PROCEDURAL GUIDELINES FOR CONDUCTING COUNTRY PORTFOLIO REVIEWS IN GERMAN BILATERAL DEVELOPMENT COOPERATION

Annex to the report 'Country Portfolio Reviews – A tool for strategic portfolio analysis in German development cooperation'

2019

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ABBREVIATIONS AND ACRONYMS

AA	German Federal Foreign Office
BGR	German Federal Institute for Geosciences and Natural Resources
BMEL	German Federal Ministry of Food and Agriculture
BMU	German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety
BMWI	German Federal Ministry for Economic Affairs and Energy
BMZ	German Federal Ministry for Economic Cooperation and Development
BMZ RD	BMZ Regional Division
CPR	Country Portfolio Review
CRS	Creditor Reporting System
CS	Country Strategy
DAAD	German Academic Exchange Service
DAC	Development Assistance Committee (of the Organisation for Economic Cooperation and Development)
DASY	The BMZ's own data access system
DEval	German Institute for Development Evaluation
ECDO	Economic Cooperation and Development Officer
EU	European Union
FC	Financial Cooperation
FDI	Foreign Direct Investment
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
GOV	Governance
IO	Implementing Organisation
KfW	Kreditanstalt für Wiederaufbau
NGO	Non-governmental Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and development
PA	Priority Area
PFA	Portfolio analysis
PTB	Physikalisch-Technische Bundesanstalt (Germany's National Metrology Institute)
RG	Reference Group
RD	Regional Division
soSci	Program for conducting online surveys
TC	Technical Cooperation
ToR	Terms of Reference

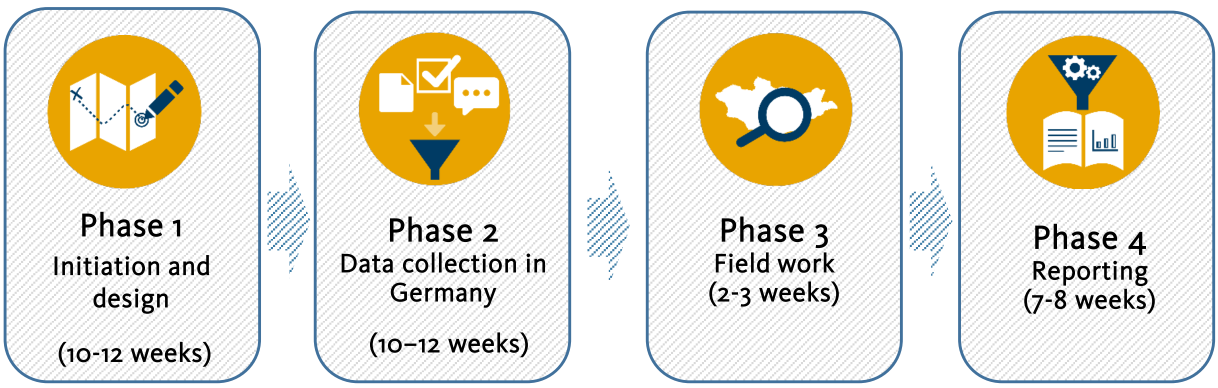
INTRODUCTION

In consultation and cooperation with the German Federal Ministry for Economic Cooperation and Development (BMZ), the German Institute for Development Evaluation (DEval) has developed a tool for conducting country portfolio reviews (CPRs) in German bilateral development cooperation. These procedural guidelines are the result of an extensive process in which DEval supported the BMZ in strengthening its results-based portfolio management and in generating the evidence necessary for this at portfolio level. This development process took place between September 2017 and December 2018, and is described in detail in the published report 'Country Portfolio Reviews - A tool for strategic portfolio analysis in German development cooperation '.

The purpose of CPRs is to provide the BMZ's regional divisions with an independent source of information for the process of reflection when drawing up country strategies. CPRs are thus designed to support and strengthen the BMZ's management capability at the level of country portfolios. Secondly, the meta-evaluation of CPRs will provide the BMZ and other actors with cross-country evidence to support effective strategic management and help improve basic processes and directives in German bilateral development cooperation.

To achieve these objectives, planners should begin planning CPRs early on. The period between commencing data collection and completion of the report is usually around 5 to 6 months. The initiation and design phase begins 10 to 12 weeks before that. Overall planning of a CPR should therefore be commenced at least 1 year prior to producing or updating the country strategy (CS). This can ensure that the evidence required for strategic deliberation and agreements with partners is available in good time.

Figure 1: Phases of a CPR



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These procedural guidelines are designed primarily to explain the CPR tool, along with the responsibilities and procedures involved when conducting individual CPRs at country level. They serve as a manual to support and guide everyone involved in the process of planning and implementing a CPR[1]. The procedural guidelines are therefore meant for both the BMZ, and experts conducting CPRs for the BMZ. They also provide BMZ regional divisions commissioning CPRs with an overview of content, processes and tasks. For

[1] This document does not include any guidelines or advice on conducting meta-evaluations.

the experts who manage and conduct the CPR this document provides detailed information on how to plan and implement the processes, and on the methods for collecting and analysing data.

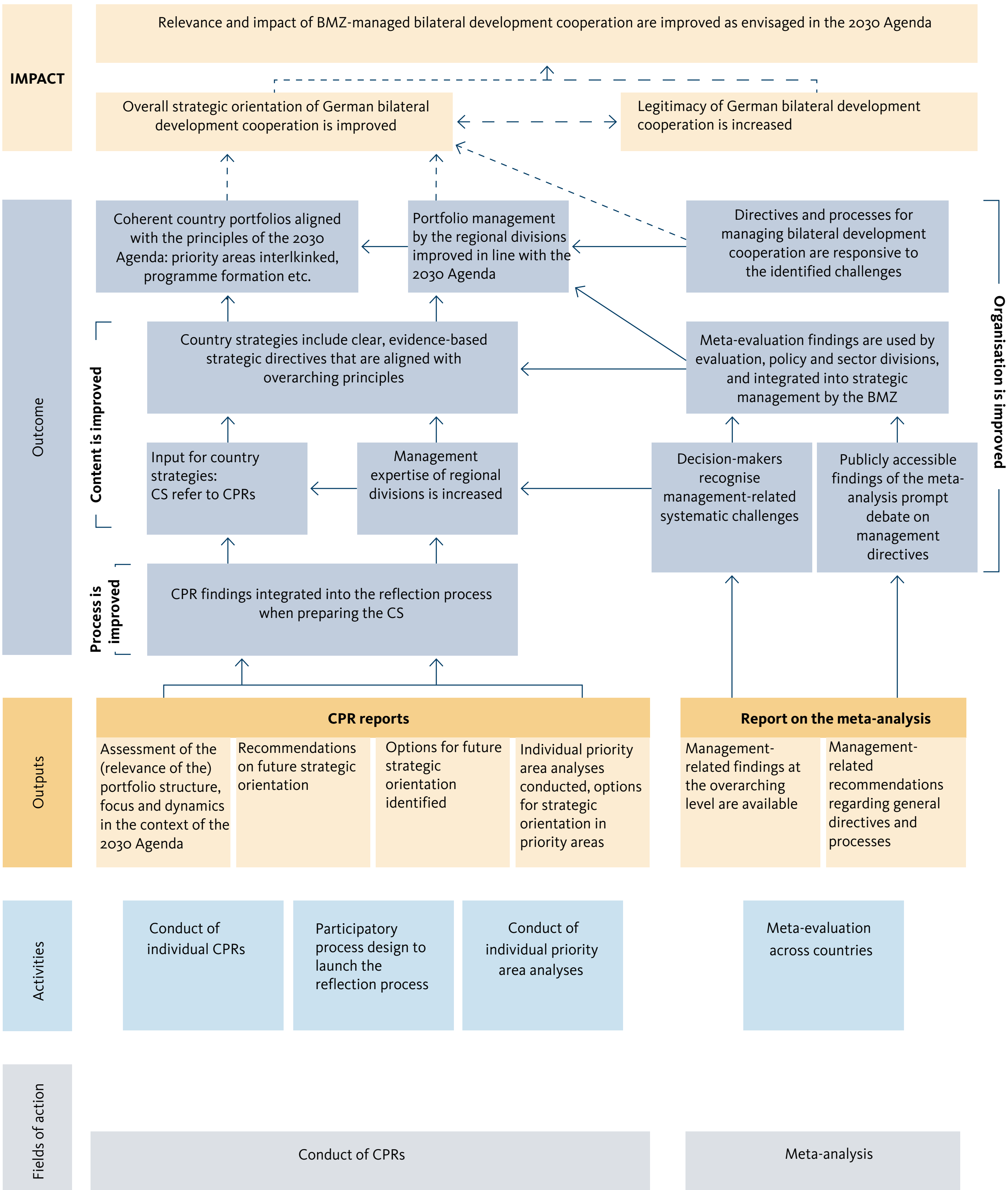
Presented below are the purpose, content and scope of CPRs (Chapter A), and the roles and responsibilities when conducting a CPR (Chapter B). Then, in Chapter C, we describe how the CPR fits into the process of preparing the country strategy, and the CPR process itself. Chapters D and E discuss the methodology and robustness of the findings. Reporting, and the criteria for generating recommendations and options, are covered in Chapter F. Finally, in Chapter G we present each of the tools in detail.

A. PURPOSE, CONTENT AND SCOPE OF CPRS

A.1 Target groups and results logic of CPRs

Country portfolio reviews aim to provide regional divisions with timely support when preparing the country strategy, and to complement existing processes and instruments. Bearing in mind the requirements of the 2030 Agenda and other global conventions, CPRs are thus designed to support further refinement of the BMZ-managed bilateral portfolios in partner countries. They achieve this by enabling evidence-based decision-making regarding an overall strategic approach. The results logic of CPRs is shown in Figure 2.

Figure 2: Results logic of CPRs



Source: authors' own graphic (based on the results logic in the report)

As shown in Figure 2, CPRs generate their results along two results paths that are aimed at two different target groups within the BMZ.

Results path 1: Results at the country portfolio level

Since CPRs will serve as a basis for the evidence-based design of the country strategies, the regional divisions are a particularly important target group. Based on an overarching review of bilateral development cooperation in a partner country, the CPRs are designed to support the regional divisions in the exercise of policy/strategic control. They aim to enhance both the content of the country strategy as it is developed, and the associated process of reflection. Thus, both the content and the process are improved.

CPRs generate evidence-based options for strategic orientation of the bilateral development cooperation portfolio (adding value to the content). They systematically analyse the entire portfolio of German bilateral development cooperation in the respective country context. Based on that they develop policy/strategic options for the future orientation of the country portfolio in line with the 2030 Agenda, and compare these options with each other. CPRs thus support the management capability of the regional divisions and supply evidence-based information for the country strategies.

CPRs stimulate the process of reflection (adding value to the process). They stimulate the process of reflection during preparation of the country strategy and enable the regional divisions, together with the officers for economic cooperation and development, implementing organisations and possibly other actors, to critically examine on a regular basis the frameworks and priority areas of action for individual countries. The systematic involvement of various German development cooperation actors also promotes a joint understanding of the context, the identification of strategic links between individual priority areas and programmes, and opportunities for creating synergies.

Results path 2: Results at the organisational level

Furthermore, CPRs will also deliver overarching findings of key managerial relevance to the BMZ's divisions for policy issues and evaluation, and possibly sector divisions, as well as the senior management level.

CPRs support the BMZ's strategic management at the overarching level (adding value for the organisation). They enable the identification of overarching and structural challenges as well as potential for managing and planning German bilateral development cooperation. Regular meta-evaluations will be able to analyse cross-country findings and make these available to decision-makers in the BMZ's divisions for policy issues and evaluation, and possibly sector divisions, as well as the senior management level. This will help enhance the structural directives and processes for aligning bilateral development cooperation with the 2030 Agenda at the overarching level.

Results at the more highly aggregated level: outcome and impact

The described results paths and the added value generated will improve portfolio management by the regional divisions, and ultimately foster the design of coherent country portfolios aligned with the principles of the 2030 Agenda. At the level of more highly aggregated results, CPRs will thus help boost the legitimacy and overall strategic orientation of German bilateral development cooperation. Ultimately this can help make bilateral development cooperation more relevant and effective.

Prerequisite for generating the described benefits

To generate the added value described above

… CPRs take a bird's-eye view of the BMZ-managed bilateral country portfolio. They allow a perspective on the portfolio as a whole. By looking at the portfolio's structure, focus and dynamics, CPRs analyse and make transparent coherence, strategic orientation, synergies and interactions both within the portfolio itself and with other actors in the portfolio environment.

... CPRs provide an independent analysis of the current portfolio. The analysis of known sources and the systematic gathering of supplementary data permit independent review of the current portfolio. Existing assessments of the portfolio made by the regional division are then either corroborated or critically examined.

... CPRs strengthen the involvement of various stakeholders, and by creating multiple perspectives enable balanced and sound review and decision-making. CPRs involve the BMZ, partners and implementing organisations, as well as other donors, civil society, and the scientific and academic community. By taking into account the different experiences, preferences and orientations of these actors, CPRs enable the regional division to gain an overview of the multiple perspectives. This supports the balanced consideration of different courses of action and strategic decision-making,

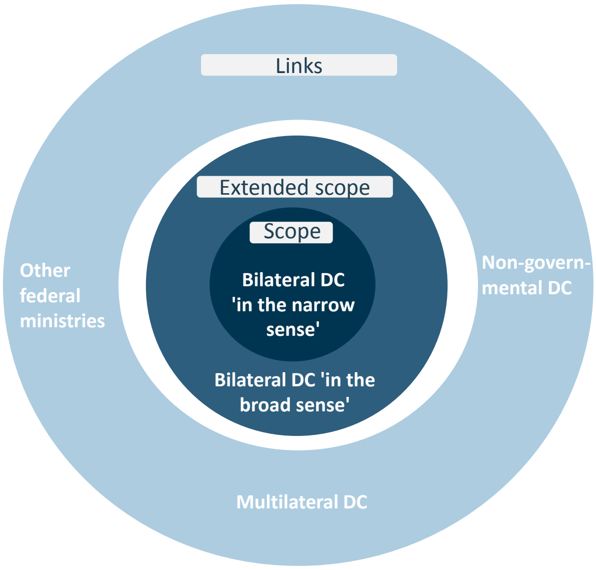
A.2 The scope of CPRs

CPRs encompass official bilateral development cooperation, for which the BMZ is responsible. In the first instance the focus is on bilateral development cooperation 'in the narrow sense', as this accounts for the majority of the BMZ's work and is at the heart of the country strategies. This encompasses all interventions that are directly commissioned and managed by the regional division using the country strategy within the framework of bilateral portfolio management. In many countries, bilateral development cooperation interventions that are not managed directly by the regional division also play an important role; hereinafter these are referred to as bilateral development cooperation 'in the broad sense'. This includes interventions that are funded under special initiatives, as well as global, regional and sector programmes, and transitional development assistance. Although these interventions are considered and included in the country strategies, they are not planned and managed together with the bilateral portfolio 'in the narrow sense'[2]. Depending on their relevance, and the specific requirement for portfolio coherence in the particular partner country, these interventions are also included in the analysis. This is the case particularly when there are close links with bilateral development cooperation 'in the narrow sense', or where these are particularly significant for the strategic composition of the portfolio as a whole.

The contributions made by other German federal ministries, multilateral development cooperation and non-governmental development cooperation are also taken into account, but are only looked at and analysed in depth where there are clear overlaps with bilateral development cooperation 'in the narrow sense'. The precise definition of the scope of the CPR will depend on the portfolio in question, and will be determined by the CPR team based on the portfolio analysis prepared. To this end the team will determine whether and to what extent specific information requirements or interests of the regional divisions can be included as part of the CPR, and whether other instruments (e.g. programme evaluations) should be used for this purpose (see Figure 3).

[2] In exceptional cases, responsibility for managing projects funded for instance through special initiatives may rest with the regional division. According to this definition, these projects then fall within the portfolio of bilateral development cooperation 'in the narrow sense'.

Figure 3: The scope of CPRs



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A.3 The focus of CPRs

CPRs are centred on assessing the relevance of German bilateral development cooperation and answering the question 'Is German development cooperation (still) doing the right thing in the partner country?' The guiding framework for assessing relevance is provided by the key principles of the 2030 Agenda and the overarching development strategies of the BMZ (e.g. *Entwicklungspolitik 2030* ['Development Policy in 2030' – currently only available in German], and the Marshall Plan with Africa). Against this backdrop, CPRs develop strategic recommendations and options for the future design of the bilateral country portfolio.

The review of the bilateral portfolio and the development of options are based on four (or where relevant five) overarching criteria. Criterion 5 applies only to the development of future options. The criteria are based on the aforementioned overarching principles and strategies, and the directives for preparing the country strategy:

- **Criterion 1: Development needs and trends in the partner country.** The future German portfolio addresses current and future social, economic and environmental challenges in the partner country.
- **Criterion 2: Reform momentum and government priorities.** The future German portfolio responds to current reform efforts made by the partner government in line with the 2030 Agenda, and strengthens partner systems.
- **Criterion 3: Coordination and cooperation with other actors.** The future German portfolio displays increased coordination and cooperation with other development cooperation actors. It actively involves new reform actors from civil society and the private sector.
- **Criterion 4: Priorities and strengths of German development cooperation in the partner country.** The future German portfolio builds on strengths and potential of the current portfolio and responds to current strategies of German development cooperation.
- **Criterion 5: Risks and challenges.** The future German portfolio addresses appropriately challenges in connection with the current portfolio; implementation risks are identified and reflected on.

It is unlikely that all five criteria will be met to the same extent and can be mainstreamed within a single portfolio, as there are areas of tension between them. In other words, when one criterion is met this may have a negative impact on the operationalisation of another. This is the case for instance when momentum for reform and government priorities are not aligned with key development needs of the population in the partner country or the requirements of the 2030 Agenda.

When reviewing the portfolio and developing options for portfolio management, these areas of tension will be discussed and weighed up in relation to each other. This supports strategic decision-making by the regional divisions, which set priorities based on the available information. The regional divisions are then able to take a conscious decision for or against a particular option based on the potential and limitations for the country portfolio associated with that option.

To generate the information required a semi-standardised list of questions was developed. This contains questions on various levels. The overarching framework is defined by three key questions. The key questions, which are more general in nature, are supplemented by sub-questions which develop them in more specific detail. The key questions and sub-questions must be answered in every CPR (see Figure 4).

To specify the sub-questions, 'orientation' questions are used. These are adapted for each individual CPR in consultation with the regional division, and in line with the country context. This means that within the given framework, specific information requirements of the country officers can be taken into account. This semi-standardised procedure also enables comparability between individual CPRs, thus allowing the BMZ to gain strategic findings and learning effects at the overarching level. The list of questions including the orientation questions can be found in Annex H.

Figure 4: List of key questions and sub-questions

A. What are the current needs and trends in the partner country, and to what extent are these being addressed by the government, civil society and donors?

- A1) How does the current country context look, and what key development trends will there be in the partner country over the next few years?
- A2) What priorities is the partner government pursuing, and to what extent is it addressing key development trends in line with the 2030 Agenda?
- A3) What role are civil society and private sector actors playing in the partner country with respect to the development trends?
- A4) What role are donors playing with regard to the development trends?

B. How does the profile of German development cooperation in the partner country present itself, what key lessons have been learned from implementation of the German portfolio to date, and how relevant is the portfolio?

- B1) How is the BMZ's portfolio in the partner country structured, what is its strategic orientation and how is it managed? Does it incorporate global and regional strategies of German development cooperation?
- B2) What are the strengths and challenges of the current portfolio?
- B3) How relevant is the portfolio to momentum for reform, development needs and implementation of the 2030 Agenda?

C. What conclusions and recommendations can be drawn for further strategic development of the portfolio in line with the 2030 Agenda?

- C1) What structural adjustments and recommendations can be inferred from the findings generated by key questions A and B with respect to the portfolio as a whole?
- C2) What future options can be identified at the level of the portfolio as a whole, and (possibly) at the level of priority areas?

Source: authors' own graphic

B. RESPONSIBILITIES AND ROLES IN THE CPR PROCESS

We will now outline the key roles, individual responsibilities and tasks for each phase of a CPR.

Key roles:

Reference group (RG). The key coordinating body for any given CPR is the reference group. It comprises the staff of the responsible regional division, the respective economic cooperation and development officers and the CPR team. The RG ensures that the CPR runs smoothly, and that the CPR team and the main target group remain in continuous dialogue.

Country officers (BMZ). The country officers from the regional divisions for which a CPR is being carried out act as the main contact persons for the CPR team conducting the review, and as the main addressees of the CPR report, as they will subsequently be responsible for preparing the country strategies. They are responsible for announcing the CPR to the implementing organisations, and for putting the CPR team in touch with the implementing organisations and economic cooperation and development officers.

CPR team. Each CPR is conducted by a CPR team comprised of experts from outside the BMZ. The teams will usually be supported by national and international consultants. Based on a standard CPR process, it is to be assumed that per CPR team approximately two CPRs will be conducted per annum. The CPR team communicates directly with the regional division, and is responsible for the entire implementation of a CPR in accordance with the established processes, data collection and analysis tools, and quality standards.

Economic cooperation and development officers. Given their responsibility for development cooperation within the German embassies, the in-country economic cooperation and development officers possess important knowledge and perform key roles throughout the CPR process. Economic cooperation and development officers are involved in the process early on in order to make optimal use of their knowledge for the CPR process, and to ensure efficient and problem-free planning of in-country data gathering. Since they are employees of the German Federal Foreign Office, they are not direct addressees of the CPR. They are, however, members of the reference group. Where circumstances warrant, deviations from this prescribed role and involvement in the process are possible.

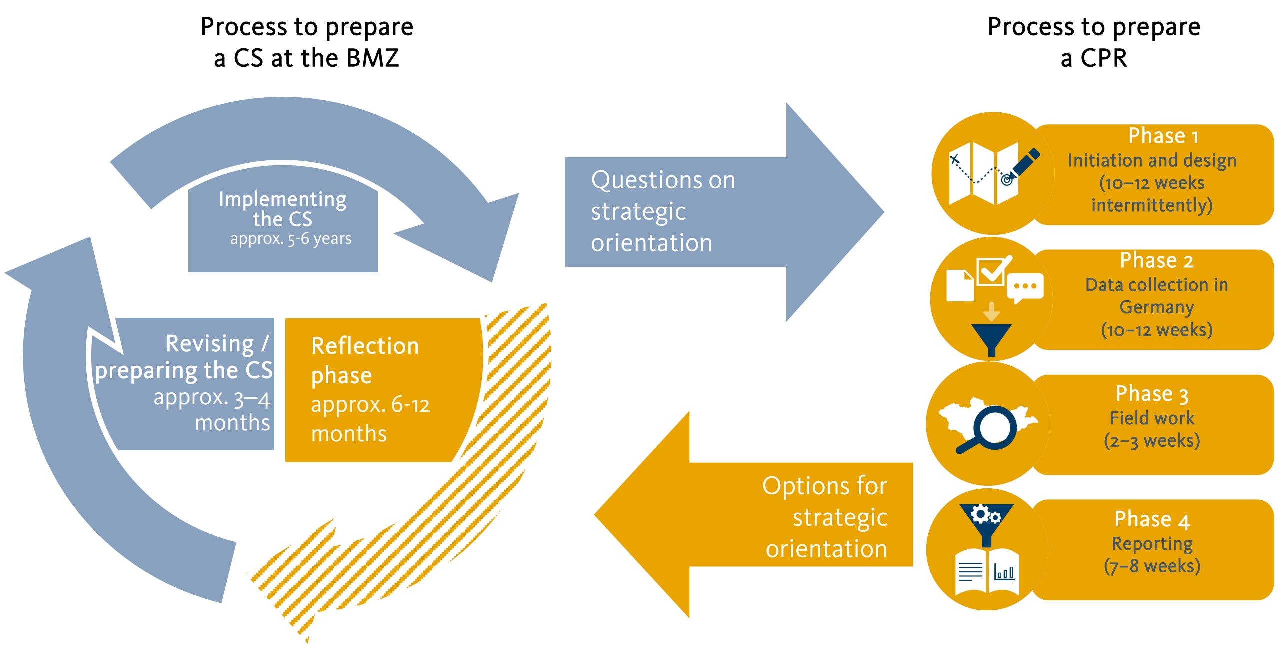
Other knowledge holders in the CPR process (implementing organisations, partners and independent experts). The implementing organisations, partner government, implementation partners, and representatives of other donors, non-governmental organisations (NGOs), and the scientific and academic community (etc.) are key knowledge holders, and their cooperation is essential for successful implementation of a CPR. They are not direct addressees of the CPR, however. Which of the various groups are involved and who participates in meetings may vary from CPR to CPR. Nonetheless, at the kick-off meeting the CPR team and the regional division should establish a joint understanding concerning the role of these knowledge holders and how they will be involved. All relevant individuals should receive timely notification that an upcoming CPR is to be implemented. Not least, this includes partners.

C. INTEGRATION OF THE CPR PROCESS

C.1 Integrating the CPR into the process of preparing the country strategy

When planning a country strategy, those involved also have to think about the planning of a CPR, to ensure that its findings can be optimally fed into the envisaged process of reflection and preparation of the new country strategy. Country strategies are usually valid for up to 6 years. According to the BMZ, the planning process should include a period of approximately 1 year for the phase of reflection and revision at the BMZ before the country strategy comes into force. To ensure that the findings of the CPR can be included in the phase of reflection, the CPR should be commenced about 1 year prior to the planned adoption of a new country strategy. The actual period required to implement a CPR is approximately 6 months. Preparatory tasks during the initiation and design phase need to be added on to this. Implementation is divided into four phases, from initiation through to finalisation (see Figure 5).

Figure 5: Integrating the CPR into the process of preparing the CS



Source: authors' own graphic.

C.2 Phases and tasks when conducting a CPR

CPR implementation is divided into four phases, from initiation through to finalisation. The phases and the tasks involved are shown below (see Figure 6).

- **Phase 1: Initiation and design (10–12 weeks).** Ten to twelve weeks before data are actually collected, the initiation and design phase begins. The CPR team and the regional division discuss the objectives of the CPR, as well as the possibility of including specific information requirements of the regional division and of involving various actors. During this phase the regional division obtains the documents and information needed for the CPR and makes these available to the CPR team. The team then performs a first desk study of these documents. The two sides also discuss and agree on the time frame and the process as a whole. On this basis the budget, the time schedule and the size of the team are determined, and the team is put together. If necessary, the list of questions is adapted to suit the country-specific needs.

- **Phase 2: Data collection in Germany (10–12 weeks).** During data collection in-depth portfolio, context and strategy analyses are performed, and supplemented by a donor analysis. Building on the findings obtained an online survey is then conducted among staff of the implementing organisations. At the same time, German activities in the various priority areas are analysed, based on the reports submitted by the implementing organisations. First hypotheses are then formulated which are discussed in interviews with staff of the BMZ and implementing organisations. A hypothesis workshop is held in order to discuss the findings to date with the regional division, economic cooperation and development officers and usually the implementing organisations, and to refine hypotheses and questions for the field phase.

Figure 6: Tasks when conducting a CPR

		Tasks of the regional division (and ECDOs)	Tasks of the CPR team
Phase 1	Initiation and design	• Define the area of interest • Supply documents • Contact ECDOs and implementing organisations • Propose interviewees and support team in approaching them (with ECDOs) • Kick-off meeting RG	• Time schedule, budget, assemble the team • Recruit national consultants • Desk study
Phase 2	Data collection in Germany	• Provide organisational support • Take part in interviews • Take part in the hypothesis workshop	• Collect and analyse data • Conduct hypothesis workshop
Phase 3	Field work	• Take part in briefing and debriefing meetings • Provide organisational support in partner country (ECDOs only)	• Collect and analyse data
Phase 4	Reporting	• RG on provisional conclusions • Comment on final report and take part in RG	• RG on provisional conclusions • Analyse data • Submit report

Source: authors' own graphic.

- **Phase 3: Field work (2-3 weeks).** The field work phase is used to involve stakeholders in the partner country (partner government, civil society actors, other donors and independent experts), and to gather data on the ground. Interviews and various workshop formats are used to test the hypotheses from a country-specific perspective. In some cases an in-depth priority area analysis is also conducted. During the second week of the field phase the focus is more forward-looking. Particularly with regard to cooperation with the implementing organisations, workshops and interviews are held in order to create spaces for dialogue and evidence-based self-reflection. At the end of the field work phase, the first provisional findings and lines of thinking are presented to the regional division, the economic cooperation and development officers, the implementing organisations and partner-government representatives at a debriefing meeting.
- **Phase 4: Reporting (7-8 weeks).** During this phase all the data and findings are analysed and collated in the case study report. Shortly after the team returns, a reference group meets in order to discuss the provisional findings in detail with the regional division in Germany. The findings generated by all the data collection activities and discussions are fed into the final report. The report documents the key findings, formulates recommendations and identifies options for the future orientation of the portfolio. Each report undergoes a standardised quality assurance process prior to finalisation. If required, a decision is taken as to whether the subsequent process of reflection by the regional division should be supported through further inputs or activities by the CPR team.

D. METHODOLOGY

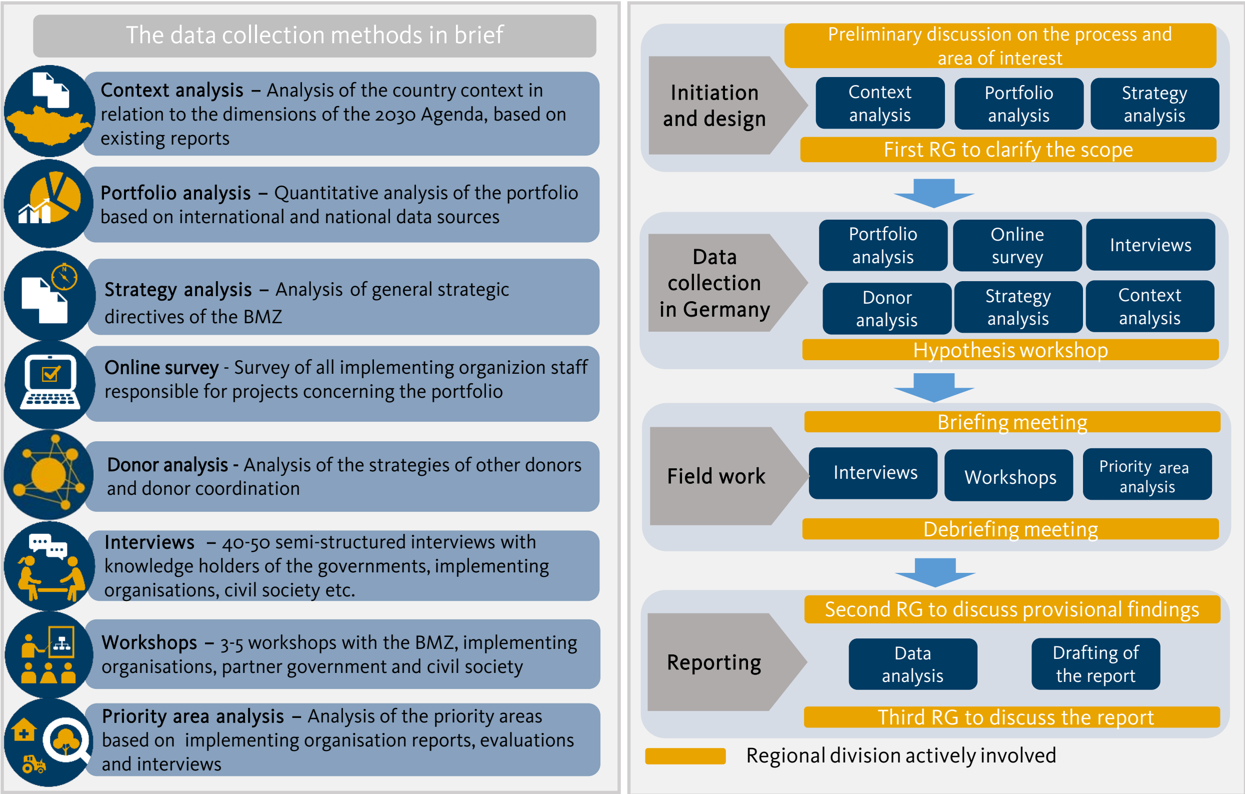
Numerous qualitative and quantitative methods can be considered when conducting CPRs. The key precondition for a suitable methodological approach is appropriate consideration of the evaluation principles. These are:

1. **Independence, credibility and absence of preconceptions.** Decision-making must be based on findings that have been collected and processed systematically and in accordance with evaluation standards. The process must be free from preconceptions concerning the findings; in the final report, recommendations and conclusions must be clearly inferred from the findings, and must emerge from a credible process of analysis.
2. **Participation and transparency.** CPRs are designed to be as participatory and transparent as possible. This is the only way to ensure that all key perspectives are included, needs are comprehensively identified and stakeholders are optimally informed. This way the management options will be based on the best evidence currently available and acceptance of the findings will increase.
3. **Needs-based and fit for purpose.** CPRs address key management needs of the BMZ. First of all they are designed to meet the information needs of regional divisions when preparing country strategies in line with the 2030 Agenda and managing country portfolios. Secondly they supply information that is useful for the overall strategic management of bilateral development cooperation. Timely and comprehensive implementation, appropriate involvement of addressees, and appropriate systematic analysis and dissemination of the findings support the usefulness of CPRs.

Following these principles, a carefully chosen mix of quantitative and qualitative methods was developed. The list of questions serves as a basis for data collection and analysis, and synthesis across all methods. The data collection methods are used in a structured, mutually complementary sequence.

Data collection using a specific tool may serve either to identify exploratory issues and hypotheses which will subsequently be looked at in greater depth and detail through further data collection activities, or to validate hypotheses. Figure 7 shows the key data collection tools and the sequence of steps in a CPR. The individual data collection tools are described in detail in Annex G.

Figure 7: The data collection tools and sequence of steps in a CPR



Source: authors' own graphic

To gain a picture of the portfolio early on, during the initiation and design phase the team already conducts a first portfolio, context and strategy analysis as part of the desk study. In the subsequent data collection phase in Germany the team then develops these analytical steps in further depth, and supplements them with a donor analysis. Building on the findings thus obtained, the team then designs and conducts the online survey among staff of the implementing organisations. At the same time, the team analyses German activities in the various priority areas based on the reports submitted by the implementing organisations. First hypotheses are then formulated which the team discusses in interviews with staff of the BMZ and implementing organisations. A hypothesis workshop is held so that the team can discuss the findings to date with the regional division, economic cooperation and development officers and usually the implementing organisations, and sharpen the focus of hypotheses and questions for the field work phase.

At the beginning of the field work phase the team conducts interviews and holds workshops with government employees and civil society actors, and analyses new relevant documents, in order to validate the hypotheses on the country-specific context and localise additional needs in the partner country. In some cases an in-depth priority area analysis is also conducted. This involves conducting additional interviews and analysing documents on the topic in question together with a sector expert. At the end of the first week of the field work phase the team performs an internal analysis that enables it to further validate findings concerning the review questions.

During the second week of the field work phase the focus is more forward-looking. As well as a number of additional interviews, the team holds a joint workshop with the implementing organisations in order to develop and discuss possible options for the future orientation of the portfolio. Various methods may be used here depending on the data available and the information required. For example, various individual interviewees and interview groups are presented with graphs containing interim findings for discussion. In the workshops at the end of the field work phase, for instance, scenarios and initial options are developed and discussed with respect to causal mechanisms, and risks and assumptions.

At the end of the field mission the provisional findings and ideas are presented to the regional division, the economic operation officers and the implementing organisations at a debriefing meeting. Shortly after the team returns, the reference group meets in order to discuss the provisional findings in detail with the regional division in Germany. The findings generated by all the data collection activities and discussions are fed into the final report.

E. ROBUSTNESS OF THE DATA, FINDINGS AND CONCLUSIONS OF A CPR

The team uses various methods for collecting and analysing data that are mutually complementary, and that enable it to capture and describe different perspectives. This involves presenting and analysing various discourses and motives. The list of questions for the CPR, which defines key questions, sub-questions and orientation questions, provides the basis on which the team analyses the data across all methods. Systematic triangulation of the methods enables the team to ensure the quality of the findings.

Triangulation of methods and data. To verify whether an item of information is robust, the team uses various methods and sources when collecting and analysing data. An item of information is described as robust when at least three methods and sources support the same finding. Where this is not the case or where conflicting information is obtained, this is highlighted and discussed in the CPR report (see Table 1). It is important here to separate perspectives. The team therefore identifies and describes differing points of view and perceptions. The CPR tool is designed such that for each sub-question on the list the findings from at least three methods can be considered.

Table 1: Triangulation of methods and data

		Context analysis	Portfolio analysis	Strategy analysis	Online survey	Interviews	Workshops	Donor analysis	Priority area analysis
KEY QUESTION A	1) How does the current country context look, and what key development trends will there be in the partner country over the next few years?	x			x	x	x		
	2) What priorities is the partner government pursuing, and to what extent is it addressing the key development trends in line with the 2030 Agenda?	x	x			x	x		
	3) What role are civil society and private sector actors playing in the country with respect to the development trends?	x				x	x		
	4) What role are donors playing with regard to the development trends?		x		x	x		x	
KEY QUESTION B	1) How is the BMZ's portfolio in the partner country structured, what is its strategic orientation, how is it managed, and does it incorporate global and regional strategies of German development cooperation?		x	x	x	x			x
	2) What are the strengths and challenges of the current portfolio?		x		x	x	x		x
	3) How relevant is the portfolio to momentum for reform, development needs and implementation of the 2030 Agenda?	x	x	x		x			

Rating system. The questions are rated in relation to criteria that are different for each sub-question on the list. For each sub-question or rating criterion an overall assessment is conducted based on the results from the various methods. The criteria are rated along a five-point scale: very satisfactory, satisfactory, partially (un-)satisfactory (indifferent medium category), unsatisfactory, very unsatisfactory.

Cross-check principle. Two aspects – applying the cross-check principle within the CPR team and cooperation with the RG – ensure that all facts and findings are checked once again to make certain they are correct. Furthermore, interpretations and conclusions and the information on which they are based are always questioned and discussed by several members of the CPR team.

F. REPORTING, RECOMMENDATIONS AND OPTIONS

CPR reports follow a standardised structure (see Figure 8), which is based on the key questions and orientation questions. Reports are between 30 and 40 pages long. The standardised, annotated report structure includes general instructions and explanations of the content in the various sections, as well as a number of templates for informative graphs and tables that are produced for each CPR. A detailed analysis of the data on individual questions is documented in a structured data matrix.

Figure 8: Structure of a CPR report

Executive summary	
Introduction	
A. The context in the partner country	A.1 Challenges, future trends and momentum for reform in the partner country with respect to the political, economic, social and environmental dimensions as envisaged in the 2030 Agenda
	A.2 Role of development cooperation in the partner country and cooperation with the partner government, civil society and the private sector
B. The official bilateral portfolio of the BMZ in the partner country	B.1 German actors in the partner country
	B.2 The official bilateral portfolio
	B.3 Management and structure of the portfolio for official bilateral development cooperation
	B.4 Structure and results logic of the priority areas
	B.5 Relevance and potential for impact of the portfolio
	B.6 Cooperation with partners
	B.7 Key content and regional focus of the German portfolio in the partner country
C. Conclusions and options for portfolio management	C.1 Discussion of strategic conclusions and recommendations
	C.2 Options for strategic orientation C.2.1 Strategic options at portfolio level C.2.2 Strategic options at priority area level

Recommendations and options

Chapter C of the CPR report provides the regional division with recommendations and options for further developing the country portfolio. The recommendations view the portfolio from a comprehensive policy/strategic perspective and usually focus on three overarching issues:

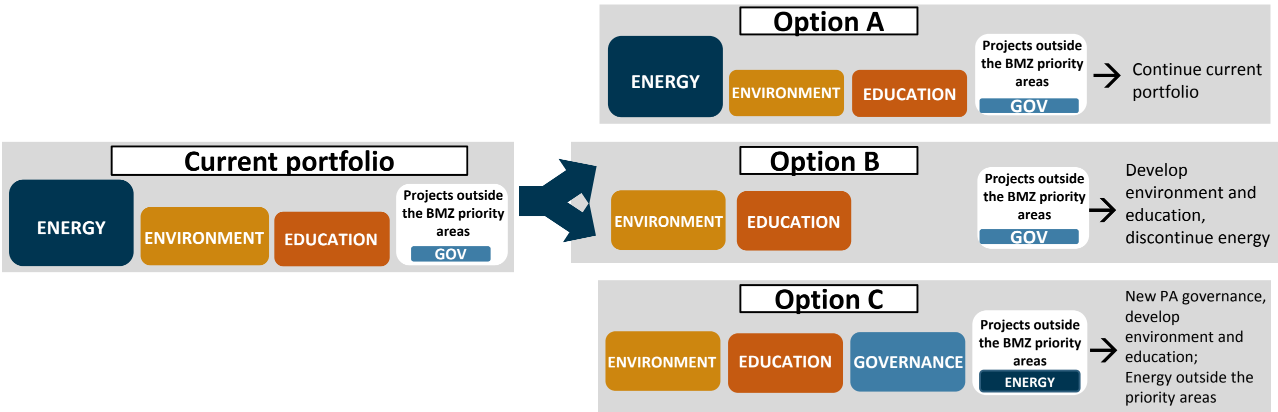
- portfolio management
- goals of the country strategy and content of the portfolio
- coordination and use of partner systems

Based on the overall analysis of the portfolio the report presents options at the portfolio and priority area levels. Each LPR identifies at least three options for the future orientation of the portfolio as a whole (see Figure 9). The report discusses the options in relation to the specified criteria and compares them with each other. It examines the extent to which each option

- takes into account development needs and trends in the partner country
- responds to momentum for reform and government priorities in the partner country
- complements the activities of civil society actors and other donors
- builds on the potential and strengths of German development cooperation, and
- responds to risks and challenges.

For each partner country the regional division and the CPR team must carefully consider how much importance to attach to each individual criterion in the case in hand.

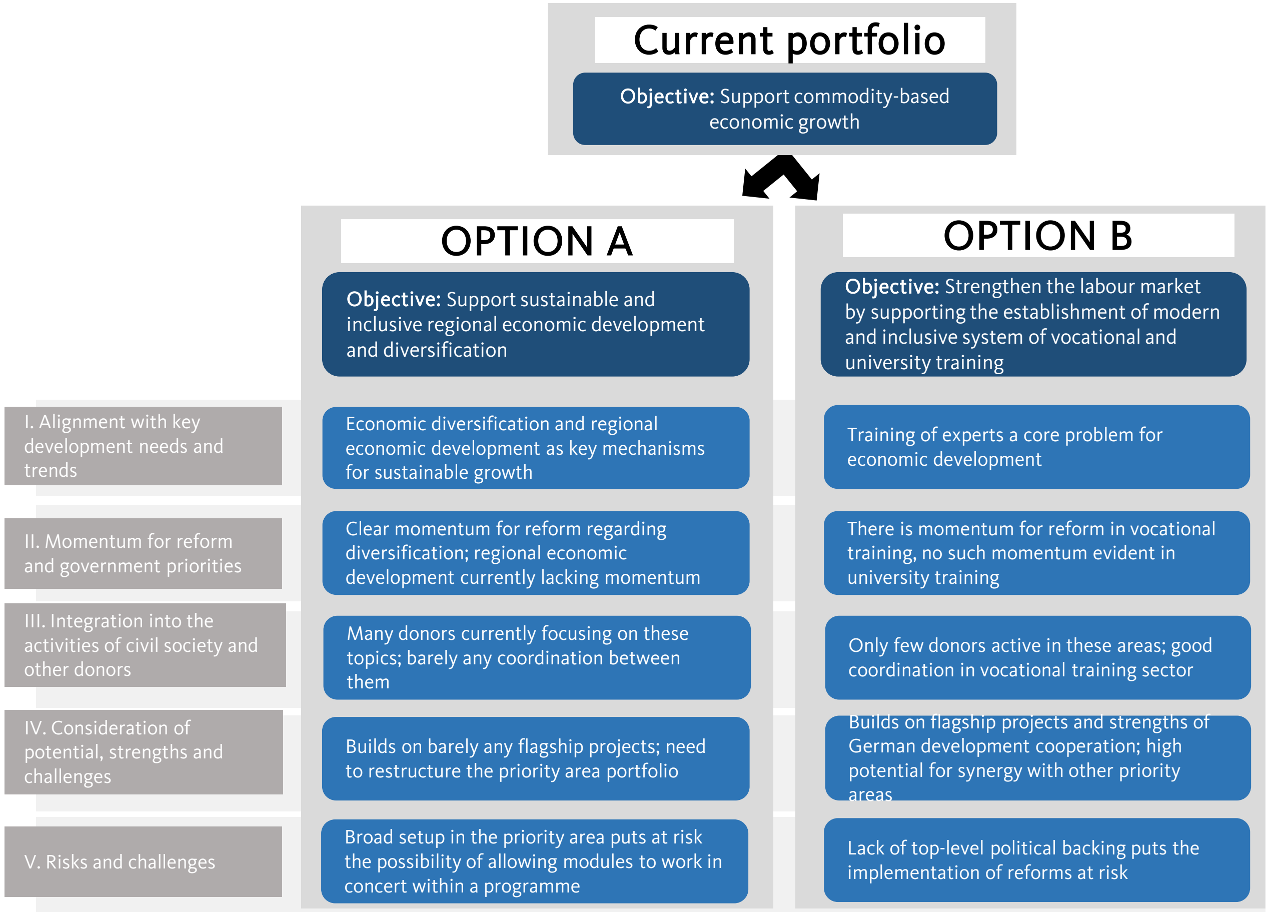
Figure 9: Example of criteria-based elaboration of options for portfolio management



Source: authors' own graphic

Based on the criteria, additional options are elaborated at the priority area level (see Figure 10). Prior to the CPR, together with the BMZ regional division the team decides for which priority area options will be elaborated.

Figure 10: Options at priority area level (an example)



Source: authors' own graphic

N.B.: The options presented are designed to provide the country team with food for thought. In other words, they are intended as inputs for further reflection, discussion and elaboration. All options factor in the strategic recommendations. The field structures of the German development cooperation system and national and international partners must be closely involved during the process of decision-making and further discussion.

G. DATA COLLECTION TOOLS

We will now explain in detail the data collection tools used when conducting a CPR. In addition to the descriptions below, we also prepared additional information on each of these tools, including for instance detailed instructions and interview guidelines. These form the basis for the conduct of CPRs by CPR teams.

G.1 Context analysis

Purpose

The context analysis investigates the current country context in relation to the political, social, economic and environmental dimensions based on standard data sources. The team also identifies the key development trends in the partner country for the next 10 years. The context analysis also identifies the areas where current reform efforts by the partner government are evident, and determines what role other civil society and private sector actors in the partner country are playing with regard to the development trends. The context analysis is therefore fundamentally important for developing recommendations and options that match the country context.

Information sources

BMZ documents: development reports, governance compass, country strategy, summary records of the government negotiations

Documents of independent experts: brief political and economic analysis, BMZ analysis of potential for escalation, shadow reports, SDG monitoring reports/SDG dashboards, Freedom House reports, BMI country risk report, Asia-/Afrobarometer, the Bertelsmann Foundation's Transformation Index

Documents of other donors: context analyses of other key development partners (particularly systematic country diagnostics of the World Bank and EU Political Economy Report)

Documents of the partner government: key government papers and strategies; optional: budget, audits

Procedure and interplay with other tools

The context analysis is performed at the beginning of the data collection phase in Germany. The key steps are shown in Table 2. The various sources are analysed, synthesised and compared across the political, social, economic and environmental dimensions. Discrepancies are highlighted, and discussed and examined from various perspectives in the subsequent data collection activities, particularly the expert workshops and expert interviews. We are currently working on a template for writing up the context analysis.

Table 2: Context analysis – Tasks and responsibilities

Phase in the CPR process	Tasks involved	Responsible			
		CPR team	BMZ RD	ECD O(s)	IO(s)
Phase 1: Initiation and design	Research and procure documents	yes			
	Provide additional documents		yes	yes	
Phase 2: Data collection in Germany	Conduct and write up the context analysis	yes			
Phase 3: Field work	-				
Phase 4: Analysis and reporting	-				

G.2 Portfolio analysis

Purpose

The portfolio analysis (PFA) involves listing and analysing the German bilateral portfolio in detail using various quantitative and qualitative data. This analysis enables the team to examine and discuss various questions in relation to the portfolio:

- How is the portfolio structured? What are the focal areas in terms of content and funding?
- How is the bilateral portfolio oriented in terms of the social, economic and environmental dimensions?

- What trends and changes can be observed?

The PFA focuses on analysing the BMZ's current official bilateral development cooperation 'in the narrow sense'[3]. Depending on their relevance, bilateral development cooperation interventions 'in the broad sense'[4] are also included in the analysis. This is the case particularly when there are close links to bilateral development cooperation in the narrow sense or to projects outside the BMZ priority areas, or where these are particularly significant for the strategic composition of the portfolio as a whole. Furthermore, the PFA also enables the team to analyse financial flows of other German federal ministries and development partners.

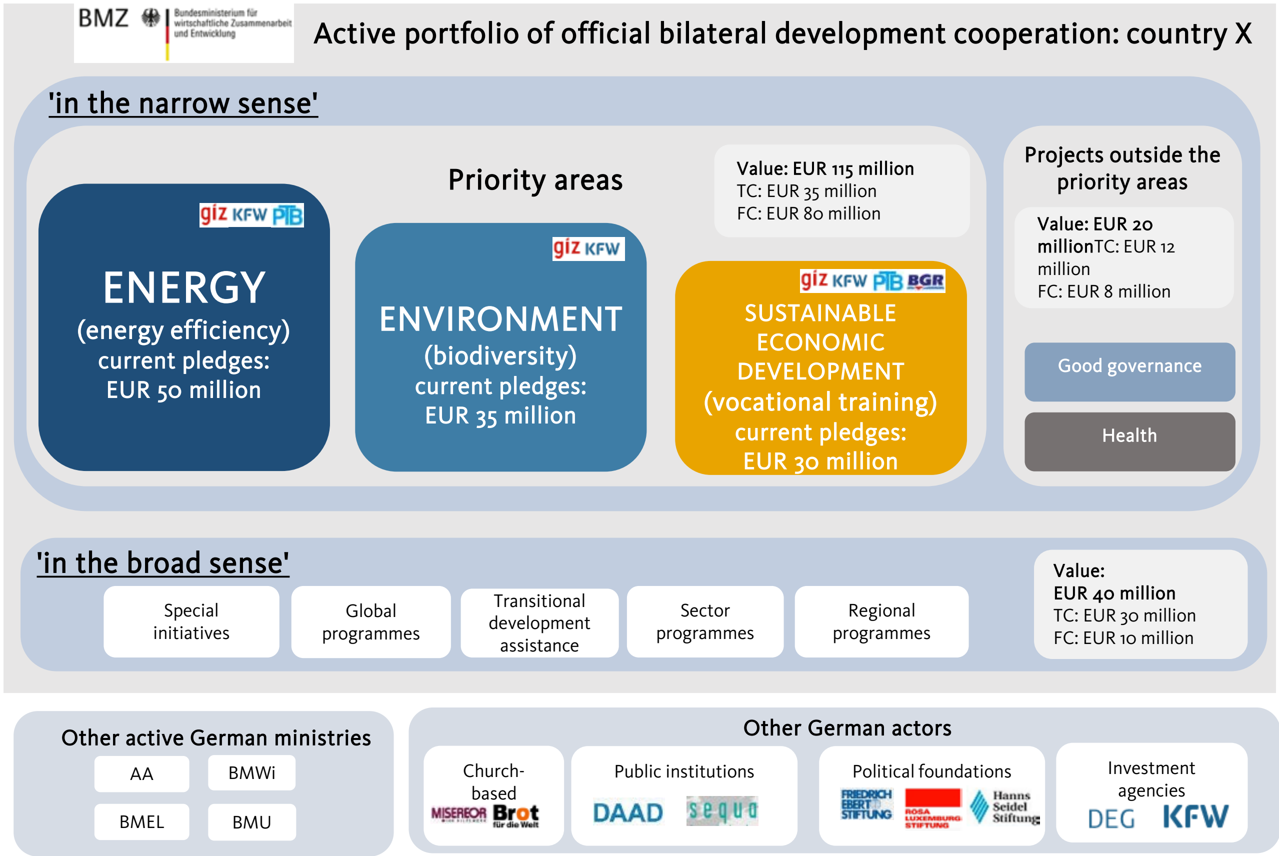
Before conducting CPRs teams decide in consultation with the regional divisions how broad and deep the analysis should be. Where appropriate sector divisions responsible for managing other interventions in the partner country will also be involved in these discussions. In all cases, the team draws up a comprehensive overview that reflects all activities of bilateral German development cooperation both 'in the narrow sense' and 'in the broad sense' (see Figure 1). Background information on defining the scope and how precisely to conduct the analysis is contained in a detailed set of instructions for implementing PFAs[5].

[3] Includes all interventions that are commissioned and managed directly by the regional division as part of bilateral portfolio management (i.e. the regional division is responsible for managing the project). This may therefore also include interventions under special initiatives, provided that responsibility for project management rests with the regional division.

[4] This encompasses all interventions in partner countries which, in addition to the aforementioned development cooperation interventions, are funded under special initiatives, as well as global, regional and sector programmes, and transitional development assistance, that are not managed by the regional division (i.e. development cooperation interventions whose management is not the responsibility of the regional division).

[5] For the project database we also produced a template and standardised Excel forms to help minimalise the labour involved in analysing the data.

Figure 11: Visualising the German portfolio (an example)



Source: authors' own graphic

Information sources

One challenge consists in the fact that development organisations rarely have access to reliable, processed and comparable data. To answer the various CPR questions the team uses the following sources when conducting the portfolio analysis.

OECD-DAC/CRS. The Creditor Reporting System (CRS) is a freely accessible online database that contains information on financial flows in bi-and multilateral development cooperation. The CRS is considered the most reliable source of data on international development cooperation. The BMZ reports the data on German development cooperation to the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC) annually. CRS data are used in the CPR for instance to trace BMZ disbursements over the last 10 years by sector, or to determine disbursements by other German federal ministries. However, the CRS data are only available for earlier years (with a two-year lag), and do not include all variables relevant to the portfolio analysis (e.g. information on disbursement status).

Project database of German development cooperation. Since the CRS data cannot represent the current status of the German portfolio, this is analysed using data supplied by the BMZ and the implementing organisations. The database to be compiled encompasses all current interventions of bilateral development cooperation 'in the narrow sense' and 'in the broad sense', and is based on the BMZ raw data (DASY)[6]. The database also incorporates data supplied by the implementing organisations using a template developed by DEval.

Summary records of the government negotiations. A further database is provided by the summary records of the government negotiations over the last 15 years. These list all the pledges made by the BMZ at government negotiations. The government negotiations usually take place at intervals of two years. Additionally – if required – current country planning overviews are used in order to obtain information on currently planned pledges, or to forecast the development of future pledges.

Procedure and interplay with other tools

The key steps of the PFA are listed in Table 3. The PFA is performed at the beginning of the CPR data collection phase. This means that conspicuous findings, for instance concerning the distribution of the portfolio or challenges in funding flows, can be identified early on, visualised, and used in the interviews and workshops to prompt further discussion.

Table 3: Portfolio analysis – Tasks and responsibilities

Phase in the CPR process	Tasks involved	Responsible			
		CPR team	BMZ RD	ECD O(s)	IO(s)
Phase 1: Initiation and design	BMZ forwards to CPR team the list of all projects (excerpt from DASY), summary records of government negotiations (over the last 15 years) and the current country planning overview		yes		
	CPR team compiles the project database and the implementing organisations add supplementary information.	yes			yes
Phase 2: Data collection in Germany	Analyse the OECD-DAC data, project data and data from the government negotiations	yes			
Phase 3: Field work	-				
Phase 4: Analysis and reporting	Perform additional analyses	yes			

[6] **BMZ data access system (DASY).** DASY is the BMZ's own data access system that captures development cooperation flows – information which is also fed into the CRS. The advantage of DASY is that it contains data sets which are not included in the CRS (Official Development Assistance [ODA] commitments prior to1995 and ODA disbursements prior to 2002 were not recorded comprehensively in the CRS). There are two reasons why DASY can only be used to a limited extent for a PFA. First of all DASY looks at German development cooperation only, i.e. does not include information on other bilateral/multilateral cooperation actors. However, since the CPR takes place at the meta level and international comparisons are required, CRS data are used. Secondly, DASY contains only some of the project data that are required in order to conduct a portfolio analysis. The remaining data therefore have to be added subsequently by the implementing organisations.

G.3 Online survey

Purpose

The country portfolio review should capture the perspectives and perceptions of staff members of the implementing organisations with regard to the portfolio. This is achieved inter alia by conducting an online survey among staff members of the implementing organisations who are responsible for the projects. The online survey captures respondents' assessments of momentum for reform, of cooperation with partners and other stakeholders, and of the potential and challenges for German development cooperation in the partner country. Furthermore, the survey is used to identify and prioritise future areas of activity and/or potential for change from the perspective of the implementing organisations.

Information sources

Staff of the implementing organisations. The questionnaire is addressed specifically to all GIZ officers responsible for commissions (including those responsible for special initiatives, global programmes and regional programmes), as well as project managers of the Kreditanstalt für Wiederaufbau (KfW) and, where applicable, of the Physikalisch-Technische Bundesanstalt (Germany's National Metrology Institute – PTB), and the Federal Institute for Geosciences and Natural Resources (BGR)

Procedure and interplay with other tools

The key steps in the online survey are listed in Table 4. The online survey is performed at the beginning of the CPR data collection phase. The survey generates initial findings on the portfolio that can be used to develop further data collection tools (semi-structured interviews, workshops).

Table 4: Online survey Tasks and responsibilities

Phase in the CPR process	Tasks involved	Responsible			
		CPR team	BMZ RD	ECD O(s)	IO(s)
Phase 1: Initiation and design	Draw up list containing contact addresses and positions of the staff members of the implementing organisations, plus organisation chart		yes		yes
	Approach implementing organisations and supply information on the aims, scope and dates of the planned survey	yes			
	Adjust online questionnaire, enter project in soSci, draft (circular) letter, privacy policy, distribution list	yes			
Phase 2: Data collection in Germany	Collect data through soSci, issue reminder	yes			
	Perform data analysis and synthesis	yes			
Phase 3: Field work	-				
Phase 4: Analysis and reporting	If necessary conduct further analysis for report	yes			

G.4 Strategy analysis

Purpose

The strategy analysis examines the current overall strategic approach of German bilateral development cooperation in the partner country, and contrasts this with global and regional development strategies and goals of the BMZ. The analysis is designed to bring to light commonalities and discrepancies at the strategic level. It also includes a retrospective analysis of the extent to which the strategic orientation of the country portfolio has developed over the last 10 years.

Information sources

BMZ documents at country level: all earlier country strategies and country papers, current country planning overview, summary records of the government negotiations

BMZ documents at the cross-country level: all relevant global strategy documents (e.g. *Entwicklungspolitik 2030* – Development Policy in 2030), regional strategy documents (e.g. the Marshall Plan with Africa) and sector-specific strategy documents (e.g. Sector Strategy on Private Sector Development)

BMZ regional division: written survey of BMZ key persons on the strategic goals in the partner country. It is incumbent upon the regional division to obtain information from other divisions (e.g. sector divisions) as and when required.

Procedure and interplay with other tools

The key steps in the strategy analysis are listed in Table 5. The analysis is performed at the beginning of the data collection phase in Germany. This means that conspicuous findings, for instance concerning the coherence of the strategic orientation of the portfolio, can be identified early on. These can then be visualised, and used in the interviews and workshops to prompt further discussion. The analysis can also pick up initial ideas of BMZ key persons concerning the future strategic orientation of the portfolio, which can thus be fed into the CPR process and further processed early on.

Table 5: Strategy analysis – Tasks and responsibilities

Phase in the CPR process	Tasks involved	Responsible			
		CPR team	BMZ RD	ECD O(s)	IO(s)
Phase 1: Initiation and design	Make enquiries with BMZ concerning strategy documents	yes			
	Forward BMZ strategy documents		yes		
Phase 2: Data collection in Germany	Conduct written survey on strategic goals		yes		
	Perform additional interview, if required		yes		
	Analyse information provided	yes			
Phase 3: Field work	-				
Phase 4: Analysis and reporting	-				

G.5 Interviews

Purpose

The semi-structured interviews with various knowledge holders are designed above all to gather new information and validate existing information. The key questions on which they focus will vary depending on the interviewee. Furthermore, the prior discussions with the BMZ are also used to define the key content of the CPR and consult on any perceived need for change in the current country portfolio

Information sources

German governmental actors: BMZ regional division and where applicable sector divisions, implementing organisations (staff members of the implementing organisations in Germany and in the field structure who are responsible for planning and implementation), German Embassy (including economic cooperation and development officers), other responsible German federal ministries

Partner government: lead agency for German development cooperation and other key partner ministries and organisations

Other donors: key bilateral and multilateral donors in the partner country

Other experts: journalists, scholars, think tanks, civil society organisations, private sector organisations, German foundations

Procedure and interplay with other tools

The discussions with the responsible BMZ regional division are held at the beginning of a CPR, and are part of the process of designing it. Apart from these prior interviews, the talks are held mainly toward the end of the data collection phase in Germany or during the field work phase in the partner country. The individual steps are described in Table 6.

Interviewees are selected and contacted early on at the beginning of the data collection phase in Germany, though the list of interviewees may be adjusted or expanded flexibly in the further course of the CPR. To maximise the benefits delivered by the interviews they are based on the information generated by the previous data collection instruments such as the context or portfolio analysis. The interview guidelines are adjusted depending on the information available.

Table 6: Interviews – Tasks and responsibilities

Phase in the CPR process	Tasks involved	Responsible			
		CPR team	BMZ RD	ECD O(s)	IO(s)
Phase 1: Initiation and design	Draw up a list of proposed interviewees		yes	yes	yes
	Conduct prior research, propose further interviewees and make a selection	yes			
	Conduct prior interviews with BMZ	yes	yes		
Phase 2: Data collection in Germany	Adjust interview guidelines	yes			
	Conduct (telephone) interviews with German actors	yes		yes	yes
	Plan in-country interviews	yes		yes	
Phase 3: Field work	Continue planning/organising interviews	yes		yes	
	Conduct interviews in partner country	yes		yes	yes
Phase 4: Analysis and reporting	Analyse interviews	yes			

G.6 Workshops

Purpose

In a CPR, workshops are used to capture different perspectives and generate, together with the participants, findings on key questions addressed by the CPR. For this purpose we developed various workshop formats for use in different phases of the CPR:

- The **hypothesis workshop** is designed to generate and discuss first hypotheses and key issues together with German actors, based on the initial findings from the analysis.
- The **workshop with experts** provides a space for identifying and prioritising key challenges and momentum for reform in the partner country from the perspective of independent experts.
- The **workshop with the implementing organisations** enables participants first and foremost to discuss challenges and potential in the German portfolio and generate initial options for further developing the portfolio.

Information sources

Hypothesis workshop: BMZ, economic cooperation and development officers and implementing organisations (GIZ Head office country manager, KfW country officers, responsible project managers from the PTB/BGR)

Workshop with experts: political foundations, journalists, scholars, think tanks, civil society organisations, private sector organisations

Workshop with implementing organisations: country directors and officers responsible for commissions/project managers/national personnel of implementing organisations in partner country

Procedure and interplay with other tools

The key steps involved in conducting workshops are listed in Table 7. The hypothesis workshop takes place at the end of the data collection phase in Germany. It is based on the findings from the analyses already conducted (context analysis, portfolio analysis, online survey, interviews). This gives the BMZ, economic cooperation and development officers and implementing organisations an opportunity to discuss initial findings, and put forward their view of hypotheses and questions for the case study that will be explored in depth during the field mission. Approximately 3 to 4 hours should be set aside for this workshop.

The **workshop with experts** takes place at the beginning of the field work phase. The discussion is based chiefly on the findings from the context analysis and the prior interviews. Depending on the number of participants, around 2 to 3 hours should be planned for this workshop.

The **workshop with the implementing organisations** takes place in the middle of the field work phase. It is designed primarily for reflection and for developing ideas and proposals for further developing the portfolio in the future. Participants discuss the portfolio both as a whole and at the priority area level. They do not discuss individual projects. As well as holding plenary discussions participants also work in small groups, as this is especially helpful for generating ideas for particular priority areas. At least 4 hours should be planned for this workshop. If necessary a whole day can be set aside for this purpose.

The CPR team is responsible for preparing, leading and analysing all workshops. When planning and preparing the workshops, the team can make use of exemplary materials and documents (presentations, photographic records etc.).

Table 7: Workshops – Tasks and responsibilities

Phase in the CPR process	Tasks involved	Responsible			
		CPR team	BMZ RD	EC DO (s)	IO(s)
Phase 1: Initiation and design	Discuss the planned workshops with the BMZ and implementing organisations, define participants and agree dates	yes	yes		
	Identify potential participants for workshop with experts and send information on the CPR and meeting requests	yes	yes	yes	yes
Phase 2: Data collection in Germany	Design and plan the workshops	yes			
	Conduct hypothesis workshop	yes	yes	yes	yes
Phase 3: Field work	Conduct workshop with experts:	yes			
	Conduct workshop with implementing organisations	yes			yes
Phase 4: Analysis and reporting	Analyse results	yes			

G.7 Priority area analysis

Purpose

The priority area analysis focuses particularly on strategic issues at the level of the priority areas, and on development cooperation programmes in these areas. For example, it explores the extent to which the BMZ's current internal directives and recommendations on managing the priority areas have already been adequately incorporated. It also includes a precise analysis of issues such as programme formation, potential synergies within and between the priority areas, and cooperation between Financial Cooperation (FC) and Technical Cooperation (TC). At the same time the analysis sheds light on strengths and challenges of the current portfolio, and discusses differences between the priority areas.

In the discussions we held it clearly emerged that many regional divisions have specific questions in particular priority areas. To meet this need, where necessary an **in-depth priority area analysis** can be conducted.[7] In that case, the priority area to be analysed in depth will be agreed with the regional division during the design phase.

Information sources

BMZ documents: all earlier country strategies and country papers, current country planning overview

Documents of the implementing organisations: part A (i.e. first main section) of all development cooperation programmes in the priority area (current and most recent precursor programme), programme reports (including project reports) for all development cooperation programmes (current report and first report on the current programme), evaluations at programme level or across several modules (over the last 10 years)

Additional sources for in-depth priority area analysis:

Documents of the implementing organisations: all earlier programme part As in the priority area, annual programme reports for all development cooperation programmes in the priority area (over the last 10 years), project evaluations (over the last 10 years), any feasibility studies etc.

Interviews: interviews with sector experts (2-4) and with implementing organisation coordinators/officers responsible for modules (2-4)

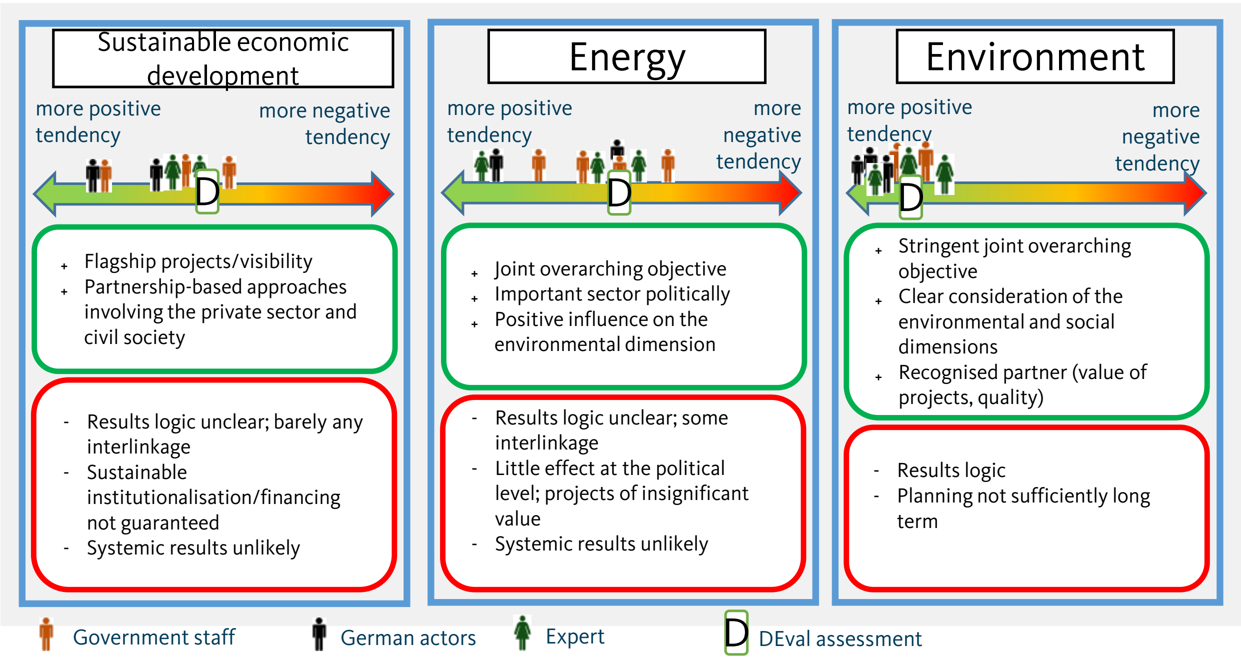
Sector consultant: If required, an additional individual with expertise in the priority area or sector can support the in-depth priority area analysis by performing analytical tasks on the ground. Corresponding Terms of Reference (ToRs) have been developed.

N.B.: The better the information available on effectiveness, impact and sustainability (reports plus any evaluations that exist), the more this evidence can be used for a CPR. However, meta-evaluations on evaluation quality and two CPR case studies have shown that the evidence available is often not sufficient to permit robust conclusions concerning effectiveness, impact and sustainability at programme level; only rarely is this possible at project level. In order nevertheless to obtain an overall assessment of priority areas, an overall impression should be generated. The 'overall impression' (Figure 12) shows the extent to which the analysis conducted by the CPR team and various experts rate the activities in a priority area as displaying either a 'more positive' or 'more negative' overall tendency and underlines the salient strengths and challenges in the individual priority areas.[8]

[7] As explained in Section C.1.2, a decision must be taken early on in the planning phase concerning whether an in-depth priority area analysis is to take place so that resources can be allocated accordingly.

[8] The CPR team uses predefined criteria for its assessment. The assessment is based on the desk study and interviews with staff members of the implementing organisations and the government. The assessment made by other interest groups, on the other hand, is not criteria-based. While one individual might rate a programme positively for instance because it addresses a relevant issue, another individual might not rate a programme as positive unless it is likely to be sustainable. Although this means that the priority areas or interventions cannot be assessed rigorously, the 'overall impression' does permit at least a rough assessment of what is working 'well' or 'not so well'.

Figure 12: Overall impression of the priority areas (an example)



Source: authors' own graphic

Procedure and interplay with other tools

The key steps in the priority area analysis, including implementation of an in-depth priority area analysis, are shown in Table 8. The desk study is conducted during the data collection phase in Germany, and forms the basis for the priority area analysis. In the course of the CPR, the team incorporates findings from other tools into the analysis. This includes interviews with experts (in which priority area-specific issues also play a role), the online survey and the workshop with the implementing organisations. A first version of the overall impression can already be prepared during the data collection phase in Germany and discussed at the hypothesis workshop. Building on this it can then be gradually developed further and used at various points in the discussion process and incorporated into other tools.

Table 8: Priority area analysis – Tasks and responsibilities

Phase in the CPR process	Tasks involved	Responsible			
		CPR team	BMZ RD	ECD O(s)	IO(s)
Phase 1: Initiation and design	Supply the BMZ documents		yes		
	Supply the documents of the implementing organisations				yes
	Review the documents and request any further documents required	yes			
	Prepare ToRs for sector consultant (only in case of in-depth priority area analysis)	yes			
Phase 2: Data collection in Germany	Study the documents	yes			
	Select the sector consultant	yes			
Phase 3: Field work	Conduct interviews with sector experts and staff members of implementing organisations	yes			yes
Phase 4: Analysis and reporting	Analyse	yes			

G.8 Donor analysis

Purpose

Analysing the role of development cooperation in the partner country is an important part of the CPR. When orienting the portfolio it is important to know which areas other donors are operating in. Here the question also arises of how synergies can be used or gaps filled.

When conducting the analysis the team prepares an overview of the activities and strategies of other donors in the partner country, in order to generate findings on what priority areas and regions they are operating in, what themes or regions are perhaps being neglected, and how German development cooperation is positioned in this context. At the same time the team can then identify those areas of the German portfolio where coordination and harmonisation with other actors should be strengthened, where German bilateral development cooperation has unique features to offer and where gaps might be filled.

Information sources

OECD-DAC/CRS: The Creditor Reporting System is a freely accessible online database that contains information on financial flows in bi-and multilateral development cooperation. The CRS is considered the most reliable source of data on international development cooperation (see detailed explanation above).

Documents of the partner government: documents for tracing donor-funded financial flows and documents on donor coordination

Documents of other donors: country strategies of the key donors in the partner country

Interviews: interviews with donors in the partner country

BMZ overview of the donor landscape: written information on the key donors in the partner country (standardised template)

Procedure and interplay with other tools

The key steps in the donor analysis are listed in Table 9. The OECD-DAC data and the documents of the partner government are analysed at the beginning of the data collection phase. This enables the analysis to capture the disbursements of all donors in the partner country in recent years by sector, as well as the donor coordination structures. The subsequent analysis of the key donors' country strategies examines their strategic orientation, priority areas and cross-cutting themes. The team can then identify the areas where they see potential for the future, and challenges. This includes possible interfaces with German development cooperation.

The interviews conducted during the field phase enable the team to validate the findings from the desk study. They also elicit information on coordination and harmonisation with other donors and the partner government, and capture the way donors see German development cooperation.

Table 9: Donor analysis – Tasks and responsibilities

Phase in the CPR process	Tasks involved	Responsible			
		CPR team	BMZ RD	ECD O(s)	IO(s)
Phase 1: Initiation and design	Procure documents	yes	yes	yes	
	Prepare overview of donor landscape in partner country	yes	yes	yes	
Phase 2: Data collection in Germany	Analyse OECD-DAC data, partner government documents, other donors' country strategies	yes			
	Organise interviews	yes		yes	
Phase 3: Field work	Conduct interviews with other donors	yes			
Phase 4: Analysis and reporting	Perform additional analyses	yes			

H. ANNEX: LIST OF QUESTIONS FOR CPRS

Sub-questions	Orientation questions
Key question A: What are the current needs and trends in the partner country, and to what extent are these being addressed by the government, civil society and donors?	
A1) How does the current country context look, and what key development trends will there be in the partner country over the next few years?	What development challenges does the partner country currently face, and what trends will there be over the next 5 to 10 years in the political, social, economic and environmental dimensions (e.g. democratisation, population growth, industrialisation, impacts of climate change, urbanisation)? What needed actions can be identified on the basis of this? To what extent do various stakeholder groups (civil society, NGOs, government, opposition, think tanks, private sector, German development experts in the partner country) see things similarly or differently?
A2) What priorities is the partner government pursuing, and to what extent is it addressing key development trends in line with the 2030 Agenda?	What are the partner government's key priorities (specify 2–3)? How is the partner government operationalising these development priorities? In what areas are momentum for reform or even reform efforts by the government evident, and where is this perhaps less so, or not the case at all? In what areas are there major discrepancies between what the documents say and the actual operationalisation of priorities? How to rate the quality and ownership of implementation of the 2030 Agenda by the partner government?
A3) What role are civil society and private sector actors playing in the partner country with respect to the development trends?	In what areas can key reform actors outside the government be identified? Which actors are important here? How do the various actors and stakeholders in the partner country work together?
A4) What role are donors playing with regard to the development trends?	a) How large is the share of ODA relative to other investments/sources of funding in the partner country (e.g. national budget, FDI)? What thematic areas are donors focusing on? How large is the share of BMZ funding relative to these actors?

Sub-questions	Orientation questions
	b) What overarching goals and strategies are the key donors in the partner country pursuing? To what extent are key development challenges being addressed? To what extent are donors supporting the partner government in implementing its national development strategy (2030 Agenda)? To what extent do the donor strategies display commonalities? Where does the strategy of the BMZ portfolio differ from other strategies, and why? To what extent are donors working with actors outside the government?
	c) To what extent does partner government-led, structured and transparent coordination and division of labour between donors take place? What concrete effect does donor coordination have on the positioning of the German development cooperation portfolio? What potential synergies and opportunities for coordination (e.g. within the framework of EU Joint Programming) are being utilised?
Key question B: How does the profile of German development cooperation in the partner country present itself , what key lessons have been learned from implementation of the German portfolio to date, and how relevant is the portfolio?	
B1) How is the BMZ's portfolio in the partner country structured, what is its strategic orientation, how is it managed and does it incorporate global and regional strategies of German development cooperation?	a) Which German actors (e.g. other German federal ministries, political foundations, civil society groups, private sector) operate in the partner country? What relevant interfaces/potential for cooperation with the BMZ portfolio exist with these actors?
	b) How is the BMZ portfolio structured (priority areas, projects interventions outside the priority areas, special initiatives etc.)? How significant is the German portfolio in the partner country (in terms of volume of funding) compared to other donors? How has the portfolio developed in recent years, and why? To what extent is a country-specific overall strategic approach evident, and where should the BMZ sharpen the German profile and corporate identity?
	c) What are the BMZ's key overarching development goals and strategies at the global level (e.g. the Development Policy in 2030 strategy or cooperation with the private sector) and regional level (e.g. Marshall Plan)? To what extent is the BMZ portfolio in the partner country aligned with these goals and strategies? Where do discrepancies exist, and why?

Sub-questions	Orientation questions
	d) How does the BMZ manage its official bilateral development cooperation portfolio? To what extent are the BMZ's current internal directives and recommendations on managing the portfolio as a whole and the priority areas being implemented (e.g. country strategy, programming, results logic, M&E systems)?
	e) How is the official bilateral development cooperation portfolio structured? Are the relevant directives being implemented? Which tools and funding mechanisms are being used? What role is played by bilateral development cooperation 'in the narrow sense'? How is complementarity within German development cooperation to be rated? What differences exist between the individual priority areas?
	f) To what extent do the actors of official German development cooperation systematically coordinate their activities? To what extent do they cooperate with other German actors (political foundations, civil society groups, private sector etc.)? Are dedicated instruments being used for this purpose?
B2) What are the strengths and challenges of the current portfolio?	a) How is the quality of project implementation to be rated? Which themes and instruments of the BMZ portfolio are given particular emphasis or are seen as comparative advantages in the partner country? In what areas is German development cooperation seen as being particularly successful or unsuccessful, and why? Are there areas where the generation of sustainable, systemic results is seen as plausible (potential for effectiveness)?
	b) How does cooperation between German development cooperation actors and the partners look? Where does the German side succeed in influencing (sector) policy through (sector) policy dialogue? How are the partner capacities to be assessed? How do particular partner capacities affect the shape of the portfolio?
B3) How relevant is the portfolio to momentum for reform, development needs and implementation of the 2030 Agenda?	a) To what extent does the BMZ portfolio support the partner government in implementing international agreements, particularly the long-term transformation to environmentally, economically and socially sustainable development as envisaged in the 2030 Agenda? To what extent does this include key principles such as 'leave no one behind'? To what extent is the BMZ also promoting political stability in the country appropriately? Is the BMZ portfolio responsive to the government's priorities? Where do discrepancies or areas of tension exist, and why?

Sub-questions	Orientation questions
	b) To what extent is the BMZ portfolio designed to boost civil society engagement, promote private investment and support the development of partner capacities for self funding as envisaged in the 2030 Agenda?
	c) To what extent is German development cooperation promoting partner ownership (e.g. subsidiarity with respect to partners' own efforts, strengthening and use of partner systems?
	d) How is the BMZ portfolio configured regionally? Is a meaningful regional focus evident? Would regional changes in the portfolio appear appropriate?
	e) To what extent is the portfolio able to adapt to changing conditions?
Key question C: What conclusions and recommendations can be drawn for further strategic development of the portfolio in line with the 2030 Agenda?	
C1) What structural adjustments and recommendations can be inferred from the findings generated by key questions A and B with respect to the portfolio as a whole?	
C2) What future options can be identified at the level of the portfolio as a whole, and (possibly) at the level of priority areas?	