwicklungszusammenarbeit gGmbH (German Institute for Development Evaluation)</td>
</tr>
<tr>
<td>ECHO</td>
<td>European Civil Protection and Humanitarian Aid Operations</td>
</tr>
<tr>
<td>EDF</td>
<td>European Development Fund</td>
</tr>
<tr>
<td>EIB</td>
<td>European Investment Bank</td>
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<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>FC</td>
<td>Financial Cooperation</td>
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<tr>
<td>Gavi</td>
<td>Gavi, the Vaccine Alliance</td>
</tr>
<tr>
<td>GEF</td>
<td>Global Environment Facility</td>
</tr>
<tr>
<td>GFATM</td>
<td>The Global Fund to Fight AIDS, Tuberculosis and Malaria</td>
</tr>
<tr>
<td>GFF</td>
<td>Global Financing Facility</td>
</tr>
<tr>
<td>GHD</td>
<td>Good Humanitarian Donorship</td>
</tr>
<tr>
<td>G-HRP</td>
<td>Global Humanitarian Response Plan</td>
</tr>
<tr>
<td>GIZ</td>
<td>German Institute of Global and Area Studies</td>
</tr>
<tr>
<td>GIZG</td>
<td>Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH</td>
</tr>
<tr>
<td>GNI</td>
<td>Gross National Income</td>
</tr>
<tr>
<td>GPEDC</td>
<td>Global Partnership for Effective Development Co-operation</td>
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<tr>
<td>GPEI</td>
<td>Global Polio Eradication Initiative</td>
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<tr>
<td>G7</td>
<td>Group of Seven</td>
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<tr>
<td>G20</td>
<td>Group of Twenty</td>
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<tr>
<td>Abbreviation</td>
<td>Full Form</td>
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<tr>
<td>HDP Nexus</td>
<td>Humanitarian-Development-Peace Nexus</td>
</tr>
<tr>
<td>HLPF</td>
<td>High-Level Political Forum</td>
</tr>
<tr>
<td>IATI</td>
<td>International Aid Transparency Initiative</td>
</tr>
<tr>
<td>IBRD</td>
<td>International Bank for Reconstruction and Development</td>
</tr>
<tr>
<td>ICRC</td>
<td>International Committee of the Red Cross</td>
</tr>
<tr>
<td>IDA</td>
<td>International Development Association</td>
</tr>
<tr>
<td>IDP</td>
<td>Internally Displaced Person</td>
</tr>
<tr>
<td>IFC</td>
<td>International Finance Corporation</td>
</tr>
<tr>
<td>INCAF</td>
<td>International Network on Conflict and Fragility</td>
</tr>
<tr>
<td>ILO</td>
<td>International Labour Organization</td>
</tr>
<tr>
<td>JPO</td>
<td>Junior Professional Officer</td>
</tr>
<tr>
<td>KfW</td>
<td>Kreditanstalt für Wiederaufbau</td>
</tr>
<tr>
<td>LDCs</td>
<td>Least Developed Countries</td>
</tr>
<tr>
<td>LNOB</td>
<td>Leave No One Behind</td>
</tr>
<tr>
<td>MCDA</td>
<td>Military and Civil Defence Assets</td>
</tr>
<tr>
<td>MENA</td>
<td>Middle East and North Africa</td>
</tr>
<tr>
<td>MOPAN</td>
<td>Multilateral Organization Performance Assessment Network</td>
</tr>
<tr>
<td>NAP</td>
<td>National Action Plan</td>
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<tr>
<td>NDCs</td>
<td>Nationally Determined Contributions</td>
</tr>
<tr>
<td>NDICI</td>
<td>Neighbourhood, Development and International Cooperation Instrument</td>
</tr>
<tr>
<td>NELGA</td>
<td>Network of Excellence on Land Governance in Africa</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-Governmental Organisation</td>
</tr>
<tr>
<td>NTDs</td>
<td>Neglected Tropical Diseases</td>
</tr>
<tr>
<td>OCHA</td>
<td>United Nations Office for the Coordination of Humanitarian Affairs</td>
</tr>
<tr>
<td>ODA</td>
<td>Official Development Assistance</td>
</tr>
<tr>
<td>OECD</td>
<td>Organisation for Economic Co-operation and Development</td>
</tr>
<tr>
<td>OOFs</td>
<td>Other Official Flows</td>
</tr>
<tr>
<td>PSEAH</td>
<td>Protection from Sexual Exploitation, Abuse and Harassment</td>
</tr>
<tr>
<td>PTB</td>
<td>Physikalisch-Technische Bundesanstalt (Germany’s national metrology institute)</td>
</tr>
<tr>
<td>SDGs</td>
<td>Sustainable Development Goals</td>
</tr>
<tr>
<td>SEAH</td>
<td>Sexual Exploitation, Abuse and Harassment</td>
</tr>
<tr>
<td>SMEs</td>
<td>Small and Medium-sized Enterprises</td>
</tr>
<tr>
<td>SPD</td>
<td>Sozialdemokratische Partei Deutschlands (Social Democratic Party of Germany)</td>
</tr>
<tr>
<td>SSR</td>
<td>Security Sector Reform</td>
</tr>
<tr>
<td>TC</td>
<td>Technical Cooperation</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
</tr>
<tr>
<td>UNFPA</td>
<td>United Nations Population Fund</td>
</tr>
<tr>
<td>UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations International Children’s Emergency Fund</td>
</tr>
<tr>
<td>UNIDO</td>
<td>United Nations Industrial Development Organization</td>
</tr>
<tr>
<td>UNRWA</td>
<td>United Nations Relief and Works Agency for Palestine Refugees in the Near East</td>
</tr>
<tr>
<td>UNV</td>
<td>United Nations Volunteers</td>
</tr>
<tr>
<td>UN Women</td>
<td>United Nations Entity for Gender Equality and the Empowerment of Women</td>
</tr>
<tr>
<td>VENRO</td>
<td>Verband Entwicklungspolitik und Humanitäre Hilfe deutscher Nichtregierungsorganisationen e.V. (the umbrella organisation of development non-governmental organisations in Germany)</td>
</tr>
<tr>
<td>WFP</td>
<td>United Nations World Food Programme</td>
</tr>
</tbody>
</table>
Annex 2: Excerpt from the Coalition Agreement between the CDU, CSU and SPD for the 19th Parliamentary Term: A New Awakening for Europe – A New Dynamic for Germany – A New Solidarity for Our Country

8. Development policy for fair globalisation

Globalisation must be made fair. The gap between rich and poor that exists worldwide cannot be allowed to widen further.

Our mission is the ambitious implementation of the development policy Summit commitments (G7 and G20), the United Nations’ 2030 Agenda with its 17 Sustainable Development Goals and the Paris Agreement, with the participation of civil society.

All government action must be guided by the implementation of the 2030 Agenda and the promotion of sustainable development. We want to continuously and ambitiously evolve the National Sustainability Strategy. To be able to manage the global challenges that lie ahead, we need a triad of public resources, sustainable private investment that promotes development and a new fair trade policy. Good governance by our partners is a prerequisite for success.

We are advocating for more consideration of the interests of developing countries in international finance and fiscal policies, for sustainable financing mechanisms and the development of effective and fair taxation systems.

Fair trade

Fair and sustainable trade needs common rules and clear guide rails. The best framework for this is the United Nations with its organisations for trade (UNCTAD) and development (UNIDO), as well as the World Trade Organization (WTO) and the International Labour Organization (ILO). In conjunction with our partners, we will introduce new initiatives for an effective, development policy-oriented conclusion of the WTO world trade round, as well as a new push for fair trade relations.

We want to lead the way on fair trade policy with Africa. We will review the EU’s economic partnership agreements (EPAs) with the African countries to verify that they support economic and social development. We are also advocating for provisions on binding social standards (including the ILO core labour standards), human rights and environmental standards and complaint, review and response mechanisms in all EU trade, investment and economic partnership agreements. This also applies to the EU’s Generalised System of Preferences (GSP and GSP+). We will support the African Union in establishing a single pan-African free trade area.

We will swiftly implement the EU’s Conflict Minerals Regulation in national law with strong enforcement provisions and we will advocate at European level for the abolition of exemption thresholds and for expansion to the entire supply chain.

Implement the Marshall Plan with Africa

As part of the Marshall Plan with Africa, we will expand and incentivise cooperation with reform partners and G20 Compact countries. For the purpose of implementation, a steering group will be formed, led by the Federal Ministry for Economic Cooperation and Development. Priority will be given to an SME support and start-up programme to create more prospects and decent jobs and to help improve African opportunities, a programme for training partnerships, and the installation and promotion of decentralised renewable energies.

We are supporting the transformation processes in the southern Mediterranean and want to gradually integrate the Maghreb states with the European Economic Area.
In the negotiations on the European Union’s next multiannual financial framework, we are seeking an increase in resources for our cooperation with Africa. We will shape the post-Cotonou negotiations actively and with the participation of civil society.

**Equal rights and education as the key to future-oriented development**

The equal rights of women and men and the promotion of the rights of girls and women continue to be the basis of our development cooperation.

We want to promote good education and training opportunities for everyone along the entire educational path. We are therefore expanding this area in all partner countries and want to significantly increase our corresponding budget by the end of the parliamentary term. Furthermore, as a new initiative, we want to link investment projects from the regional development banks with professional training. We are also increasing funding for development education at home. In addition, we want to use the opportunities provided by digitalisation for leaps in development. Priorities will be supporting the development of digital centres, the promotion of e-learning and e-health measures.

**Promote the expansion of social security and health systems**

We will advocate for the successful development and expansion of universal basic social protection systems, involving trade unions and non-governmental organisations. This includes health systems in particular.

We want to invest in public research, particularly in order to combat neglected and poverty-related diseases. We want to provide adequate funding to international partnerships such as the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM) and Gavi, the Vaccine Alliance and to fulfil our commitments.

**For a world without hunger and poverty**

Ending hunger and poverty in the world is a core goal of our development policy. We also want to develop rural areas as part of the One World – No Hunger special initiative and are prioritising the promotion of small farmers, local sustainable solutions and collective approaches. The support should prioritise food production for local and regional markets.

We are opposed to any form of irresponsible speculation with foodstuffs. We reiterate our promise (2015 G7 Summit in Elmau) to lead 500 million people out of hunger and malnutrition. We advocate for fair access to land, water and fisheries for local communities and we will not accept land grabbing.

**Strengthen climate change mitigation and adaptation**

We want to support developing and emerging countries’ efforts in climate change mitigation and adaptation and in the protection of biological diversity. We consistently support the promotion of renewable energies, a decentralised supply, particularly in rural areas, and access to clean, affordable and safe energy. To that end, we will enter into additional partnerships with developing and emerging countries.

We want incentives for investment for climate projects in developing and emerging countries that improve structures for a green economy and the expansion of renewable energies. We want to support the development and expansion of circular economic systems through multilateral and bilateral development cooperation.

**Tackle the causes of displacement – create prospects for the future**

Emergencies that threaten people’s lives and livelihoods lead to displacement and migration. We want to reduce acute and structural causes of displacement and make a key contribution to reconstruction and to refugees returning home and provide further support to host countries in the management of
their challenges. Consequently, we are primarily expanding our “Cash for Work” scheme and additional programmes.

**Expand development funding and sustainable investment**

We will significantly increase our spending in the areas of development cooperation, humanitarian aid and civilian crisis prevention. Our goal is to reach the ODA/GNI target of 0.7 per cent.

We will meet the commitment to provide 0.15-0.2 per cent of gross national income for the least developed countries (LDCs) as soon as possible.

We will review options to establish funds based in Germany using private capital for development policy purposes.

**We want to adapt the instruments of the German Investment and Development Company.**

The use of public funds for the mobilisation and securitisation of private capital can only be allowed if the projects are verifiably compliant with internationally recognised social, labour and environmental standards. For the promotion of sustainable private investment by small and medium-sized enterprises, we are reviewing the preparation of a development investment law, with close parliamentary supervision. In the process, we want to consider the specific challenges in fragile and least developed countries.

**Build our partners’ capacities**

We want to promote civil society engagement and, in particular, support non-governmental organisations, churches, trade unions, political and private foundations, and partnerships with business and municipalities. We want to expand exchange programmes such as the “World Experts Service” and the “weltwärts” development volunteer service.

**Improve the effectiveness of development cooperation**

We want to increase effectiveness by reviewing implementation provisions, updating them in a timely manner and improving our coordination of ODA-relevant projects.
Annex 3: **Implementation of 2015 peer review recommendations**

**Policy Matrix for Peer Review 2020**

**Implementation of 2015 OECD/DAC peer review recommendations – update October 2020**

<table>
<thead>
<tr>
<th>Peer review recommendation</th>
<th>Measures</th>
<th>Implementation of recommendation</th>
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<tbody>
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</table>

### Chapter 1: Towards a comprehensive German development effort

1.1 In updating its National Sustainable Development Strategy, Germany should prioritise a few areas of domestic or foreign policy where it can address incoherence or achieve greater coherence with development benefits. Monitoring progress towards more coherent policies will be required.

In the 2016 Update of the German Sustainable Development Strategy, the German government translated the 2030 Agenda into 63 national indicators covering all the SDGs (target year: 2030). The Strategy was further updated in 2018 following a consultation process and an international peer review. Consultations on a further comprehensive update of the Strategy began in autumn 2019. The German government held four regional conferences for this purpose until spring 2020, enabling a variety of stakeholders to formulate their expectations. Due to the COVID-19 pandemic, the update of the Strategy has been delayed. The Federal Chancellery will present a draft of the Strategy in autumn 2020, based on the outcomes of the regional conferences. This will be followed by a further consultation with civil society, the private sector and academia. The Cabinet is expected to adopt the updated Strategy in early 2021.

In order to strengthen policy coherence for sustainable development, the German government has introduced several formats for interministerial coordination. They include the State Secretaries’ Committee for Sustainable Development and the working group at director level. Each ministry has appointed a coordinator for sustainable development. There is also regular involvement of civil society.

- [ ] fully implemented
- [x] partially implemented
- [ ] not implemented
## Peer review recommendation

<table>
<thead>
<tr>
<th>Measures</th>
<th>Implementation of recommendation</th>
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<tbody>
<tr>
<td>Implemented and planned measures and how they contribute to compliance with the DAC recommendation</td>
<td></td>
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<tr>
<td>On 19 June 2019, the BMZ and BMU held a national SDG summit as the first national preparatory meeting for the 2019 HLPF. At the Summit, civil society and interest group representatives discussed progress in implementing the 2030 Agenda in Germany, Europe and worldwide. The outcomes were integrated into the multilateral processes. Progress towards attainment of the Strategy indicators is monitored by Destatis. In 2016, Germany presented a voluntary national review to the UN. The next VNR, based on the updated Strategy, is planned for 2021.</td>
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</table>

### Chapter 2: Germany's vision and policies for development co-operation

#### 2.1 To inform development co-operation programming within government and guide partners, Germany should translate the Charter for the Future into an operational framework.

The BMZ's development policy priorities are aligned with the key outcomes of the Charter for the Future process and the fields of action identified in the Charter. The outcomes of the Charter for the Future process were also considered during the updating of the German Sustainable Development Strategy.

The German Government’s 15th Development Policy Report, adopted by the Federal Cabinet, identifies roadmaps which reflect the 5 Ps (People, Planet, Prosperity, Peace, Partnership) of the 2030 Agenda, as well as the main fields of action defined in the Charter for the Future.

Other ministries of relevance to development are involved in implementing the Charter for the Future. Various joint initiatives are in place, e.g. with the BMU, BMEL, BMWi, AA, BMG and BMAS.

<table>
<thead>
<tr>
<th>2.2 Germany needs to bring its allocation criteria and instruments in alignment with its policy.</th>
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<tbody>
<tr>
<td>Topics, target framework and target numbers for implementation of political priorities</td>
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<tr>
<td>With the BMZ 2030 reform process, the BMZ's procedure for planning bilateral cooperation is being adapted. Among other things, a planning and allocation summit under the joint management of the sectoral and regional departments will be introduced in order to align the planning of resources more strongly to strategic and policy criteria. Core areas and initiative areas are</td>
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<td>Peer review recommendation</td>
<td>Measures</td>
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<td></td>
<td>Implemented and planned measures and how they contribute to compliance with the DAC recommendation</td>
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<tr>
<td></td>
<td>also being introduced and must be considered, along with the target framework and target numbers, in the planning of bilateral cooperation.</td>
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<tr>
<td></td>
<td>The BMZ focuses its long-term engagement on core areas in alignment with the SDGs: peaceful and inclusive societies; a world without hunger; training and sustainable growth for decent jobs; responsibility for our planet – climate and energy; and protecting life on Earth – the environment and natural resources.</td>
</tr>
<tr>
<td></td>
<td>In addition, initiative areas reflect political priorities where fast and effective impetus should be generated. Examples are the Marshall Plan with Africa and initiatives such as the Grüner Knopf (Green Button), Returning to New Opportunities and Green People’s Energy.</td>
</tr>
<tr>
<td></td>
<td>Key development policy commitments and self-defined quantitative goals are steered by means of requirements regarding the BMZ's annual overall financial contributions. Target numbers steer and measure the contributions from bilateral development cooperation, while the target framework does the same for the contributions from all the BMZ budget lines. The latter include special initiative allocations (One World – No Hunger, displacement and refugees, MENA, training and job creation). This measuring and steering logic is currently applied to the following: climate change mitigation and adaptation, biodiversity and tropical forests, education, health, maternal and child health, trade, and rural development and food security.</td>
</tr>
<tr>
<td></td>
<td>The BMZ's internal mechanism for assessing the governance situation in partner countries has been reviewed and its content aligned with the Marshall Plan with Africa and the 2030 Agenda. The assessment is one, although not the only, basis for policy decisions on cooperation with our partners.</td>
</tr>
<tr>
<td></td>
<td>Transitional development assistance</td>
</tr>
<tr>
<td></td>
<td>Transitional development assistance is an instrument for crisis management. It is deployed in response to violent conflicts, exogenous shocks and natural disasters when a country is too fragile and its people too vulnerable to protect themselves from the impacts of a crisis. Transitional</td>
</tr>
<tr>
<td>Peer review recommendation</td>
<td>Measures</td>
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<tr>
<td></td>
<td>Implemented and planned measures and how they contribute to compliance with the DAC recommendation</td>
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</tbody>
</table>

- **Development assistance aims to strengthen the resilience of people and institutions, enhancing their ability to withstand and emerge stronger from future crises.**

- **Peace and security**

  The needs-based increase in peacebuilding measures and in German support to fragile states is followed up continuously with training and advice provided within the BMZ (e.g. portfolio advice for regional desks in fragile states, coaching/training, regular portfolio analysis).

  DEval is currently conducting three evaluations on peacebuilding and conflict sensitivity in German development cooperation: “Effectiveness of bilateral German development cooperation (DC) in fragile contexts” (report forthcoming), “Effectiveness of German development cooperation in dealing with conflict-induced forced migration crises, with reference to the Partnership for Prospects Initiative in the Middle East” and “Contribution of German development cooperation to gender equality in post-conflict contexts”.

<table>
<thead>
<tr>
<th>2.3 BMZ should match its commitment to mainstreaming gender equality and other cross-cutting issues with the leadership, resources and tools needed to deliver.</th>
<th>Environment and biodiversity</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>The BMZ has a safeguarding system, with Guidelines on Assessing and Taking Account of Environmental and Climate Aspects in Bilateral Development Cooperation, to ensure that due consideration is given to the environment as a cross-cutting issue. Sector strategies and action plans are other important vehicles; examples are the BMZ Water Strategy (2017) and the Ten-point Plan of Action for Marine Conservation and Sustainable Fisheries (2016). A position paper on protected areas is currently in preparation. The conservation of biodiversity is both a priority area and a cross-cutting issue in German development cooperation. An important point of orientation for the BMZ in this context is Chancellor Merkel’s pledge in 2008 to allocate an additional 500 million euros annually to the global conservation of forests and other ecosystems from 2013 onwards.</td>
<td>☒ ☐ ☐</td>
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</table>

: ☐ fully implemented ☐ partially implemented ☐ not implemented
<table>
<thead>
<tr>
<th>Peer review recommendation</th>
<th>Measures</th>
<th>Implementation of recommendation</th>
</tr>
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<tr>
<td></td>
<td>Implemented and planned measures and how they contribute to compliance with the DAC recommendation</td>
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<td>Both the Biodiversity Guidelines, updated in 2015, and the BMZ’s guidelines on climate and environmental assessments encourage and require the mainstreaming/consideration of biodiversity in project planning and monitoring.</td>
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<tr>
<td>Poverty and inequality</td>
<td>The poverty marker, introduced in 2015, is applied consistently. In addition, priority areas for the BMZ’s engagement on this topic are currently being identified in a position paper on reducing inequality. With support from an Innovation Fund, 10 projects which aimed to reduce inequality and implement the principle of “leave no one behind” were developed and piloted in partner countries in 2018-2019. A new poverty analysis and an inequality diagnostic tool were introduced in partner countries of German development cooperation in 2019 to investigate the causes of poverty and inequality. New toolkits on “digitalisation and inequality” and “cross-sectoral strategies” are being developed to reduce inequality and can potentially be used in the planning of development measures. Over the next two years, a new project in conjunction with other ministries (BMF, BMAS) will support partner countries in Asia and Africa in rolling out measures to reduce inequality and integrating their experiences into the multilateral discourse. A one-week training course on reducing inequality, aimed at policymakers from partner countries, has been developed and was delivered on two separate occasions in 2019.</td>
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<tr>
<td>Human rights</td>
<td>A review of the 2011 Strategy Paper “Human Rights in German Development Policy” is planned for 2020 in order, inter alia, to take account of the 2030 Agenda for Sustainable Development and address current development policy challenges. In addition, the Guidelines on Incorporating Human Rights Standards and Principles, Including Gender, in Programme Proposals for Bilateral German Technical and Financial Cooperation (2013) are being amended in line with the BMZ 2030 reform process. The BMZ’s in-house training on human rights-related topics will also be expanded.</td>
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<td>In December 2019, the BMZ published the Cross-sectoral Strategy for the Inclusion of Persons with Disabilities in German Development Cooperation (<a href="http://www.bmz.de/de/mediathek/publikationen/reihen/strategiepapiere/Strategiepapier495_12_2019.pdf">http://www.bmz.de/de/mediathek/publikationen/reihen/strategiepapiere/Strategiepapier495_12_2019.pdf</a>). It follows on from the BMZ Action Plan for the Inclusion of Persons with Disabilities (2013-2017), which was evaluated by DEval. With the new Strategy, the BMZ strengthens the basic principles and guidelines for the inclusion of persons with disabilities in German development cooperation. With Germany’s support, the OECD Development Assistance Committee (DAC) approved the introduction of a voluntary international policy marker on the inclusion and empowerment of persons with disabilities in June 2018. Against this background, the BMZ will review its criteria for conducting appraisals of human rights standards and principles in bilateral Technical and Financial Cooperation in terms of their relevance to the needs of persons with disabilities. As soon as the OECD circulates further proposals on procedures for implementing a disability marker, the BMZ will assess whether they can be operationalised for German bilateral development cooperation.</td>
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**Child and youth rights**

The BMZ Action Plan “Agents of Change – Children and youth rights in German development cooperation activities” (2017-2019) was published in 2017. It develops the child and youth rights dimension of the BMZ Human Rights Strategy and sets three strategic goals: (1) to expand and improve the quality of regional, bilateral and multilateral development programmes; (2) to provide strategic support for partner countries; (3) to establish a leading role for Germany in the international dialogue. A mid-term report documenting progress in implementing the Action Plan was published in 2019. It shows which goals have already been achieved in German development cooperation and identifies areas where action is still needed. Further monitoring of the Action Plan will now take the form of a final report and external evaluation.

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In addition, a continuous technical dialogue between the BMZ and numerous NGOs (e.g. UNICEF) on current social and political developments takes place at regular topic team meetings on child and youth rights.

To mark the 30th anniversary of the UN Convention on the Rights of the Child, the BMZ hosted a high-level event in Berlin on 28 November 2019, attended by representatives from politics, academia, business and civil society. Plans to establish a BMZ Youth Council were announced at the same time. The Youth Council will in future advise the BMZ on various development topics and is an important step towards more political participation by children and young people in line with Article 12 of the UN Convention on the Rights of the Child. The Youth Council will be established in 2020.

**Gender equality**

The second Development Policy Action Plan on Gender Equality 2016–2020 (GAP II), published in March 2016, sets out priorities and strategic objectives and establishes a mandatory action framework for German development cooperation. GAP II is implemented in accordance with annual road maps which contain the details of the concrete measures to be taken. The measures contribute to the achievement of global goals, such as SDGs 5 and 16 of the 2030 Agenda for Sustainable Development and the EU’s GAP 2016-2020, and to compliance with human rights conventions. They also build sectoral and cross-sectoral gender competence at all levels within the BMZ.

In 2020, in alignment with the BMZ 2030 process, we will produce a follow-up document to GAP II and implement the commitments made as part of the 2020 Generation Equality process.

**Climate**

With the expansion of the BMZ’s climate-related work structure in the form of a new directorate, continuous mainstreaming is possible. This is reflected in the increasingly climate-oriented development cooperation portfolio and closer interministerial cooperation on climate. Another relevant factor is that in September 2019, Chancellor Merkel reaffirmed the pledge

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<td>made in 2015 to double international climate finance from the federal budget (baseline: 2014). The German government is on track to achieve this target with 80-90% of annual contributions from the BMZ. The Federal Government also contributes to German climate finance via the BMU’s International Climate Initiative (IKI). The BMZ helps to sharpen the strategic focus of international development engagement in the climate policy field with pioneering initiatives, e.g. as co-founder of the NDC Partnership and the InsuResilience Global Partnership, which also guide its implementation efforts internally (allocation of resources to these priorities, which are key elements of the Paris Agreement, drafting of new guidelines for transparent implementation of the OECD’s climate markers, planned update of the environmental and climate assessment).</td>
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<td>Governance</td>
<td>The governance situation in the partner countries is assessed using a BMZ internal analytical tool (see also Recommendation 2.2). Furthermore, in 2015, Germany and other partners (Netherlands, UK, USA) launched the Addis Tax Initiative (ATI). The purpose of the ATI is to generate substantially more resources for capacity building in the field of domestic revenue mobilisation in partner countries through improved cooperation and doubling of ODA funding. Germany has pledged to double its commitment from approximately 30 million euros in 2015 to 60 million euros in 2020. This is already reflected in disbursements. In the field of anti-corruption, corruption risk assessment in planning and implementation of measures was incorporated in the procedural rules; procedural guidelines relating to implementation also came into effect. A planning tool, Anti-Corruption (AC) WORKS, was developed. In addition, strategic partnerships exist with Transparency International and German business (Alliance for Integrity). Germany also supports partner countries in combating illicit financial flows, with a focus on prevention, financial intelligence and asset recovery.</td>
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<td>Rule of law</td>
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<td>Cooperation on the rule of law continues to be expanded, e.g. via the collaboration with reform-minded lawyers of influence and integrity in partner countries via the Rule of Law, Justice and Development conference series (the first conference took place in April 2018). Existing arrangements for cooperation on the rule of law are also being expanded, along with the development of rule-of-law dialogues. In total, an additional 30-40 million euros will be made available for 2018-2020 within the framework of the BMZ’s Marshall Plan with Africa.</td>
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**Chapter 3: Allocating Germany's official development assistance**

3.1 **Germany should set a time-bound path for increasing its aid volumes to meet the 0.7% ODA to GNI commitment.**

Germany met the 0.7% ODA/GNI commitment for the first time in 2016 and remains committed to the 0.7% ODA target. This is reflected in the current coalition agreement (2018), which states that during the current legislative term, any extra budget surplus that may arise will be used to increase development cooperation spending as a priority in a ratio of 1:1 to the defence budget. It also states that a decrease in the ODA ratio must be avoided in the current legislative term.

3.2 **As the development co-operation budget grows, Germany should prioritise increasing support to least developed countries in order to reach the 0.20% ODA/GNI target within the timeframe of the 2030 Agenda, as agreed within the EU context.**

The German government remains committed to the target of providing between 0.15% and 0.2% of GNI for ODA to LDCs within the timeframe of the 2030 Agenda. The BMZ is currently engaged in bilateral development cooperation with 33 LDCs (out of a current total of 47). These countries and their regional organisations received 1.4 billion euros in 2018, amounting to approximately 40% of total Technical and Financial Cooperation commitments. The German government also supports the LDCs via multilateral initiatives that aim to create a more enabling environment (lowering of trade barriers, better market access, ending export subsidies).

In total, Germany provided approximately 3.63 billion euros in ODA to LDCs in 2017. This is equivalent to 0.11% of GNI. Germany supports efforts by the DAC Working Party on Development Finance Statistics to improve coherence in measuring aid to LDCs and based on the status quo, will ascertain which (further) measures may be required to achieve the 0.15 – 0.2% target. It would also be helpful, in this context, if the OECD were to improve data capture on flows.

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<td>Implemented and planned measures and how they contribute to compliance with the DAC recommendation</td>
<td>from measures that are not attributable to specific regions, so as to complete the attribution and recording of aid to LDCs.</td>
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**Chapter 4: Managing Germany's development co-operation**

4.1 To implement the 2030 Agenda, BMZ needs to fulfil its steering function for German development cooperation to the full. Streamlining communication across the entire system would facilitate BMZ’s oversight while reducing transaction costs.

**Implementing the 2030 Agenda**

BMZ policies and strategies are continuously reviewed and adapted to ensure their alignment with the 2030 Agenda. The procedures for planning and steering bilateral Technical and Financial Cooperation were reformed by the BMZ in conjunction with the implementing organisations and introduced as the Joint Procedural Reform (GVR) in mid-2017. The GVR is based on a management approach to development cooperation comprising three strands – a country strategy, country programmes and modules – which are regularly reviewed and adapted, guaranteeing systematic and results-based implementation of the 2030 Agenda at all three levels. A manual on compliance with the goals and principles of the 2030 Agenda in bilateral development cooperation was produced for the regional departments. The BMZ’s expectations concerning the implementation of the 2030 Agenda are clearly communicated in dialogue formats with the implementing organisations at various levels (State Secretaries/Board; directors/heads of department; heads of divisions/desk officers). Through the 2030 Implementation Initiative, the BMZ has provided a total of 58 million euros in funding for 26 measures in 29 partner countries since 2016. The aim is to support countries in laying the foundations for achieving the SDGs by 2030, mainly in the fields of policy development, financing and monitoring of goal attainment. Furthermore, as of December 2019, the BMZ has country-specific 2030 Agenda factsheets available for a total of 90 countries, which provide information about partner countries’ efforts to achieve the SDGs. They are thus a source of background information for the steering of bilateral development cooperation.

**Streamlining communication**

An agreement reached in 2016 between the BMZ and AA, aimed at increasing efficiency in communication, has simplified and expedited targeted information-sharing between the BMZ and economic cooperation officers.

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|                            | The Service Regulations for Economic Cooperation Officers, issued in 2003, have been revised by the BMZ and the AA and a consensus on the final version is expected shortly. The new version includes the communication agreement mentioned above and underlines the economic cooperation officers’ responsibility for  
  - steering, coordination and strategic development of German development cooperation in-country;  
  - continuous sectoral and cross-sectoral development policy dialogue with host government, partner institutions, other bilateral and multilateral donors, the private sector and civil society;  
  - local representation of German development policy interests vis-à-vis the EU, UN, WB, IMF, regional development banks and other multilateral organisations.  
  Since 2016, joint training sessions have been provided for field staff from the BMZ, GIZ and KfW with the aim of improving cooperation in in-country teams. | ☒ ☐ ☐ |
| 4.2 BMZ should speed up its programming process and ensure procedures are flexible enough to respond to conditions on the ground, without compromising quality and integrity. | Simplifying and speeding up procedures  
With the Joint Procedural Reform (GVR), the BMZ has taken practical steps to speed up procedures in bilateral Financial and Technical Cooperation. In 2018-2019, these procedures were reviewed and, in some cases, further simplified. Simplifying and speeding up means:  
a) the opportunity to prepare procedural stages in parallel, rather than working through them sequentially,  
b) reducing items requiring authorisation in Financial Cooperation to a minimum,  
c) streamlining the format for amended offers, tightening up the reporting format, reducing the scope of reporting,  
d) early steering based on the initial project description (brief assessment), rather than waiting until the finalised programme proposal is available,  
e) strengthening the policy steer through the triple strands of country strategy, programmes and modules.  
For Financial Cooperation, it is envisaged that programmatic approaches will be utilised to a greater extent, thereby reducing the number of individual projects and associated contracting procedures. | ☒ ☐ ☐ |
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<td>Implemented and planned measures and how they contribute to compliance with the DAC recommendation</td>
<td>Compliance with the BMZ’s planning and implementation criteria is reviewed in an annual external quality check of 50 projects implemented by GIZ. This also identifies any need for improvement in GIZ’s management system and in the formulation of criteria. In the case of projects implemented by KfW, compliance with the BMZ’s project planning and implementation criteria, monitoring of resource use and proper administration of budget funds are the subject of the annual inspection by an auditor.</td>
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<td>Streamlining of agreements with partners</td>
<td>The introduction of new formats (such as reference to “umbrella exchanges of notes”, as they are called) has made it possible to reduce the number of project-related agreements with partners under international law. In the field of Financial Cooperation, agreements under international law with reform partners can be dispensed with from 2020. Further simplifications and the phase-out of agreements under international law where this is feasible while maintaining safeguarding standards (statutory protection for seconded experts; tax regulations), will be coordinated on an interministerial basis from 2020.</td>
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Chapter 5: Germany’s development co-operation delivery and partnerships

5.1 To strengthen the predictability of its programmes and strategic planning, BMZ should speed up the process of finalising its country strategies.

The BMZ country strategies have been developed further as the key instrument for policy and strategic management: (1) Valid for up to six years, country strategies facilitate long-term planning of cooperation. Key strategic aspects of cooperation are developed in continuous dialogue with the partner government. (2) Under the new format, country strategies take into account the special initiatives and promote coherence across activities implemented under different budget lines. This is supported by the new instrument of integrated framework planning and the format of mandatory country planning meetings.

The country strategies were linked in with the current adaptation of procedures in bilateral Technical and Financial Cooperation; the process for drawing up the strategies was further streamlined in this context. Currently, 43 approved strategies are available (i.e. covering approximately 80% of the 50 countries with a bilateral country programme). Due to the BMZ 2030 process, the preparation of country strategies has been suspended since 2019. The reform proposals relating to country strategies are integrated into the BMZ 2030 process. | ☐  ☒  ☐ |

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<td>5.2 Germany needs to identify ways of increasing gradually its use of partner country systems, working closely with other development partners.</td>
<td>Germany is progressively increasing the use of partner country systems in development projects. An array of instruments is available for this purpose and are used in different ways depending on the partner country’s situation and needs. In programme-based approaches, sectors and measures that offer scope to use partner country systems are identified in consultation with other donors and partner country governments. DEval presented an evaluation report on budget support in 2018. Against the background of the 2015 DAC peer review and DEval’s positive empirical findings, the BMZ has taken up the recommendations to make greater use of budget support and jointly engage in integrated policy-based approaches with European and multilateral partners. In 2019, the instrument of “reform financing” – a particularly demanding variant of (sector) budget support – was deployed for the first time in four countries with which the BMZ has established reform partnerships. In procedural guidelines published in May 2020, all the existing opportunities to utilise and strengthen partner systems were summarised for the BMZ in a single paper. In 2019, EU-DEVCO launched a comprehensive comparative study on the use of partner country systems. The findings and recommendations of the study should be available during the course of 2020 and will serve as an evidence base for assessing further steps relating to the use and strengthening of country systems.</td>
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<td>5.3 To maximise the impact of its support to civil society and reduce transaction costs, BMZ should consider how to provide multi-year programme funding rather than supporting small, stand-alone projects.</td>
<td>Approximately 80% of BMZ funding for civil society is already disbursed de facto as multi-year programme funding (via two central church agencies, six political foundations and, currently, 12 social development organisations). The project funding disbursed via Engagement Global (EG) mainly serves the BMZ’s objective of strengthening the German public’s commitment to solidarity-based development. The provision of funding for small and micro projects reflects the diversity of civil society applicants.</td>
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<td>Implemented and planned measures and how they contribute to compliance with the DAC recommendation</td>
<td>In 2018, the opportunity for large and experienced agencies to access global programme funding was created as part of the “Private Operators” programme implemented by Engagement Global (possibility for regional or sectoral clustering of several projects run by a single agency). Furthermore, from as early as 2016, incentive systems were established within this programme to reward capacity building by partner NGOs at local level and promote projects that achieve more systemic impacts at meso and macro level. And lastly, support is increasingly provided for multi-stakeholder partnerships that develop transformative solutions to global problems by creating synergies among a diverse range of actors (government, civil society, business).</td>
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| In addition, in 2015, the BMZ began to intensify the cooperation with German private foundations and philanthropists. For this purpose, new funding opportunities were created for trust foundations, a separate service agency was established as a main point of contact, and various initiatives were launched in partnership with large foundations.  
| In 2020, a new budget line, entitled “Promotion of long-term climate projects by German private agencies” was established in Departmental Budget 23. It is designed specifically to support larger multiannual projects. The budget line criteria state: “Funding is provided for projects with a term of at least five years, implemented in cooperation with regional partners to strengthen climate action in partner countries on a sustainable basis.” | ☐ ☒ ☐ |

Chapter 6: Results and accountability of Germany’s development co-operation

6.1 Drawing on its experience with programme results matrices, BMZ should adopt a results-based management system which is fit for its needs of improving decision making and being accountable.  
In regular management loops, continuous monitoring of project impacts can be achieved on the basis of the Joint Procedural Reform. The BMZ continues to work with the implementing organisations and in some cases with external consultants to raise the quality standards applicable to the matrix content and relevant strategy documents (country strategies, programme strategies). A binding toolset of quality standards is currently being developed for targets and indicators. Results-based management and effectiveness/data are also a key pillar of the BMZ 2030 strategy process. Within an internal working group on effectiveness and data, practical proposals were developed on the potential for systematically expanding results-based management in the BMZ based on effectiveness, data, learning and reflection. | ☐ ☒ ☐ |
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<td>Furthermore, in 2017-2018, the BMZ, GIZ and KfW jointly introduced a system for aggregated reporting of results. Using aggregate indicators, the results of development cooperation in 10 funding areas are made visible in such a way that they can also be understood by the general public. The aggregated figures will in future be updated annually. The system facilitates reporting on development results and increases transparency in German development cooperation.</td>
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<td>6.2 BMZ needs to work through how the evaluation set up functions in practice to ensure it gets and makes full use of the independent evidence needed to drive the overall programme more strategically.</td>
<td>The information obtained from recent reviews of the German development evaluation system are currently being implemented as follows: 1. through the development of Deval’s institutional capacities (until the end of 2019 and in some cases beyond that), 2. continuously within the framework of the Working Group on Harmonisation of Evaluation of Implementing Organisations and 3. through the development (2019) and use (from 2020) of an instrument for regular and structured country portfolio reviews. With the planned Guidelines on Development Cooperation Evaluation (2020), the BMZ will be in a position to communicate its evaluation system even more effectively. The role/responsibility of the BMZ (Evaluation Unit) will focus particularly on standard-setting for the entire area of evaluation. The evaluations by DEval are gaining in significance for the strategic management of the BMZ portfolio. The corresponding DEval performance reviews and the annual external quality controls on TC and FC also support continuous quality improvements at operational level.</td>
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<td>Chapter 7: Germany’s humanitarian assistance</td>
<td>Review and adaptation of procedures in transitional development assistance In light of the significant increase in resources since 2016, especially in 2018, the procedures applicable to transitional funding were adapted in order to facilitate more transparent and focused development interventions, particularly in protracted crises. Throughout the entire planning cycle, there is close consultation with the AA and the BMZ’s regional desks. In order to further deepen this consultation, the concept of joint analysis and joined-up planning was developed by the BMZ and AA in 2019 as an outcome of the spending review. Implementation of the concept has begun with 12 focus countries. The concept covers</td>
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<td>Implemented and planned measures and how they contribute to compliance with the DAC recommendation</td>
<td>all relevant budget lines where the BMZ and AA are engaged in a fragile context or are likely to become engaged in future (not only humanitarian assistance/transition development assistance). Transparency and predictability of access to transitional development assistance have already increased; to that end, the transitional development assistance focus countries are identified annually based on the INFORM Index and notified to implementing partners. Furthermore, once a year, a call is issued to all NGOs to apply for transitional development assistance funding for the following year. <strong>Transitional development assistance: strategy and study on the nexus</strong> The BMZ published its strategy on transitional development assistance, entitled “Overcoming crises – Strengthening resilience – Creating new prospects” in June 2020. The strategy paper outlines the challenges, goals, contexts, fields of action and modalities of transitional development assistance and provides a frame of reference for shaping and implementing transitional development assistance projects in crisis contexts. In the strategy, the BMZ responds to the diverse experiences of its implementing partners in practical crisis management. It also reflects developments in the international debate since the World Humanitarian Summit, focusing particularly on the humanitarian-development-peace nexus. The DEval study “Building Bridges Between International Humanitarian and Development Responses to Forced Migration” was published in 2018 and focuses on effective linkages between humanitarian and development responses to conflict-induced migration crises (Syria). DEval is currently conducting three evaluations on peacebuilding and fragility: “Contribution of German development cooperation to gender equality in post-conflict contexts” “Effectiveness of bilateral German development cooperation (DC) in fragile contexts” (report forthcoming) and “Effectiveness of German development cooperation in dealing with conflict-induced forced migration crises, with reference to the Partnership for Prospects Initiative in the Middle East/ SI on Displacement and Refugees” (report forthcoming in 2020). The findings will be incorporated into the BMZ’s future work.</td>
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<td>The AA and the BMZ are currently conducting an independent interministerial evaluation of the Iraq portfolio which covers the areas of humanitarian assistance, crisis prevention, conflict resolution and peacebuilding, among others. The evaluation report should be available mid-2021. Use of resources from the SI on Displacement and Refugees To the extent that resources are utilised from the Special Initiative “Tackling the Root Causes of Displacement, Reintegrating Refugees”, the consultation procedure with the AA, described above, is also applied. The predictability of the use of SI resources is ensured through the BMZ’s integrated framework planning from the previous year in conjunction with planning of bilateral development cooperation.</td>
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# Annex 4: Supplementary overviews of bilateral and sectoral ODA

## Table 14: Bilateral net ODA 2015-2018: Top 20 recipient countries (€ million)

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<td>1</td>
<td>India</td>
<td>677.6</td>
<td>Syria</td>
<td>745.3</td>
<td>Syria</td>
<td>780.5</td>
<td>Indonesia</td>
<td>929.6</td>
<td>Syria</td>
<td>651.4</td>
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<td>2</td>
<td>China</td>
<td>491.4</td>
<td>China</td>
<td>532.8</td>
<td>Iraq</td>
<td>474.0</td>
<td>Syria</td>
<td>651.4</td>
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<td>349.0</td>
<td>Indonesia</td>
<td>469.4</td>
<td>India</td>
<td>466.6</td>
<td>Colombia</td>
<td>438.0</td>
<td>Iraq</td>
<td>418.3</td>
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<td>Ukraine</td>
<td>335.7</td>
<td>Afghanistan</td>
<td>454.7</td>
<td>Turkey</td>
<td>458.0</td>
<td>China</td>
<td>430.0</td>
<td>India</td>
<td>411.7</td>
</tr>
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<td>5</td>
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<td>Morocco</td>
<td>418.5</td>
<td>Afghanistan</td>
<td>424.4</td>
<td>Iraq</td>
<td>425.8</td>
<td>Afghanistan</td>
<td>371.2</td>
</tr>
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<td>6</td>
<td>Morocco</td>
<td>317.3</td>
<td>Iraq</td>
<td>330.5</td>
<td>China</td>
<td>358.2</td>
<td>Afghanistan</td>
<td>371.2</td>
<td>Indonesia</td>
<td>370.0</td>
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<tr>
<td>7</td>
<td>Turkey</td>
<td>288.1</td>
<td>South Africa</td>
<td>322.0</td>
<td>Morocco</td>
<td>309.1</td>
<td>Jordan</td>
<td>280.5</td>
<td>Turkey</td>
<td>311.9</td>
</tr>
<tr>
<td>8</td>
<td>Indonesia</td>
<td>280.8</td>
<td>Mexico</td>
<td>296.4</td>
<td>Jordan</td>
<td>268.0</td>
<td>Egypt</td>
<td>228.2</td>
<td>Jordan</td>
<td>288.7</td>
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<tr>
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<td>Lebanon</td>
<td>276.9</td>
<td>Nigeria</td>
<td>257.6</td>
<td>India</td>
<td>207.0</td>
<td>Egypt</td>
<td>207.4</td>
</tr>
<tr>
<td>10</td>
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<td>Colombia</td>
<td>252.0</td>
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<td>Lebanon</td>
<td>205.8</td>
<td>Lebanon</td>
<td>205.6</td>
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<tr>
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<td>Colombia</td>
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<td>Brazil</td>
<td>224.0</td>
<td>Indonesia</td>
<td>238.0</td>
<td>Turkey</td>
<td>205.8</td>
<td>Ukraine</td>
<td>197.7</td>
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<tr>
<td>12</td>
<td>Egypt</td>
<td>126.9</td>
<td>Turkey</td>
<td>218.1</td>
<td>Yemen</td>
<td>220.9</td>
<td>Nigeria</td>
<td>203.4</td>
<td>Yemen</td>
<td>197.7</td>
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<td>13</td>
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<td>India</td>
<td>201.3</td>
<td>Somalia</td>
<td>197.7</td>
<td>Ukraine</td>
<td>198.5</td>
<td>Colombia</td>
<td>189.5</td>
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<tr>
<td>14</td>
<td>Viet Nam</td>
<td>118.3</td>
<td>Viet Nam</td>
<td>164.3</td>
<td>Ukraine</td>
<td>179.9</td>
<td>Yemen</td>
<td>197.7</td>
<td>West Bank/Gaza Strip</td>
<td>180.0</td>
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<tr>
<td>15</td>
<td>Mexico</td>
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<td>Ukraine</td>
<td>158.6</td>
<td>Lebanon</td>
<td>169.2</td>
<td>Tunisia</td>
<td>184.3</td>
<td>Somalia</td>
<td>161.3</td>
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<tr>
<td>16</td>
<td>Yemen</td>
<td>91.0</td>
<td>Jordan</td>
<td>154.7</td>
<td>West Bank/Gaza Strip</td>
<td>156.1</td>
<td>West Bank/Gaza Strip</td>
<td>179.8</td>
<td>Nigeria</td>
<td>151.4</td>
</tr>
<tr>
<td>17</td>
<td>Pakistan</td>
<td>89.1</td>
<td>West Bank/Gaza Strip</td>
<td>124.3</td>
<td>Libya</td>
<td>152.6</td>
<td>Mexico</td>
<td>86.8</td>
<td>Ethiopia</td>
<td>148.4</td>
</tr>
<tr>
<td>18</td>
<td>Tanzania</td>
<td>84.0</td>
<td>Chile</td>
<td>122.2</td>
<td>Serbia</td>
<td>148.4</td>
<td>Somalia</td>
<td>85.3</td>
<td>Morocco</td>
<td>129.6</td>
</tr>
</tbody>
</table>
The sectors accounting for the largest shares are “Economic infrastructure and services”, “Other social infrastructure” and “Education, health and population”.

In the “Economic infrastructure and services” sector, the largest subsector is “Energy” (2018: 2.9 billion euros, including “renewable energies” – 1.8 billion euros in 2018). This reflects the importance given

In “Multisector”, “Environmental protection” accounts for the largest share, particularly “Biodiversity” and “Environmental policy and governance”. This reflects political priorities relating to climate (climate change adaptation, reduction of greenhouse gas emissions).

In the “Humanitarian aid” sector (according to the breakdown provided by OECD Aid at a Glance, which corresponds to the ODA system here), substantial increases can be observed since 2015, from 731 million euros in 2015 to 2.2 billion euros annually during the years 2016 to 2018. These increases underline the political significance that the German government attaches to providing support for people suffering as a result of natural disasters, armed conflicts and other crises.

The BMZ’s thematic priorities are also reflected in the planning of bilateral cooperation. In addition to international commitments on climate, biodiversity, health and trade (Aid for Trade), targets are defined for agriculture and education (see Section 2.2.).
Annex 5: New country list according to BMZ 2030

Overview of country selection based on partner categories*

**BILATERAL PARTNERS**

We work with selected partner countries over the long term to achieve shared development goals.

- Afghanistan (LDC)
- Algeria
- Bangladesh (LDC)
- Benin (LDC)
- Burkina Faso (LDC)
- Cambodia (LDC)
- Cameroon
- Colombia
- Ecuador
- Egypt
- Jordan
- Kenya
- Lebanon
- Madagascar (LDC)
- Malawi (LDC)
- Mali (LDC)
- Mauritania (LDC)
- Mozambique (LDC)
- Namibia
- Niger (LDC)
- Nigeria
- Pakistan
- Palestinian territories
- Rwanda (LDC)
- Tanzania (LDC)
- Togo (LDC)
- Uganda (LDC)
- Uzbekistan
- Zambia (LDC)

**Reform partners**

Reform partners are particularly reform-minded countries we want to support. Special feature: reform financing and higher commitments – tied to results

- Côte d’Ivoire
- Ethiopia (LDC)
- Ghana
- Morocco
- Senegal (LDC)
- Tunisia

**Transformation partners**

We support the EU’s neighbours in their political and economic transformation.

- Albania
- Bosnia and Herzegovina
- Georgia
- Kosovo
- Moldova
- Serbia
- Ukraine

**GLOBAL PARTNERS**

We work together on tackling the issues defining our common global future and protecting global goods.

- Brazil
- China
- India
- Indonesia
- Mexico
- Peru
- South Africa
- Viet Nam

**NEXUS AND PEACE PARTNERS**

We work together on tackling the structural causes of conflict, displacement and violence and provide support in peacebuilding.

- Central African Republic (LDC)
- Chad (LDC)
- DR Congo (LDC)
- Iraq
- Libya
- Somalia (LDC)
- South Sudan (LDC)
- Sudan (LDC)
- Syria
- Yemen (LDC)

**MULTILATERAL, EUROPEAN AND NON-GOVERNMENTAL COOPERATION**

We continue to support all developing countries (DAC country list).

- Armenia
- Azerbaijan
- Bolivia
- Burundi (LDC)
- Costa Rica
- Cuba
- Dominican Republic
- El Salvador
- Guatemala
- Guinea (LDC)

- Haiti (LDC)
- Honduras
- Kazakhstan
- Kyrgyzstan
- Laos (LDC)
- Liberia (LDC)
- Mongolia
- Myanmar (LDC)
- Nepal (LDC)
- Nicaragua
- Paraguay
- Philippines
- Sierra Leone (LDC)
- Sri Lanka
- Tajikistan
- Timor-Leste (LDC)
- Turkmenistan
- and all other countries on the OECD/DAC list (e.g. North Macedonia)

**Instruments**: European and multilateral cooperation, civil society, cooperation with the private sector, in some cases promotional loans

*Official bilateral development cooperation only; does not apply to cooperation by private organisations, political foundations and churches.
Annex 6: List of topics based on the Agenda 2030 thematic framework

FIVE CORE AREAS

### Peaceful and inclusive societies

<table>
<thead>
<tr>
<th>Areas of intervention</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>SDG 16</strong></td>
</tr>
<tr>
<td>(1) <strong>Good governance</strong> (democracy, justice and a functioning state, anti-corruption, domestic resource mobilisation, local authority structures, social protection)</td>
</tr>
<tr>
<td>(2) <strong>Peacebuilding and conflict prevention</strong></td>
</tr>
<tr>
<td>(3) <strong>Displacement and migration</strong></td>
</tr>
</tbody>
</table>

### A world without hunger

<table>
<thead>
<tr>
<th>Areas of intervention</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>SDGs 2, 6</strong></td>
</tr>
<tr>
<td>(1) <strong>Food security</strong></td>
</tr>
<tr>
<td>(2) <strong>Rural development</strong></td>
</tr>
<tr>
<td>(3) <strong>Agriculture</strong> (including soil protection)</td>
</tr>
</tbody>
</table>

### Training and sustainable growth for decent jobs

<table>
<thead>
<tr>
<th>Areas of intervention</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>SDGs 4, 8, 9, 17</strong></td>
</tr>
<tr>
<td>(1) <strong>Technical and vocational education and training</strong></td>
</tr>
<tr>
<td>(2) <strong>Private sector and financial sector development</strong></td>
</tr>
<tr>
<td>(3) <strong>Trade and economic infrastructure</strong></td>
</tr>
</tbody>
</table>

### Responsibility for our planet – climate and energy

<table>
<thead>
<tr>
<th>Areas of intervention</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>SDGs 7, 11, 13</strong></td>
</tr>
<tr>
<td>(1) <strong>Climate change adaptation / climate risk management</strong></td>
</tr>
<tr>
<td>(2) <strong>Renewable energy and energy efficiency</strong></td>
</tr>
<tr>
<td>(3) <strong>Sustainable urban development</strong> (mobility, circular economy and waste management)</td>
</tr>
</tbody>
</table>

### Protecting life on Earth – the environment and natural resources

<table>
<thead>
<tr>
<th>Areas of intervention</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>SDGs 6, 14, 15</strong></td>
</tr>
<tr>
<td>(1) <strong>Biodiversity</strong></td>
</tr>
<tr>
<td>(2) <strong>Forests</strong></td>
</tr>
<tr>
<td>(3) <strong>Water</strong></td>
</tr>
</tbody>
</table>
## TEN INITIATIVE AREAS

The initiative areas are a means with which to visibly and actively put a special development policy focus on and generate impetus for a specific area for a defined period of time. Initiative areas offer an opportunity to address new topics. They also incorporate successful initiatives undertaken over recent years.

<table>
<thead>
<tr>
<th>(1) Marshall Plan with Africa</th>
<th>all SDGs</th>
</tr>
</thead>
<tbody>
<tr>
<td>(2) Health, pandemic response and the One Health approach</td>
<td>SDGs 2, 3</td>
</tr>
<tr>
<td>(3) Grüner Knopf (Green Button) and sustainable supply chains</td>
<td>SDG 12</td>
</tr>
<tr>
<td>(4) Returning to New Opportunities</td>
<td>SDGs 4, 8 (and others)</td>
</tr>
<tr>
<td>(5) Sport, media and culture</td>
<td>SDGs 8, 11, 16 (and others)</td>
</tr>
<tr>
<td>(6) Digicenters and digital technology</td>
<td>all SDGs</td>
</tr>
<tr>
<td>(7) Development and Climate Alliance</td>
<td>SDG 13</td>
</tr>
<tr>
<td>(8) Green People’s Energy</td>
<td>SDG 7</td>
</tr>
<tr>
<td>(9) Synthetic fuels</td>
<td>SDGs 7, 9</td>
</tr>
<tr>
<td>(10) Population development and family planning</td>
<td>SDG 3</td>
</tr>
</tbody>
</table>

## MULTILATERAL AREA

- Basic education | SDG 4  
  (Global Partnership for Education, Education Cannot Wait, etc.)

## SIX QUALITY CRITERIA

The quality criteria are a mark of what defines development cooperation as value-based, sustainable and forward-looking. The quality criteria apply to all measures.

<table>
<thead>
<tr>
<th>(1) Human rights, gender equality and disability inclusion</th>
<th>all SDGs</th>
</tr>
</thead>
<tbody>
<tr>
<td>(2) Poverty reduction and inequality reduction</td>
<td>SDGs 1, 10</td>
</tr>
<tr>
<td>(3) Environmental and climate impact assessment</td>
<td>SDG 13 (and others)</td>
</tr>
<tr>
<td>(4) Digital technology (“digital by default” approach)</td>
<td>all SDGs</td>
</tr>
<tr>
<td>(5) Anti-corruption and integrity</td>
<td>SDG 16</td>
</tr>
<tr>
<td>(6) Conflict sensitivity (Do No Harm approach)</td>
<td>SDG 16 (and others)</td>
</tr>
</tbody>
</table>
Annex 7: Organisation charts
Annex 8: Implementing the OECD Recommendation of the Council on Policy Coherence for Sustainable Development

Policy coherence for sustainable development is a key concern for the German government. An integrated approach is one of the main principles governing implementation of the 2030 Agenda for Sustainable Development. The OECD Recommendation of the Council on Policy Coherence for Sustainable Development is implemented as follows:

**Building a strong, inclusive political commitment and leadership**

There is broad political consensus in the German Bundestag and across all the main political parties on the importance of implementing the 2030 Agenda for Sustainable Development and the SDGs. In the coalition agreement of March 2018, the CDU, CSU and SPD committed to the ambitious implementation of the 2030 Agenda and to the promotion of sustainable development and affirmed the 2030 Agenda as the guiding principle of German policy.

Due to the major political significance of the sustainability principle and its integrated approach across all policy fields, direct responsibility for the German Sustainable Development Strategy lies with the Federal Chancellery. Germany pursues a whole-of-government approach in this context. All ministries and relevant civil society stakeholders are involved in shaping and implementing the Strategy. All proposed legislation brought forward by the German government must undergo a regulatory impact assessment in accordance with Section 44, paragraph 1, sentence 4 of the Joint Rules of Procedure of the Federal Ministries (GGO) in order to determine whether the impacts of the proposal are in line with sustainable development.

**Defining, implementing and communicating a strategic long-term vision that supports policy coherence**

For the German government, a commitment to the guiding principle of sustainability means achieving “a good life for all within the boundaries of our planet’s resources” (German Sustainable Development Strategy – 2018 Update, p. 6). In keeping with our assumption of global responsibility, wherever possible, our actions in Germany must not cause burdens for people or the environment in other countries (German Sustainable Development Strategy – 2018 Update, p. 50). As a goal and yardstick of government action at national, European and international levels, sustainable development must be observed in all measures and all policy fields (German Sustainable Development Strategy – 2018 Update, p. 48).

The German Sustainable Development Strategy, adopted by the Cabinet in January 2017, is the key policy instrument for implementation of the 2030 Agenda by Germany. The Strategy was last updated in 2018. A comprehensive review of the Strategy, based on an extensive consultation process, is scheduled for 2020 in order to strengthen implementation of the 2030 Agenda in, by and with Germany. The Strategy addresses various policy areas in order to achieve greater coherence, with due consideration of the numerous systemic interdependencies. It includes the ambition to enhance policy coherence in line with the 2030 Agenda with particular reference to SDG 17.14. Germany considers this to be a key factor for effective policymaking.

**Improving policy integration**

In accordance with Germany’s constitution, the Basic Law, the work of the German government is based on three principles. These are: the “principle of ministerial autonomy”, which means that each federal ministry conducts its affairs independently and is politically responsible for measures within its own policy area. This also applies to the ministries’ contributions to the implementation of the German Sustainable Development Strategy within their respective policy fields. The “principle of joint Cabinet
“decision-making” means that once the German government has adopted a decision, all ministries are bound to adhere to it. In accordance with the “principle of Chancellor policy guidelines”, it is a matter for the Chancellor to lay down general policy guidelines and manage the business of government. Coordinators for sustainable development strengthen the integration and coherence of policy measures within each ministry.

Ensuring whole-of-government coordination

The German government has introduced various formats for coordination among the federal ministries in order to enhance the coherence of its sustainability policy. These formats include the State Secretaries’ Committee for Sustainable Development and the Working Group on Sustainable Development (UAL-AG), the latter comprising heads of directorate. Both of these bodies are led by the Federal Chancellery. The coordination mechanism aims for joint decision-making, information-sharing and consultations. The Parliamentary Advisory Council on Sustainable Development, which was established in the Bundestag in 2004, monitors sustainability policy in Germany.

Engaging appropriately sub-national levels of government in areas where they have a role in policy coordination

Representatives of the federal states (Länder) and municipalities are invited to meetings of the State Secretaries’ Committee as appropriate. Thirteen out of 16 Länder have drawn up or are currently working on their own sustainable development strategies. This forms the basis for regular communication and exchange of experience between the federal level and the Länder on matters pertaining to sustainability. The German Council for Sustainable Development supports vertical integration via a Sustainability Network of Lord Mayors and the formation of regional hubs. The Association of German Cities promotes the 2030 Agenda at the municipal level. The Service Agency Communities in One World (SKEW) provides information on opportunities for community-level development cooperation.

Engaging stakeholders effectively

The German Council for Sustainable Development is an independent body which advises the German government on all sustainability matters. Its 15 members, last appointed by the Chancellor in 2019 for a three-year term, represent the three dimensions of sustainable development based on their professional and personal backgrounds. A Sustainability Forum is organised once a year by the Federal Chancellery in order to give a selection of key stakeholder groups the opportunity to comment on sustainable development policy in Germany. In addition, there is regular involvement of civil society in preparing the meetings of the State Secretaries’ Committee for Sustainable Development.

Analysing and assessing policy and financing impacts

All proposals for new laws and regulations are subject to a Sustainability Impact Assessment (SIA) (see above). The SIA is based on the German Sustainable Development Strategy with its indicators, targets and principles, which include intergenerational and transboundary dimensions. Since March 2018, laws and regulations can be checked against these indicators, targets and principles using an online tool: www.enap.bund.de. As of late 2019, this application is the standard procedure for the performance of the assessment by the ministries.

In February 2019, the State Secretaries’ Committee for Sustainable Development reached a decision on the development of a Sustainable Finance Strategy of the Federal Government. The decision was taken at the initiative of the Federal Ministry of Finance (BMF) and the Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU) in conjunction with the Federal Ministry for Economic Affairs and Energy (BMWi). The Sustainable Finance Strategy will aim to make Germany a leading sustainable finance centre. In June 2019, the Sustainable Finance Committee of the Federal
Government was appointed, comprising representatives from the financial sector, the real economy, civil society and academia and tasked with producing recommendations for the German Sustainable Finance Strategy. The Committee has adopted an extensive work programme, which will be continuously developed. Other measures identified in the decision adopted by the State Secretaries’ Committee concern the issuing of green government bonds, better consideration of sustainability in government bonds and the development of a communication strategy to raise awareness of sustainable finance among consumers and the finance industry.

Strengthening monitoring, reporting and evaluation systems to collect qualitative and quantitative evidence on the impact of policies and financing, and report progress on PCSD

The German Sustainable Development Strategy includes domestic and international indicators and defines long-term targets, the majority of which are to be achieved by 2030. The Federal Statistical Office continuously monitors the 66 indicators and publishes an independent indicator report every two years; weather symbols are used to show whether Germany is currently on the right trajectory to meet the targets.

Germany presented a voluntary national review to the UN in 2016 and will report again on the implementation of the 2030 Agenda in a further voluntary national review in 2021. A third international peer review of the German Sustainable Development Strategy was conducted by an international group of experts chaired by Helen Clark, the former Prime Minister of New Zealand, in 2018.

The Parliamentary Advisory Council on Sustainable Development monitors the German government’s sustainability policy at national, European and international level in the Bundestag.

The German Sustainable Development Strategy itself is reviewed every four years. The Strategy was last updated in 2018 and will undergo a comprehensive review in 2020 in order to enhance implementation of the 2030 Agenda in, by and with Germany.
Annex 9: Implementing the Recommendation of the Council for Development Co-operation

Actors on Managing the Risk of Corruption

The 10 individual recommendations agreed upon in the *OECD Recommendation of the Council for Development Co-operation Actors on Managing the Risk of Corruption* are fully implemented in German development cooperation. They are particularly relevant to the implementing organisations, which deliver development cooperation in partner countries on behalf of the German government. The 10 recommended actions are therefore described below with reference to their implementation in the two largest of these organisations, namely GIZ (Technical Cooperation) and KfW Development Bank (Financial Cooperation).

**Recommendation 1: Code of Conduct**

GIZ has adopted a Code of Conduct\(^42\) as a set of ethical standards and rules which applies to all staff. The Code of Conduct also applies mutatis mutandis to development workers and integrated experts. In the Code of Conduct, GIZ takes a firm stance against corruption and spells out the consequences of corrupt practices. Corruption by employees, both active (giving gifts or other advantages) and passive (accepting gifts or other advantages), is prohibited. Employees are expected to take active measures against unethical behaviour. They also have an obligation to familiarise themselves and comply with relevant national anti-corruption legislation. In addition, in early 2020, GIZ adopted the Code of Ethics as a framework document (*Dach-Papier*), which describes the conduct expected of its workforce, as well as conduct that is not permitted. This document also explains the procedures for investigating unethical conduct and describes the various ways in which GIZ deals with code violations.

Likewise, KfW already had a clearly defined, Board-approved Code of Conduct\(^43\) prior to the adoption of the Recommendation on Managing the Risk of Corruption. In addition, more detailed work instructions exist for all members of staff.

**Recommendation 2: Integrity advisory services**

At GIZ, staff may contact the internal Integrity Advisors if they have questions on ethical conduct in general or have reason to suspect any infringement of the Code of Conduct. The integrity advice team consists of two Integrity Advisors, based in the Compliance and Integrity Unit, who are impartial, autonomous and obliged to maintain confidentiality. In addition, GIZ has an external Ombudsperson, first appointed in 2006; as an attorney-at-law, the Ombudsperson is obliged to maintain confidentiality in matters pertaining to GIZ. The main duty of the Ombudsperson is to receive in confidence information regarding economic crimes such as corruption, fraudulent breach of trust and fraud but also other crimes and/or rule violations in the corporate environment.

At KfW, anti-corruption specialists are available as a point of contact for all employees. These specialists have the requisite know-how and have undergone a dedicated programme of advanced training, both of which are reviewed in internal and external audits.

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43 [https://www.kfw.de/Download-Center/KfW-Gesetz-und-Satzung-sowie-Gesch%C3%A4ftsordnungen/Verhaltenskodex-KfW-Vorstand.pdf](https://www.kfw.de/Download-Center/KfW-Gesetz-und-Satzung-sowie-Gesch%C3%A4ftsordnungen/Verhaltenskodex-KfW-Vorstand.pdf) (in German)
Recommendation 3: Training

At GIZ, newly appointed Head Office staff and seconded personnel are familiarised with the Code of Conduct during an onboarding event conducted on a monthly basis. Attendance at this event is compulsory. National personnel sign a declaration of agreement to the Code of Conduct stating that they have understood the Code and will adhere strictly to it. The Code of Conduct is explained to national personnel in local training sessions at the start of their employment.

All KfW employees are trained/sensitised to the issue of anti-corruption. Training is provided at the start of their employment and every two years thereafter. The training is risk-based and all employees are involved in the training process. Courses are delivered both online and in the classroom and are based on authentic anonymised case studies. This is also reviewed in internal and external audits. In addition, internal discussion sessions on the topic of "corruption in international development cooperation" are held several times a year within the framework of Financial Cooperation.

Recommendations 4: Auditing

GIZ pursues a zero-tolerance policy towards cases of corruption and other property offences. Its corporate guidelines and principles provide a clear definition of what is expected from employees in terms of avoiding corruption. Allegations of corruption are investigated rigorously. A comprehensive system of internal controls and internal and external auditing ensure the regularity of procedures and proper accounting.

At KfW, all information about possible corruption is investigated thoroughly by the independent Compliance Department, with due regard for defined standards; internal and external audits are also conducted. In the handling of suspected cases, all relevant staff members are involved in the investigation and communication process and any gaps identified are closed. External anti-corruption specialists are engaged if necessary.

Recommendation 5: Management of corruption risks

GIZ has established a company-wide risk management system, described in a risk management handbook which is binding for all employees and managers. In addition, a risk catalogue, also binding, identifies the risk categories of relevance to GIZ (including compliance and integrity risks, commercial risks, political/strategic risks, reputational risks and security risks) and associated types of risk. Compliance and integrity risks also include risks directly related to corruption, such as human resources management (concentration of roles/functions), the procurement market, corruption-prone markets and responsibility gaps. In the 2018 reporting year, an improved risk management system was introduced throughout the company. It involves all the organisational units in a standardised and structured process. A company-wide risk survey is carried out every six months, starting in the operational departments at project level and in the internal service departments and units at group level. The standardised process introduces a mandatory risk dialogue between the person reporting the risk and their line manager. In the risk dialogue, a decision is taken on which management level (generally the next tier up) is most appropriate to deal with the identified risk. Risk reports from the six-monthly risk survey are reviewed by the Risk Management Section, which is part of the Corporate Development Unit, ahead of the six-monthly meetings of the Risk Management Committee and the Risk Management Board. The reports are then prepared for referral and tabled in the Risk Management Committee. This Committee, which consists of middle management staff, considers the risk reports, adopts decisions on a case-by-case basis and makes recommendations to the Risk Management Board on risk-related matters requiring further deliberation. The Risk Management Board is chaired by a member of GIZ’s Management Board and consists of senior managers. It may make risk-related recommendations to
the departments/units and the Management Board. Every six months, a report on the status of corpo-
rate risk and the report of the Risk Management Board meeting are sent to GIZ’s Management Board,
with or without a proposal for a decision.

The digitalisation of GIZ’s risk management system commenced in 2019. Integrated risk management
software will be procured and introduced as part of this process.

At KfW, corruption risks are considered from the project planning stage onwards. The information re-
quired to guarantee effective prevention of corruption in the drafting of module proposals is set out
in writing in guidelines, in internal work instructions and in the BMZ’s handbook on bilateral develop-
ment cooperation. These reference documents must be considered by all tiers of management during
project development and implementation. To that end, annual risk analyses are conducted in order to
ensure that changes in risk parameters are factored into future project planning and implementation.
All relevant organisational units are involved in conducting the risk analysis, including those dealing
with project management, award management, contract management and compliance. Experience
and knowledge gained from suspected cases that have come to light, as well as the exchange of expe-
rience with other national and international donor organisations, are considered. The outcomes are
reviewed in internal and external audits.

**Recommendation 6: Contracts**

GIZ has implemented comprehensive measures in order to ensure that no funds are disbursed to im-
plementing partners that are found to have engaged in corruption. In the case of financing agreements,
an appraisal of commercial, administrative and legal capacity is performed, which assesses compliance
with anti-corruption rules. In the case of service contracts, companies must provide assurances that
there are no rulings against them for corruption-related offences or cases of gross professional mis-
conduct. In accordance with Sections 123 and 124 of the German Act against Restraints of Competi-
tion, GIZ, taking the principle of proportionality into account, may at any point in the procurement
procedure exclude a company from participating in the procedure. GIZ utilises model contracts which
include provisions prohibiting corruption by implementing partners. The contracts also include exten-
sive reporting obligations and auditing rights.

The contracts utilised by KfW in the context of Financial Cooperation (subsidy/loan agreements, SBF
financing agreements, model contracts for downstream services such as consulting contracts, supply
and service contracts) are designed with corruption sensitivity in mind. All KfW financing arrangements
are firmly based on a Know Your Customer (KYC) process which satisfies, *inter alia*, the requirements
of the German Money Laundering Act. Contractual partners must disclose and, if necessary, produce
evidence showing whether and, if relevant, in which context and to what extent they were implicated
in criminal activities (including corruption-related crimes) in the past. In parallel, data checks are per-
formed using relevant sanctions and anti-corruption databases (e.g. Dow Jones) and publicly accessible
sanctions lists held by other donor organisations (e.g. World Bank). The results of these checks are
considered in decisions on whether to enter into financing agreements and/or award contracts. Var-
ious contractual clauses preclude the award of contracts to persons implicated in corruption-related
offences. Sanctions may be imposed for infringement of contractual terms, including termination of
the contract and, if appropriate, a claim for reimbursement may be made.
Recommendation 7: Whistleblowing mechanism

GIZ’s whistleblowing mechanism consists of four strands: the Integrity Advisors, the Ombudsperson, the Compliance Officers and the online whistleblower portal. All are bound by a confidentiality requirement if a whistleblower requests confidential handling of their information. The Compliance and Integrity Unit is the organisational unit responsible for the whistleblowing mechanism. It investigates all reports of possible infringements of integrity and compliance rules and ensures that the information is evaluated and that appropriate steps are taken in the individual case. The online whistleblower portal available since May 2019, makes access even easier for whistleblowers: information can be provided completely anonymously from all over the world and in several languages, including without the use of email or telephone, in compliance with stringent security standards. Any individual, whether a GIZ employee or not, may provide information about possible infringements. In the handling and investigation of the information, maximum protection of the whistleblower is a priority and all information is handled confidentially. Only employees in the Compliance and Integrity Unit have access to the data submitted to the online whistleblowing portal and can view these data. The data are fully encrypted and stored outside GIZ’s own systems on a high-security server in Germany in compliance with the most stringent data protection standards. The website provider has no access to the data.

KfW has introduced a confidential and anonymous whistleblower system for all staff and third parties. Employees are obliged to report any suspicious cases that come to their attention; the report may be made in confidence and/or anonymously. Information may be submitted anonymously to the external Ombudsperson, who forwards it to the Compliance Department, where it is handled confidentially. Protection of whistleblowers is guaranteed, with due consideration of the relevant EU Directive. The process for handling tipoffs and suspicious cases is set out in KfW’s procedural rules (schriftlich fixierten Ordnung – SFO). Various communication channels are available: information may be passed on via personal contact or by telephone, email or fax. Contact details are provided on the KfW website (for external parties) and on the KfW Intranet (for internal personnel). The Internet content is currently being updated. All information provided is rigorously investigated and any measures that may be necessary, including possible sanctions, are taken. This is reviewed in internal and external audits. The outcomes of investigations are shared as appropriate. KfW communicates and shares its experience with the German development cooperation community, primarily the BMZ and GIZ.

Recommendations 8: Sanctioning regime

GIZ’s opportunities to impose sanctions depend on the type of contract. In the case of service contracts, the contractual partner bears overall responsibility for performance. In the event of unsatisfactory performance or misuse of funds, GIZ’s rights under the relevant contract may include claims for reimbursement, claims for damages, contractual penalties and/or the right to terminate the contract. Grant recipients are obliged to use the grant solely for the agreed purposes. In the case of misuse of funds, applicable penalties may include an obligation to repay funds not properly accounted for, suspension of payments or early termination of the contract.

As regards the use of GIZ’s IT systems for business transactions, including financial transactions and contract awards, an automatic check is performed to ascertain whether the persons, institutions or companies concerned appear on EU or US sanctions lists, which are obtained from the Bundesanzeiger (Federal Gazette). The sanctions lists in use are taken from the Handbook of German Export Control (HADDEX) and are updated each working day. If the check produces a positive result (hit), process-
based transactions are automatically blocked and may only be resumed after a human review of the process has been conducted and Head Office has given its consent.

All KfW contracts include compliance clauses requiring contractual partners to adhere to the defined Compliance Standards (including adherence to existing UN and EU sanctions regimes). The contracts also set out information, cooperation and disclosure obligations, including declarations of commitment. If infringements and/or suspicious cases arise, KfW has the right to suspend or terminate the contract or claim reimbursement of funds. These rights are exercised in agreement with the BMZ in an appropriate, proportionate and effective manner. Measures may also include action under civil and/or criminal law. KfW shares information with other donor organisations on a confidential basis.

**Recommendation 9: Donor coordination**

The BMZ is actively involved in promoting donor coordination within the framework of the OECD Anti-Corruption Task Team. The BMZ supports the Secretariat of the Anti-Corruption Task Team in developing practical guidelines for donors’ immediate response to allegations of corruption in the partner country. Both the BMZ and GIZ are actively involved in donor coordination in partner countries. At KfW, joint financing starts with an intensive exchange with the co-financing organisations concerned. A similar dialogue takes place on parallel financing. At country level, where appropriate, Germany – through its development cooperation – makes an active contribution to the local dialogue on a joint donor response, generally with the BMZ taking the lead and with the participation of the implementing organisations (KfW, GIZ).

**Recommendation 10: Corruption risk analyses**

Corruption risks are assessed at both country and project level within the BMZ and the implementing organisations. At the BMZ level, the assessment takes the form of short political/economic analyses, which are produced for all partner countries. These assessments are also incorporated into the BMZ’s other analytical and management tools, such as the country strategies. As part of the Joint Procedural Reform (GVR), additional criteria were introduced for risk analysis and risk management during the drafting of module proposals. Corruption risks must be identified and assessed and appropriate risk mitigation measures defined.

In structural terms, corruption risks are also integrated into GIZ’s contracting procedures through the Safeguards and Gender Management System. This system allows GIZ, by means of a systematic assessment process, to identify possible unintended negative impacts – as well as the potential to promote gender equality – at an early stage, to plan projects accordingly and hence to ensure better protection for people and assets.

At KfW, the project-executing organisations and relevant government bodies in partner countries are involved in examining suspected cases. If necessary, support and/or awareness-raising measures are also carried out. In future, existing analyses at country and/or sector level will be made available on the KfW Intranet in order to increase employee awareness in the context of Financial Cooperation. Mainstreaming measures to prevent and curb corruption are integrated into numerous financial cooperation projects. In addition, funding is provided for anti-corruption support in selected FC projects.
Annex 10: Implementing the DAC Recommendation on the Humanitarian-Development-Peace Nexus

As one of the largest donors in fragile states, the German government is actively committed to improving coherence between humanitarian, development and peace-building activities and to the use of more flexible financing mechanisms. Germany has entered into numerous voluntary commitments at national and international level in order to continuously improve interministerial cooperation and engagement in fragile contexts, based on a whole-of-government approach. The commitments undertaken link in with international agreements on the HDP nexus. Implementation of the HDP nexus focuses on improved coordination, joint analysis and joined-up planning, agreement on collective outcomes and financing mechanisms tailored to the specific situation in crisis regions.

In its Operations Manual, the German government sets out the enhanced Interministerial Approach in greater detail. Within the GAAP framework, the AA and the BMZ have identified a number of pilot countries for implementing a new way of working in fragile contexts.

1. Germany’s policy framework

The Guidelines on Preventing Crises, Resolving Conflicts, Building Peace, adopted by the German government in 2017, provide a reference framework for its engagement in contexts characterised by fragility and (violent) conflict. The Guidelines aim to achieve a coherent approach in Germany’s values- and interest-driven foreign, security and development policy. The Guidelines emphasise the primacy of political solutions, the priority of prevention, the need for a context-specific, conflict-sensitive approach and, in the provision of humanitarian assistance, unconditional respect for the humanitarian principles. In accordance with the Peacebuilding and Statebuilding Goals, which are identified in the New Deal for Engagement in Fragile States and recognised by the international community, the Guidelines define five sectoral fields of action: legitimate politics; security; rule of law; economy and employment; and good governance.

In 2019, building on the Guidelines, the German government adopted further interministerial sectoral strategies on Security Sector Reform, Dealing with the Past and Reconciliation (Transitional Justice) and the Promotion of the Rule of Law. In addition, in its interministerial Operations Manual, the German government defines best practices and procedures for coordination among ministries and re-states the commitment to implementing principles of action such as “do no harm” in crisis contexts. The Operations Manual makes specific reference to the principles enshrined in the DAC Recommendation on the Humanitarian-Development-Peace (HDP) Nexus and their implementation. A Cabinet report on the implementation of the Guidelines is planned for 2021.

2. Coordination

Both the German government’s 2017 Guidelines on Preventing Crises, Resolving Conflicts, Building Peace and the 2016 White Paper on Security Policy and the Future of the Bundeswehr call for the development and expansion of interministerial strategic capacity in order to guarantee strategic precision, continuity and coherence.

45 Internationally with the signing of the Grand Bargain and nationally with the German government’s Guidelines on Preventing Crises, Resolving Conflicts, Building Peace.
46 All documents mentioned can be found here: https://www.bmz.de/en/issues/crisis_prevention/dokumente/index.html
The ministries have established formal and informal formats at various levels for timely and comprehensive information-sharing and coordination. They include:

- meetings at working level,
- thematic interministerial working groups,
- the Humanitarian Assistance Coordinating Committee,
- coordination between the AA and the BMZ on developing the interface between humanitarian assistance and transitional development assistance,
- the interministerial round table for civilian crisis prevention at the Head of Division level,
- country- and region-specific task forces,
- the coordinating group at Director-General level,
- coordination formats at the State Secretary level.

The Operations Manual produced on the basis of the Guidelines also specifies that the ministries will strive for prompt and comprehensive mutual involvement in planned operational programmes and projects, thereby ensuring that the specialist expertise of the other ministries will be included in their planning.

2.1 Interministerial analyses to determine needs; joint strategic development (joint analysis and joined-up planning)

German engagement is situation-specific and responds to local needs. Interministerial analyses of the situation and identification of needs draw on a variety of sources. With their specialised and local knowledge and integration into international donor coordination in-country, the German missions abroad contribute significantly, through their reporting, to an interministerial understanding of context. The responsibility for final assessments and decision-making remains in Germany, however.

The existing analytical formats of each ministry are contingent on subject matter and context and arise from their respective mandates and duties as well as from the structures of each cooperation or implementing partner, which may differ considerably even within a given country. For that reason, requirements for and access to information as well as the ministries’ assessments of that information can vary widely.

An important reference point for assessing local development needs and for ministerial coherence are the objectives set by the country itself, which may have been defined in a national development strategy or agreed with the donor community for a specific sector. EU joint programming must also be considered in interministerial strategy processes. Beyond these factors, peace agreements or political objectives for the preparation or implementation of peace agreements or negotiations offer reference points for the provision of external support to the country concerned, as do specifications made in the framework of the New Deal for Engagement in Fragile States and, in the case of humanitarian assistance, the UN-coordinated humanitarian response plans and the appeals of the International Red Cross/Red Crescent Movement.

The German government has set up an interministerial Horizon Scanning working group comprising the AA, the Federal Chancellery, the Federal Intelligence Service, the BMI, the Federal Ministry of Defence (BMVg) and the BMZ. At its regular meetings, the working group identifies, analyses and priori-
tises potential crises in states and regions around the world at an early stage, taking into account Germany’s interests and possible instruments of leverage. The working group produces brief interdepartmental early warning analyses, which are presented to the Crisis Prevention, Conflict Management and Peacebuilding coordinating group at Director-General level with recommendations for action. In addition, the German government has established an interministerial working group on Promotion of the Rule of Law, Security Sector Reform and Dealing with the Past/Reconciliation, tasked with coordinating the further implementation of the sector strategies.

In addition to the round tables of State Secretaries, the German government has established a coordinating group at the Director-General level in order to improve coherence in the various ministries’ engagement in fragile contexts in accordance with the Guidelines. Due to the many overlaps between their crisis prevention, conflict resolution and peacebuilding programmes, the AA and the BMZ agreed a binding GAAP in summer 2019. Its implementation is scrutinised by the German Bundestag’s Budget Committee and the Bundesrechnungshof (Germany’s Supreme Audit Institution).

With the annual analysis using the escalation potential measurement (ESKA) system (previously crisis early warning), the BMZ has an established mechanism at its disposal which contributes to assessing escalation potential in partner countries, aligning development measures to crisis prevention and peace and embedding a mandatory conflict-sensitive approach. The purpose of the ESKA analysis is to determine the probability of large-scale intra-societal violent conflict in order to facilitate early preventive action and conflict-sensitive planning and focus development cooperation on peacebuilding. ESKA’s standardised methodology provides a rapid overview of the escalation potential of large-scale violent conflicts and offers key entry points for more detailed analysis. The findings of the ESKA analysis must be considered in policymaking and implementation.

**Multilateral system**

With crisis regions ever-expanding, the need for conflict management and humanitarian assistance has risen dramatically. Development cooperation is therefore increasingly being delivered in fragile contexts as well. As a consequence, the quality and scope of cooperation with UN organisations have also increased significantly. UN organisations play a key role in policymaking, coordination and implementation at the nexus between humanitarian assistance, development and peace in fragile contexts. The UN develops and coordinates international response plans on this basis. In-country, UN organisations – with their local presence, in some cases broad impact, special status under international law and access to target groups – are not only key partners in political conflict resolution and humanitarian assistance; they are also particularly suitable as implementing partners in development cooperation, especially where governance structures are weak and/or lack legitimacy.

**Sahel Alliance**

In order to promote a joint approach to security, stabilisation and development cooperation, the Sahel Alliance was initiated by Germany and France during the 2017 Franco-German Council of Ministers. The Sahel Alliance, now made up of 13 donors, aims to create prospects for the future of the Sahel region and strengthens the civilian development component of the G5 Sahel (Burkina Faso, Chad, Mali, Mauritania and Niger). Germany currently chairs the steering committee (Comité de Pilotage) and, together with the EU, provides funding for the Sahel Alliance Coordination Unit (Unité de Coordination) in Brussels for the period 2020-2022. Germany also coordinates the thematic working group on decentralisation and basic services.
Strengthen partnerships for prevention and peace (Use political engagement and other tools for prevention and peace)

The German government’s engagement in fragile contexts is an interministerial task requiring a comprehensive approach that can make a timely and substantial contribution to the mobilisation of appropriate peace, security and development policy instruments in the area of prevention and crisis management.

Germany’s diplomatic missions perform an important function in this context: their role as network hubs for German engagement at the local level must be strengthened and more closely integrated with the interministerial task forces. Engagement in crisis regions generally requires political back-up to become fully effective. Through political negotiations, the conflict parties can identify mutually acceptable and workable solutions and reach and implement binding agreements. Thanks to its international standing and weight, Germany – in close consultation with its partners and particularly in cooperation with the European Union – can in many cases play a constructive and mutually accepted role in supporting political negotiations.

The continuous development policy dialogue with the governments of Germany’s partner countries is generally based on their national development plans and supports consensus and coordination of shared goals, approaches and priorities in development cooperation. Its focus is therefore preventive. It thus constitutes a key mechanism for promoting peace and security by providing a framework for reflecting on and addressing the local context of conflict, fragility and violence and facilitating discussion and agreement on the potential for joint peacebuilding engagement and the approaches and practical measures to be adopted in this context.

3. Programming

In accordance with international principles of conflict resolution and peacebuilding (i.e. the Peacebuilding and Statebuilding Goals), German engagement to promote peace in partner countries therefore addresses five complementary fields of action:

- legitimate politics;
- security;
- rule of law;
- economy and vital natural resources;
- government revenue and public services.

The German government ensures that its instruments are tailored specifically to the conflict context in each case.

In addition to these fields of action, which promote conflict resolution and hence help to avoid or reduce humanitarian needs, the German government supports humanitarian assistance measures in order to save lives and alleviate suffering.

3.1 Prevention, conflict resolution and promotion of resilience; meeting humanitarian needs

(Prioritise prevention, mediation and peacebuilding, investing in development whenever possible, while ensuring immediate humanitarian needs continue to be met)

Germany respects the primacy of political solutions and the priority of prevention. The German government uses an extensive array of civilian measures for conflict resolution in contexts of fragility, conflict and violence. Where necessary, civilian conflict resolution measures and military support are
combined and implemented as a comprehensive approach: a minimum level of security is a prerequisite for development. But the reverse is equally true: without development prospects, there can be no permanent and self-sustaining security. Wherever military engagement is necessary, the two dimensions – development and military operations – should form part of a peace process, based on a broader political strategy, in order to be effective. The German government’s engagement in these contexts also includes humanitarian assistance, thereby contributing to meeting humanitarian needs for as long as necessary.

The German government recognises the interaction between peace and development, as recently reaffirmed in the 2030 Agenda for Sustainable Development. German development policy promotes integrated approaches which combine various instruments and take into account relevant issues such as the economy, climate, political and social participation, human rights and the rule of law. In addition to rapid short-term action to safeguard livelihoods, development measures always aim to strengthen the resilience of individuals and institutions over the medium and long term.

In alignment with the OECD-DAC Policy Objectives, the BMZ has introduced its own marker for peace and security. The BMZ has continuously increased funding for this area in recent years. Funding for development measures with peace and security as their main or secondary aim amounted to more than 2.5 billion euros in 2019.

3.2 Promote inclusive societies and gender equality, target exclusion
(Put people at centre and tackle exclusion, promote gender equality)

The German government’s engagement is aligned to the following principles of action: promotion of local ownership, inclusion and context sensitivity. The ideas, prospects and needs of the people in societies affected by conflict are considered and integrated into planning. For example, the establishment of local structures in the countries concerned and the inclusion of local partners in planning and decision-making processes are key attributes of transitional development assistance. In humanitarian assistance projects, too, particular importance is attached to involving the people affected.


To encourage women’s involvement in peace processes in accordance with UN Security Council Resolution 1325, Germany is providing 10 million euros in funding (2017-2022) to support women’s political participation in peace and transition processes in countries such as Yemen, Iraq, Syria and Libya.

3.3 Conflict-sensitive cooperation and “do no harm” (Promote conflict sensitive approaches and “do no harm”)

“Do no harm” is the guiding principle for all interventions by the German government to prevent crises, resolve conflicts and build peace. It acknowledges that any intervention can influence the context and produce unintended negative effects. For example, assistance efforts may strengthen or weaken the
legitimacy of specific groups and, at worst, prolong or worsen a conflict. German humanitarian assistance is also designed to be conflict-sensitive and is based on respect for humanitarian principles.

In partner countries where there is increased or acute potential for escalation (and in peacebuilding projects), binding provisions on conflict-sensitive implementation apply to all BMZ-funded measures. Specifically, implementing organisations are required to perform a Peace and Conflict Assessment in such contexts. The Peace and Conflict Assessment is a methodological framework for systematic context analysis, identification of peace needs, management of risks and conflict-sensitive monitoring in the framework of programme planning and implementation.

3.4 Context-specific action and management of risks (Make programming risk-sensitive and flexible)

German engagement is based on the conviction that social changes are primarily endogenous processes and that the German government must embed its development inputs in the specific social, historical, cultural and political context. As an external actor, Germany primarily supports local effects and processes aimed at building peace and security and overcoming fragility.

Effective engagement in countries affected by fragility, conflict and violence is about minimising the associated risks and managing them responsibly. It is essential to recognise the existing risks and assess them realistically with the help of risk analyses. On this basis, strategies are developed in close consultation with other international actors in order to mitigate the risks identified. Personnel risks, which often also affect local partners, their staff and/or the target groups, are taken into account.

3.5 Strengthen (local) partners’ implementation capacities (Invest in partners’ capacity to stay and deliver)

Local continuity increases the efficacy of engagement, especially in cases of conflict or escalation of violence. In its development engagement, Germany relies on implementing organisations such as GIZ and KfW, as well as on the UN’s subsidiary organisations and specialised agencies and a multitude of NGOs, all of which are able to build on many years of presence on the ground and on trust-based relationships with governmental and non-governmental partners. Complementing Financial Cooperation, efforts are made to build partners’ capacities (capacity development) via Technical Cooperation, inter alia through policy, specialised and organisational advisory services, staff development, promotion of dialogue, formation of networks and education/awareness-raising.

In addition, Germany has entered into numerous commitments relating to the localisation of humanitarian assistance. Germany fulfils these commitments primarily by providing humanitarian funding to local and national actors indirectly (via German and international non-governmental organisations and through humanitarian Country-based Pooled Funds (CBPFs) established by the United Nations). In 2019, this amounted to 26 per cent of German spending on humanitarian assistance. In the dialogue with humanitarian agencies, Germany encourages these organisations to provide funding for administrative costs to local and national actors. Germany also supports multi-year and flexible project approaches in order to establish certainty for forward planning.

4. Financing

The fields of action and the instruments deployed in development policy are chosen for each country on an individual basis. It is the combination of diverse instruments that determines the success of the crisis response, conflict resolution and peacebuilding. “Crisis management, reconstruction, infrastructure” – i.e. the BMZ’s transitional development assistance – is particularly relevant for the implementation of measures in the context of crises and displacement. Germany currently spends approximately
800 million euros annually on transitional development assistance, covering four areas: food security, reconstruction of basic social and productive infrastructure, disaster risk management, and (re-)integration of refugees and internally displaced persons. Transitional development assistance interventions receive multiannual funding with a duration of three to four years. A wide range of partners are involved in implementing transitional development assistance projects, including multilateral organisations (e.g. the WEP and UNICEF), bilateral partners (e.g. GIZ and KfW) and German NGOs.

German humanitarian assistance, too, is increasingly multi-year and flexible in its design, enabling humanitarian organisations to plan assistance that is appropriate for the context and align it to changing humanitarian needs. This facilitates new approaches to the humanitarian-development nexus, particularly during protracted crises (see Box on the Lebanon project for an example).

At international level, too, the cooperation with multilateral organisations and institutions, e.g. via development banks (World Bank, regional), UN organisations and international funds and coalitions has intensified.

Joint HDP nexus projects by the Federal Foreign Office and the BMZ: Lebanon
The AA and the BMZ strengthen the linkage between humanitarian assistance and transitional development assistance through their joint commissioning of NGOs. In suitable contexts, the NGOs are tasked with developing two projects, based on complementarity and coherence, with both projects contributing to a collective outcome. The aim is to enable the NGO concerned to respond to acute humanitarian needs and simultaneously combine this with long-term measures to strengthen individual and institutional resilience. In this way, the AA and the BMZ support the attainment of collective outcomes via NGOs. In Lebanon, Medico International has been working since 2019 on two parallel projects funded by the AA and the BMZ that combine humanitarian assistance and transitional development assistance and contribute to a collective outcome. As part of the humanitarian assistance, basic medical care is provided, laboratory analyses are carried out and training in nutrition, immunisation and hygiene is delivered at a total of seven locations and via two mobile health services, each linked to a health centre. The BMZ’s transitional development assistance activities complement these efforts by providing reproductive health care while building the capacities and quality of six health centres. The interministerial coordination and the range of the measures make it possible to reach more people and strengthen their resilience to future crises than if the two ministries organised their measures individually. The complementary measures aim to improve the health of 59,400 Syrian refugees and 16,900 vulnerable Lebanese citizens while enhancing resilience in communities and in the Lebanese public health system. This joint nexus approach helps to reduce future humanitarian needs.

5. Global efforts
Germany advocates for the strengthening and advancement of the international humanitarian system and for more effective engagement in contexts of conflict, fragility and violence.

During the World Humanitarian Summit in Istanbul in 2016, Germany called for a strengthening of the linkages and synergies between humanitarian and development policy approaches and for the establishment of more flexible financing mechanisms. Germany also signed the Grand Bargain and made numerous voluntary commitments.

Together with the Department for International Development (DFID) as the United Kingdom’s representative, the BMZ, representing Germany, took over as co-chair of the International Network on Conflict and Fragility (INCAF) at the beginning of 2018. The DAC Recommendation on the Humanitarian-
Development-Peace Nexus, adopted in response to an initiative by Germany and the United Kingdom in early 2019, was developed by INCAF.

The BMZ is a member of the Steering Group of the International Dialogue on Peacebuilding and Statebuilding.

The Sendai Framework for Disaster Risk Reduction was adopted – with Germany’s active participation – at the Third UN World Conference on Disaster Risk Reduction in Sendai, Japan, in 2015. The German government advocates multilaterally for coherent implementation of the international post-2015 agendas, underlines the significance of fragility and conflict in disaster risk reduction and calls for an inclusive and holistic approach to dealing with disaster risks that takes particular account of the local level (whole-of-society approach and walking the last mile). It also calls for systematic integration of disaster risk reduction in the humanitarian programme cycle (HPC).

As a co-convener of the first Global Refugee Forum in late 2019, and previously during the development and adoption of the Global Compact on Refugees, Germany plays a lead role in refugee protection and support for host countries. At the Global Refugee Forum in December 2019, the German government made substantial voluntary commitments relating to implementation of the Global Compact on Refugees.
Annex 11  Implementing the DAC Recommendation on Ending Sexual Exploitation, Abuse, and Harassment in Development Co-operation and Humanitarian Assistance

Preventing and combating sexual exploitation, abuse and harassment (SEAH) by staff of development and humanitarian agencies continues to pose major challenges for donors and partner organisations.

Germany pursues a ‘zero tolerance of inaction’ policy in relation to SEAH in the aid sector and is an active member of a donor working group on improving protection against sexual exploitation, abuse and harassment (PSEAH) initiated by the United Kingdom. In this context, Germany ensures that the German organisations tasked with implementing official development cooperation, particularly GIZ and KfW, and humanitarian and development partners receiving funding from Germany, including multilateral organisations, apply binding standards and mechanisms to protect against sexual exploitation, abuse and harassment. Furthermore, Germany expects its partners to investigate fully and transparently and to rigorously pursue cases that occur despite comprehensive protection mechanisms being in place.

At the Safeguarding Summit in London on 18 October 2018, Germany and 21 other donors committed to a raft of measures aimed at preventing SEAH and improving the response to suspected cases. During the Summit, agreement was reached on a set of 22 donor commitments based on four long-term strategic shifts:

Ensure support for survivors, victims and whistle-blowers; enhance accountability and transparency; strengthen reporting; and tackle impunity;

Incentivise cultural change through strong leadership, organisational accountability and better human resource processes;

Adopt global minimum standards and ensure they are met or exceeded by ourselves and our partners;

Strengthen organisational capacity and capability across the international aid sector, including the capacity of implementing partners to meet these standards.

Under Strategic Shift 3, #17 includes the commitment to support the formulation and implementation of the DAC Recommendation on Ending SEAH.

Specific measures by Germany:

Pillar 1:

Integration of the IASC Minimum Operating Standards into the Quality Profiles (Partner Capacity Assessment for NGOs) by the AA

Nomination of a Senior-Level Champion for PSEAH at the AA

Drafting of SEAH clauses for contracts and communications with partners tasked with implementing development cooperation and humanitarian assistance

GIZ: New thematically expanded and legally binding ethical guidelines dealing specifically with SEAH

GIZ: Use of existing disciplinary mechanisms in the handling of cases, including possible escalation to the Labour Relations Director
GIZ: Review of commitments on prevention and (special) reporting and how they are integrated into the supply chain; including response mechanisms in standard contract documentation with suppliers/contractors/ funding recipients.

Pillar 2:
Since 2014, Germany has provided a total of 10 million euros in funding for the Special Appeal: The ICRC’s Response to Sexual Violence and, as a member of the Call to Action on Protection from Gender-based Violence in Emergencies, reports annually on the implementation of the commitments made in this context.

In 2019-2020, Germany provided more than 80 million euros for humanitarian projects whose core components address sexual and gender-based violence.

Pillar 3:
Development of a policy on reporting of suspected cases, aimed at NGO partners engaged in humanitarian assistance.

GIZ: Contact system for the reporting of incidents, including an international whistleblower portal49 that can be accessed online by partners and the general public. Opportunities to improve risk assessment and roll out low-threshold reporting mechanisms in GIZ’s field structure are currently being reviewed.

KfW: KfW has a centralised complaints mechanism and central compliance management system, including a whistleblower system that also covers KfW activities and projects abroad. Both systems have been established for some years and are interconnected. All information received is investigated thoroughly. Currently, the processes for KfW’s acceptance and handling of complaints relating to its funded projects and information about suspected cases are undergoing further improvement.

Pillar 4:
Sensitising staff to PSEAH in humanitarian assistance

GIZ: Development of a range of training courses to sensitise employees and raise awareness

Promotion of follow-up training via VENRO that includes PSEAH components (e.g. training on complaint mechanisms)

Pillars 5 and 6:

Cooperation with the Humanitarian Quality Assurance Initiative on Core Humanitarian Standard certification and with the CHS Alliance

Close cooperation with other donors, e.g. within the donor working group – initiated by the Department for International Development – which inter alia developed the voluntary commitments for the Safeguarding Summit

Participation in a donor working group which developed a common language on SEAH, including reporting requirements, for contracts and agreements with multilateral organisations

Signing of various international declarations and commitments such as the Whistler Declaration on Protection from Sexual Exploitation and Abuse in International Assistance (G7), the Tidewater Joint Statement on Combating Sexual Exploitation and Abuse in the Development and Humanitarian Sectors (OECD) and the joint donor commitments made at the Safeguarding Summit

Within the UN, Germany is a member of the Group of Friends to Eliminate Sexual Harassment and was the co-sponsor of a Side Event: “Lessons learned and promising practices to end sexual harassment in the workplace” at the UN General Assembly in October 2018.

Active support for new World Bank guidelines

German NGOs, as implementers of German development cooperation and humanitarian aid partners, have devised a range of instruments aimed at preventing SEAH. As well as voluntary commitments and codes of conduct, they include independent complaint mechanisms and ombudspersons, supervisory bodies and reporting procedures/whistleblowing guidelines. These instruments were developed by aid organisations themselves (e.g. Malteser International, Plan International), by national alliances (VENRO, Aktion Deutschland hilft – Germany’s Relief Coalition) and by international associations (e.g. CONCORD, i.e. the European confederation of relief and development NGOs).

Further information:

Ensuring protection for women and girls – preventing abuse https://www.auswaertiges-amt.de/de/aussenpolitik/themen/menschenrechte/05-frauen/null-toleranz-fuer-missbrauch/2260492

The World Bank, 2020: Addressing Sexual Exploitation and Abuse and Sexual Harassment (SEA/SH) in Investment Project Financing involving Major Civil Works

https://dbei3-0-ctp.trendmicro.com:443/wis/clicktime/v1/query?url=http%3a%2f%2fpub-docs.worldbank.org%2fen%2f741681582580194727%2fESF%2dGood%2dPractice%2dNote%2don%2dGBV%2din%2dMajor%2dCivil%2dWorks%2dv2.pdf&umid=94D170A7-A355-0F05-B03D-AF2819EC362D&auth=f0d964e96abe039c776e3790dff009a8ba00b040-a7536d577d0e73fa1d77320f1a7b190a565f41ea