



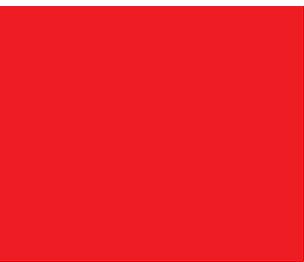
Federal Ministry  
for Economic Cooperation  
and Development

Federal Foreign Office

JOINT EVALUATION

# German Humanitarian Aid Abroad

Summary



## Foreword

Natural disasters, crises and conflicts are increasing throughout the world, calling for a rapid response in the form of emergency aid, transitional activities and reconstruction. Internationally, the German government is one of the largest bilateral donors of humanitarian aid.

This evaluation of German humanitarian aid abroad, which began as early as in the beginning of 2009 during the previous legislative term, is the first inter-ministerial, independent and comprehensive analysis and assessment of Germany's humanitarian assistance abroad. It focused on the humanitarian aid provided by the Federal Foreign Office (AA) (excluding humanitarian demining) and on the development-oriented emergency and transitional aid provided by the Federal Ministry for Economic Cooperation and Development (BMZ) in the period of 2005 to 2009.

The evaluation's main purpose was to gather insights to help the two ministries govern these fields of activity. The following issues in particular were to be considered in the evaluation:

1. relevance and results of the interventions, to be assessed by means of country studies;
2. interface management between AA and BMZ (quality of planning at headquarters and also management in the field, particularly with regard to internal coherence);
3. coordination and complementarity with the interventions of other donors, especially the EU and UN organisations;
4. appropriateness of the financing channels (international as opposed to national organisations, taking into account local implementation capacities); and
5. linking up emergency relief, emergency and transitional aid, reconstruction and development cooperation in line with the LRRD approach (Linking Relief, Rehabilitation and Development).

Recommendations were to be provided for possible improvements.

The way responsibilities were distributed between the two ministries was not part of the evaluation.

The evaluation was commissioned by the BMZ Evaluation Division based on close consultation with responsible units at the AA (Task Force for Humanitarian Aid) and at the BMZ (Division for Development-oriented Emergency and Transitional Aid). In the course of the evaluation's preparation and at a later stage, when draft versions of the report were circulated for comments, the following parties were also consulted: representatives of nongovernmental organisations (Humanitarian assistance working group of the Association of German Development NGOs [VENRO]) and of Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ, on 1 January 2011 renamed Deutsche Gesellschaft für Internationale Zusammenarbeit, GIZ) and one representative of the evaluation unit of the Dutch Ministry of Foreign Affairs.

The evaluation was carried out by a team of evaluators from a working group formed by Channel Research and AGEG Consultants eG, headed by Lioba Weingärtner. As part of the evaluation, six country studies were drawn up (Haiti, Uganda, Chad, Myanmar, Democratic Republic of the Congo, and Darfur in Sudan), each of which included a number of project case studies. The BMZ Evaluation Division was responsible for managing the evaluation process.

The opinions expressed in this study represent those of the independent external evaluators and do not necessarily reflect the views of the BMZ or the AA. At the end of this summary, readers can find the two ministries' comments on the contents of the evaluation.

This summary is available online at the BMZ website at [http://www.bmz.de/en/publications/type\\_of\\_publication/evaluation/index.html#n2anker12681317](http://www.bmz.de/en/publications/type_of_publication/evaluation/index.html#n2anker12681317) and at the AA website at [http://www.auswaertiges-amt.de/EN/Aussenpolitik/HumanitaereHilfe/WieHelfenWir\\_node.html](http://www.auswaertiges-amt.de/EN/Aussenpolitik/HumanitaereHilfe/WieHelfenWir_node.html).

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The full version of the evaluation together with annexes and the individual country studies (in German except for the Uganda study) can be ordered from the BMZ Division “Evaluation of Development Cooperation” ([eval@bmz.bund.de](mailto:eval@bmz.bund.de)).

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# Summary

## 1. BACKGROUND TO THE EVALUATION AND APPROACH ADOPTED

On behalf of the Federal Foreign Office (AA) and the Federal Ministry for Economic Cooperation and Development (BMZ), German humanitarian assistance abroad has been subjected to an inter-ministerial, independent evaluation for the first time ever. The **objective** of the evaluation was to undertake an independent, comprehensive analysis and assessment of Germany's humanitarian assistance abroad (not including humanitarian mine clearance) in order to gain insights which can be used for management purposes by the two ministries concerned. Another use for the information acquired was accountability towards parliament.

The **following issues** were to be considered in particular:

1. Relevance and results of the measures
2. Interface management between the Federal Foreign Office and the Federal Ministry for Economic Cooperation and Development
3. Coordination and complementarity with the measures of other donors, in particular the European Union and United Nations organisations
4. Appropriateness of the financing channels (international as opposed to national organisations, taking into account local implementation capacities) and
5. Linking up emergency relief, emergency and transitional aid, reconstruction and development cooperation in line with the concept of linking relief, rehabilitation and development (LRRD)

with recommendations being provided for possible improvements.

The **focus of the evaluation** was the humanitarian assistance abroad provided by the AA and BMZ in the last five years (2005 to 2009) and ongoing aid interventions if any. At the forefront of the evaluation

were the humanitarian emergency assistance of the AA and the development-oriented emergency and transitional aid of the BMZ. Other interventions by the AA and interventions by the BMZ for reconstruction and (government and non-governmental) development cooperation were included with a view to assessing internal coherence and alignment with the LRRD concept (linking emergency relief, emergency and transitional aid, reconstruction and development cooperation). Earmarked contributions to international organisations were also included in the evaluation. However, these were assessed primarily on the basis of reports and evaluations made by the respective organisation itself.

The evaluation of German humanitarian assistance is a **complex undertaking** involving a large number and a wide spectrum of measures and participants. Key elements of the evaluation included an **evaluation matrix**, a reconstructed intervention logic for German humanitarian assistance and **six case studies** from Haiti, Uganda, Chad, Myanmar, the Democratic Republic of the Congo and Darfur in Sudan; each one of which included a number of **project case studies**. Taking the evaluation matrix as a starting point a **variety of methods** was used to collect and analyse data.

## 2. MAJOR FINDINGS AND CONCLUSIONS

### Context and portfolio

The global context for German humanitarian assistance is changing radically, with new challenges emerging for the delivery of humanitarian assistance. Armed conflicts are becoming increasingly complex. Climate change, high food prices, migration, rapid unplanned urbanisation and pandemics all have an effect on humanitarian assistance. Natural disasters are becoming more frequent and more severe. The correlation between vulnerability to crises and chronic poverty is increasingly being recognised. The lion's share of the funding available for humanitarian assistance today goes to areas

suffering protracted and complex crises. Eighty per cent of international humanitarian assistance goes to fragile states. Questions of coordination and leadership, the participation of beneficiaries and beneficiary accountability along with the increased numbers and diversity of actors involved remain major challenges for international humanitarian assistance. At international level, humanitarian reform along with skills training, quality and learning initiatives are responses to existing challenges.

The German government gears its humanitarian assistance towards relevant international agreements on humanitarian assistance and development cooperation. In their respective fields of activities the two ministries (but not the German government as a whole) have a number of general objectives, strategies and guidelines. These provide relevant and important guidance for the funding of the projects of German implementation partners of the two ministries. So far, however, they have not sufficiently clarified the results orientation and a number of important fundamental issues of German humanitarian assistance and provide no strategic orientation for German humanitarian assistance as a whole. An inter-ministerial, results-oriented, strategic concept for German humanitarian assistance as a whole could provide the needed clarification, improve strategic orientation and thus contribute to strengthening the humanitarian assistance provided.

The two key intervention areas of German humanitarian assistance are the emergency response of the Federal Foreign Office and the development-oriented emergency and transitional aid (DETA) carried out under the remit of the Federal Ministry for Economic Cooperation and Development. Between 2005 and 2009 the German government financed measures worth a total of 804.1 million euros using this earmarked project funding (453.6 million euros via BMZ and 350.5 million euros via the Federal Foreign Office). To these must be added the earmarked funding through other BMZ

budget lines and via other public-sector stakeholders, which means that the German government reported total German humanitarian assistance worth 1.188 billion euros during this period to the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD DAC). These two ministries do not carry out humanitarian assistance measures themselves, but provide earmarked and non-earmarked funding to international organisations (United Nations, International Committee of the Red Cross) as well as project and programme funding for German organisations (non-governmental organisations, German Red Cross Society and the state implementing organisations). German and international non-governmental organisations received 29 per cent of the earmarked funding. This was almost equivalent to the amount provided to United Nations organisations (33 per cent). Non-earmarked funding (about five per cent of humanitarian assistance spending during the evaluation period), as promoted within the framework of the Good Humanitarian Donorship Principles, and joint financing arrangements (such as country-specific Common Humanitarian Funds and Emergency Response Funds and also the Central Emergency Response Fund) are rare.

Although the German government is one of the largest bilateral donors of official development assistance (ODA) at international level, the share of humanitarian assistance in its total ODA is significantly below the average of other donors. German humanitarian assistance is characterised by a high percentage of earmarked project funding, using – particularly in the case of the Federal Foreign Office – a large number and a wide spectrum of German and international organisations in a great number of humanitarian crises. As the country case studies demonstrate, German humanitarian assistance at country level plays only a secondary role. This means that German humanitarian assistance as a whole is very fragmented and compartmentalised.

### Relevance and appropriateness

Appropriately, the actors involved in German humanitarian assistance use the United Nations-coordinated flash and consolidated appeals. Because of various limitations, however, these do not offer a complete overview of humanitarian needs and capacities on the ground. Actors in German humanitarian assistance only rarely conduct systematic and comprehensive context and needs analyses, and often do not sufficiently specify the particular needs that are to be met in the given humanitarian crisis context by the proposed measures. The ministries lack the human and technical capacities that are actually needed to assess the quality of analyses conducted by their implementation partners. All in all, this form of needs assessment and decision-making with respect to German humanitarian assistance measures is patchy and results in a lack of clarity, comprehensibility and transparency in the selection of the financed measures, locations and target groups.

The project measures undertaken by German humanitarian assistance during the evaluation period were, as demonstrated by the country case studies, for the most part relevant in terms of meeting the needs of the affected population groups and the needs of the various areas (both national and regional). German humanitarian assistance, with its often standardised approaches, is for the most part appropriate in the way it responds to sudden natural disasters. In terms of compliance with humanitarian standards, adjustments need to be made on a context-specific basis. In the protracted and complex crises which are occurring more and more frequently and often require longer-term, locally adapted, non-standardised approaches, the term, the approaches and the strategic procedures need to be adjusted. The approaches adopted are not always appropriate and are not well enough integrated with development cooperation instruments. There has so far been no debate in discussions about German humanitarian assistance regarding the consideration

and realisation of the fragile state concept and the whole-of-government approach. The link to national policies, strategies and programmes is still insufficient.

### Effectiveness and coverage

The results orientation and the formulation of results-oriented objectives of German humanitarian assistance are still not adequate. This applies to German humanitarian assistance as a whole and to measures at project level, both those conducted by national organisations and those carried out by international organisations. This means that there is a lack of important foundations for performance assessment, which would provide information about the degree to which the objectives have been achieved, the degree of coverage and the effectiveness of German humanitarian assistance. Beneficiary accountability is still largely neglected. Independent evaluations are rare.

The findings of the country studies which were conducted in the context of this evaluation indicate that the measures financed have in most cases produced good or satisfactory results in terms of improving the living conditions of individuals affected by crises.

As is to be expected of professional organisations, technical implementation appeared to be good in many of the projects reviewed. In individual countries and regions German organisations occupy key positions in key sectors. The targeting of measures follows a range of different criteria, which are not only needs based. This contradicts to some extent the standards that humanitarian assistance sets itself. In some contexts targeting is only passive, i.e. the measures address the general population in the project area or individuals who come to a project location. There is thus a risk that measures might not reach the neediest. As claimed and as expected, German humanitarian assistance does respond quickly

to a crisis, especially in the case of providing emergency aid.

Important factors influencing the effectiveness of German-funded humanitarian assistance have been identified. As the results of the country studies demonstrate, these include in particular the participation by and contribution of the local population, government structures and interventions, the safety and security of staff members, the capacities and management of organisations involved in implementing humanitarian assistance financed by the German government, results-based reporting that builds on results-based monitoring and evaluation, terms and conditions of funding and the application thereof, as well as technical expertise and learning in the field of humanitarian assistance.

### **Efficiency**

All in all, the players involved in German humanitarian assistance know too little about the efficiency of their measures. To date there have been no systematic efficiency studies. Available information does indicate that there is still scope for savings and efficiency gains, for instance by focusing German humanitarian assistance more strongly on more strategically selected countries and selected implementation partners.

### **Impact**

Because of a lack of results orientation and inadequate information, the players involved in German humanitarian assistance know too little about the impact of the measures pursued. The country studies indicate that German humanitarian assistance does provide far-reaching benefits to the individuals and organisations involved. This is especially true for development-oriented emergency and transitional aid. The very nature of emergency relief means that impacts can hardly be expected. Saving lives or

“enabling people to live in dignity and security”, which is often cited as the overall objective of international and German humanitarian assistance, was the exception rather than the rule in the country studies that were analysed, a fact that is known for humanitarian assistance in general due to the generally protracted nature of humanitarian crises and the short-term nature of the measures implemented.

### **Sustainability/connectedness**

Local capacities are crucial for the sustainability and connectedness of humanitarian assistance. Frequently the actors involved in German humanitarian assistance limit themselves to the use of local capacities in various forms and functions. In some cases, especially in emergency relief and in extended emergency aid, certain measures still tend to take on “a life of their own” when implementation by German implementation partners continues. Although some examples of good practice do exist for capacity development measures, the potential has not yet been sufficiently exploited.

### **Cross-cutting issues**

In general, there is much scope for improvement in terms of taking into account and realising cross-cutting issues in German-funded humanitarian assistance. The cross-cutting issues (human rights, gender, conflict sensitivity/do no harm, environmental soundness, HIV and AIDS as well as protection) are currently mainstreamed to varying degrees in German humanitarian assistance. While a number of these issues are taken into greater and more systematic consideration by international organisations, in some cases through organisation-wide initiatives, and while they are institutionally anchored within the Deutsche Gesellschaft für Technische Zusammenarbeit (since 1 January 2011 the Deutsche Gesellschaft für Internationale Zusam-

menarbeit) through the DAC markers, the commitment of most non-governmental organisations to these cross-cutting issues is still rudimentary. Some have anchored the issues in their strategies, concepts and forms, indicating sensitivity to these issues, but this is still no guarantee that they will be appropriately realised. When projects are implemented there are some specific activities for gender and conflict sensitivity/do no harm, but the issues are still not systematically taken into account. The potentials and capacities available within German humanitarian assistance and development cooperation organisations have not yet been adequately exploited.

#### **Linking relief, rehabilitation and development (LRRD)**

Although it is generally accepted that linking relief, rehabilitation and development must be seen as a contiguum, rather than a continuum, in practice the latter approach tends to dominate in the way actors think and act, and in the pertinent discourse. To date the LRRD debate in relation to German humanitarian assistance in fragile states is still not sufficiently dovetailed with engagement for a whole-of-government approach.

A number of actors involved in German government-funded humanitarian assistance have a wealth of conceptual and practical experience in linking relief, rehabilitation and development and in conflict-sensitive cooperation in fragile states. The German government also has in place suitable mechanisms to respond appropriately in different contexts with its two specific budget lines for humanitarian emergency relief and development-oriented emergency and transitional aid (adjustments need, however, to be made to the low commitment appropriations in the BMZ budget line for development-oriented emergency and transitional aid). The German government does not, however, yet use these mechanisms and the specific potential they offer in a suffi-

ciently strategic and concerted manner.

Although exit strategies for humanitarian assistance are now standard parts of the Federal Foreign Office procedure and are part of the project documents of the World Food Programme, they are, however, often unrealistic and inadequate to prevent extended operations in emergency mode. The necessary change of perspective, which would involve thinking about the follow-up or discontinuation of the measures from the very beginning of humanitarian assistance measures and ensuring an intelligent combination of appropriate instruments in each case, has not yet taken place on the scale required. This is why linking emergency relief, transitional aid and development cooperation is still inadequate.

“Business as usual” with a large number of strategically poorly oriented, often isolated and not always adequately coordinated humanitarian assistance measures that are not sufficiently dovetailed with development cooperation and other policy fields is no longer enough if the German government’s humanitarian assistance is to be future oriented. German humanitarian assistance has the potential to become a positive example of LRRD and transition in selected countries within the framework of existing structures on the ground and in cooperation with like-minded donors and selected implementation partners.

#### **Interface management (Federal Foreign Office – Federal Ministry for Economic Cooperation and Development)**

In spite of improvements in details during the evaluation period, the conceptual and structural weaknesses in managing the interface between the two ministries and in interface management within each ministry predominate. This inadequate interface management is preventing “joined-up” German humanitarian assistance, which in turn nega-

tively affects German humanitarian assistance as it faces major challenges, in particular with respect to LRRD and humanitarian assistance in fragile contexts.

### **Appropriateness of the financing channels**

Appropriate financing channels are of paramount importance to the relevance and results of German humanitarian assistance and for ensuring the appropriate linking of relief, rehabilitation and development. The ministries involved do use a large number and diverse range of mechanisms, but their selection is not based on specific criteria nor is it always comprehensible. The ministries do not deploy their implementation partners strategically based on complete knowledge and appropriate assessments of their comparative advantages. Joint financing mechanisms are rarely used.

The large number of implementing non-governmental organisations, especially in Federal Foreign Office operations, boosts a proliferation of actors, which is generally accepted as being unproductive. When faced with a sudden acute crisis, the Federal Foreign Office does not sufficiently examine whether organisations that were not previously active on the ground in that country offer any added value, and, if so, what kind of added value.

All international and German categories of organisation supported by the two ministries in German humanitarian assistance (UN, ICRC, German state-owned organisations, NGOs) and/or individual organisations within these categories offer specific comparative advantages, strengths and weaknesses in their humanitarian assistance. The differences between different international organisations as well as between different German organisations can be greater than the differences between international and German organisations.

All in all, the ministries involved do not yet have a real systematic overview of the capacities of the organisations providing humanitarian assistance financed by Germany. The large number of organisations, especially for humanitarian emergency relief provided by the Federal Foreign Office, makes it difficult to produce such a systematic overview and keep it up to date.

The evaluation did not provide any indication that international organisations are generally better or worse suited than German organisations to implement German humanitarian assistance.

### **Coordination and complementarity**

Germany participates both at international and at field level in relevant donor coordination bodies and provides coordination funding in particular through the UN Office for the Coordination of Humanitarian Affairs (UN OCHA). But Germany plays no or only a secondary role in strategic donor coordination, especially at field level but also in international bodies. No specific German position nor any active and committed intervention for strategically selected reforms and improvements in international and country-specific humanitarian assistance can currently be identified.

The implementation partners of German humanitarian assistance are more or less actively involved in operational coordination on the ground, in particular within the scope of clusters. Contributions made to shaping and further developing coordinating bodies have up until now been limited largely to international organisations.

The Humanitarian Aid Coordinating Committee is a relevant and useful body for German humanitarian assistance. It is appreciated by those involved, primarily because of the forum it offers to share information. Existing potential to improve coordination has not yet been fully exploited. The DETA coordina-

tion body is relevant and useful, particularly within the context of the annual planning of the Federal Ministry for Economic Cooperation and Development.

### 3. MAJOR RECOMMENDATIONS

#### Strategic recommendations to the inter-ministerial working group

On an inter-ministerial basis the German government should

- Draw up results-oriented objectives for German humanitarian assistance and communicate these clearly.
  - Elaborate, implement, monitor and evaluate a strategic government concept for German humanitarian assistance as a whole, based on these objectives, and report regularly on this; this should include elaborating further strategic concepts for cooperation with international and selected German organisations and selected countries which are a focus of the humanitarian assistance provided by the two ministries.
  - Require results-oriented implementation of measures and reporting by selected implementation partners within the framework of the strategic concept.
- The objectives and the strategic concept should cover the following key aspects:
- The concept should explicitly contribute to the clarification of the scope of application of relevant international agreements and humanitarian principles for the German humanitarian assistance delivered by the Federal Foreign Office and the Federal Ministry for Economic Cooperation and Development.
  - LRRD as a continuum should be explicitly mainstreamed as part of this concept and the strategy for putting the approach consistently into practice should be laid out.
  - German engagement should focus on key areas and sectors in which the ministries and implementation partners offer comparative advantages and wide-reaching competencies and experience.
  - The cross-cutting issues to be taken into account should be laid out and made binding, and implementation partners consistently required to realise these.
  - The Federal Foreign Office should focus more on its core mandate, short-term emergency relief. Emergency aid should be part of a timely and courageous development-oriented emergency and transitional aid (DETA) approach. In fragile states this should be part of a whole-of-government approach designed to support actors at national level.
  - German humanitarian assistance should concentrate to a greater extent on selected crises and countries.
  - The ministries' involvement in international skills training, quality and learning initiatives should be stepped up, and the realisation of the initiatives in German humanitarian assistance should be supported. German humanitarian assistance should – as planned – introduce a comprehensive evaluation approach for all measures.

### **Operational recommendations to the inter-ministerial working group**

The structures, processes and resources of German humanitarian assistance should be modified, including the following:

- The ministries should require more strongly than has so far been the case that context and needs analyses conducted within the framework of German humanitarian assistance be embedded in and be made complementary to the United Nations' Consolidated Appeal Process and UN appeals, and that they look in more detail at local capacities, national policies, strategies and programmes, targeting mechanisms and coverage.
- A limited number of implementation partners should be selected systematically and on the basis of pre-determined criteria. The ministries should examine the possibility of more programme-oriented funding allocation for qualified implementation partners instead of individual project allocations. In acute crises, the specific value added of channelling funding via implementation partners who only establish a presence on the ground in the wake of the crisis as opposed to partners already based in the partner country should be examined on a case-by-case basis.
- Greater involvement in joint and programme funding should be facilitated.
- The ministries should provide the capacities required to manage German humanitarian assistance as a whole and to steer the recommended strategic concept, and should further develop existing capacities in line with needs.
- Interface management between the Federal Foreign Office and the Federal Ministry for Economic Cooperation and Development, as

well as within each ministry, and with the German embassies should be further improved.

- The German government should also contribute to improving the statistics relating to German humanitarian assistance, in the context of ongoing initiatives to improve the official development assistance statistics. The consistency and results orientation of reporting should be enhanced.
- The Federal Ministry for Economic Cooperation and Development should strengthen its initiatives to raise commitment appropriations within the budget line for development-oriented emergency and transitional aid.

These adaptations should be undertaken within the framework of the recommended strategic concept for German humanitarian assistance as a whole, to ensure that adaptations are undertaken within the scope of results-oriented objectives and a consistent strategy, and to ensure an appropriate response to the key challenges faced by German humanitarian assistance, in particular linking relief, rehabilitation and development and humanitarian assistance in complex, protracted crises in fragile states.

### **Strategic recommendations to the implementation partners**

To improve the strategic direction taken by organisations receiving funding, the following recommendations are made:

- Implementation partners should consistently improve the results orientation of their measures and consistently provide evidence of results in their reporting. Greater attention should be paid to beneficiary accountability.
- Implementation partners should systematically build on international skills training, quality

and learning initiatives in the field of humanitarian assistance, translate these into practice within the scope of their own strategies and measures, and provide and develop if necessary the pertinent capacities.

### **Operational recommendations to implementation partners**

The implementation partners of German humanitarian assistance should improve what they already do, in particular

- Take greater account of and actively promote participation and contributions by the people affected by the crisis, as well as any existing coping mechanisms,
- Take greater account of, use and develop local capacities,
- Ensure more active participation in coordination mechanisms (especially in the partner countries) and provide the resources required to this end, as well as supporting the participation of local stakeholders in field level coordination,
- Initiate innovations to deal with new and known challenges faced by humanitarian assistance,
- Strengthen the integration and implementation of cross-cutting issues, and
- Conduct systematic learning processes and implement lessons learned in a results-oriented manner.

## Comments by the Federal Foreign Office (AA) and the Federal Ministry for Economic Cooperation and Development (BMZ)

This inter-ministerial, independent evaluation, which was started as early as in the beginning of 2009, is the first comprehensive analysis and assessment of German humanitarian aid abroad. Based on six country studies, German humanitarian assistance abroad was evaluated. This comprises the humanitarian aid provided by the Federal Foreign Office (AA) and the development-oriented emergency and transitional aid provided by the Federal Ministry for Economic Cooperation and Development (BMZ).

The findings of the evaluation show that the two ministries are undertaking multi-faceted, successful and exemplary activities in humanitarian crises and transitional scenarios. The report finds that Germany's humanitarian aid is relevant and has positive results. It reaches the victims of natural disasters and human-made crises.

The evaluation report also shows where there is still potential for enhancing the effectiveness and efficiency of German humanitarian work. The two ministries share the report's view that interface management between AA and BMZ must be better implemented, fragmentation must be further reduced, and the areas covered by different principles must be defined more precisely. This requires an overall strategy for humanitarian aid. The report also provides helpful suggestions on how to optimise the management of the operative working phases of humanitarian aid projects, from transparent allocation decisions and needs-oriented design all the way to efficient final evaluations. The AA, the BMZ and their partners will take up these and other recommendations made in the evaluation and examine whether they are feasible.

The way responsibilities are distributed between the two ministries was not covered or assessed by the

evaluation. At the time when the AA and the BMZ made an agreement to redistribute responsibilities between them, the collection, analysis and assessment of data had already been completed. The strengths and weaknesses of the division of labour on humanitarian aid to date had already been known, among other things through criticism raised by the OECD-DAC peer review. The evaluation, too, highlighted these strengths and weaknesses. So when the political decision to redistribute responsibilities between the two ministries was spelled out in greater detail, various insights from a variety of sources played a role. The restructuring of German humanitarian aid has been informed by these insights and will enhance coherence and efficiency within the German government.

According to the new agreement, the AA will in future be responsible for the German government's humanitarian assistance. This will end the current fragmentation of the provision of in-kind assistance and food aid. Moreover, the global presence of German missions abroad and the fact that all assistance will be provided from a single source will make it possible to assist people in need even more quickly, more in line with their needs, and more effectively. The fundamental principles that guide such operations are a focus on humanitarian needs; compliance with the humanitarian principles of humanity, neutrality, impartiality and independence; and the desire to ensure that the international humanitarian system is strengthened.

Under the new division of labour, the BMZ will focus on recovery and rehabilitation, especially in countries in which the BMZ has development cooperation programmes. These activities are guided by the principles that apply to development cooperation and by the strategies which the BMZ has laid down for its work.

This clear division of labour for Germany's restructured humanitarian aid is in line with one of the evaluation's main recommendations, namely to focus on sectors and countries where Germany has comparative strengths. This also forms the basis for

the strategy for Germany's humanitarian aid that the evaluation had called for. The AA will further develop that strategy, based on consultation with the BMZ.

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