

### weltwärts: Volunteers and their Civic Engagement in Germany

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# WELTWÄRTS VOLUNTEERS AND THEIR CIVIC ENGAGEMENT IN GERMANY

2017



**DEval**

GERMAN  
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The development volunteer service “*weltwärts*” enables young adults to participate in a volunteer service in countries of the Global South. The *weltwärts* programme is implemented by over 150 civil society sending organisations and their partner organisations in the host countries. Since the programme was founded in 2007, more than 30,000 young adults have already taken part in *weltwärts*. Measured in terms of both the number of annual assignments and the volume of funding, *weltwärts* is the largest international youth volunteer service in Germany and one of the largest development volunteer services for young adults worldwide.

The evaluation focuses its analysis on what volunteers learn, how they are changed by participating in *weltwärts*, and their civic engagement after they return to Germany. Another question pursued is whether diverse population groups take part in *weltwärts* and benefit from the programme’s assumed positive effects.

The evaluation follows a programme-theory-based approach and implements a mixed-methods design. The core of the methodology is a quasi-experimental design based on cross-sectional surveys of volunteers and of a representative demographic sample of the *weltwärts* target group. This procedure enables reliable capture of data on the volunteers’ learning and the ways in which they are changed. Group discussions were also held in which volunteers’ voices were heard. Furthermore, members of the volunteers’ families and friends and representatives of the sending organisations were surveyed by means of online questionnaires. Finally, expert interviews and analyses of secondary data and documents were conducted.

# *WELTWÄRTS* VOLUNTEERS AND THEIR CIVIC ENGAGEMENT IN GERMANY

2017

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# EXECUTIVE SUMMARY

## Background and objectives of the evaluation

Since 2008, more than 30,000 individuals have participated in the development volunteer service *weltwärts*. Measured in terms of the number of annual assignments and its financial volume, *weltwärts* is the largest international youth volunteer service in Germany and one of the largest development volunteer services for young adults worldwide. In the North-South component of the programme, volunteers from Germany are currently assigned by over 150 civil society sending organisations to placements in countries of the Global South and mentored in situ by a partner organisation. The *weltwärts* programme is organised as a *Gemeinschaftswerk* [collective venture] formed from representatives of sending organisations, volunteers and governmental actors – the latter being the Federal Ministry for Economic Cooperation and Development (BMZ) and Engagement Global. Partner organisations are involved in the steering of the programme indirectly, via regular partner conferences and partner dialogues, for example.

This evaluation is intended to contribute to accountability about the effectiveness of *weltwärts* and support the continuing development of the programme's content. The effects of *weltwärts* on volunteers of the North-South component are captured by means of a rigorous, i.e. reliable, quasi-experimental evaluation design. By focusing on effects in Germany the evaluation closes an important gap in knowledge, not covered by the evaluations and studies available to date, on the contribution of *weltwärts* to development education work in Germany. In addition, the persistence of changes experienced by *weltwärts* volunteers as individuals and the relevance of the current steering structure of the *Gemeinschaftswerk* are investigated empirically for the first time.

The evaluation's focus is best explained against the background of current development agendas. In Agenda 2030, adopted in 2015, including its Sustainable Development Goals (SDGs), and in the BMZ Charter for the Future "ONE WORLD – Our Responsibility" and the German government's current Development Policy Report (BMZ, 2017), development processes within German society are given an important role under the heading of "global partnership". In this context the evaluation aims to contribute to a better understanding of the outcomes of development volunteer services for young adults

in the field of development education, and the role of volunteers in society as actors in development education work. In light of the increasing social and domestic policy debates on global themes with a bearing on development issues, such as international migration and refugees, knowledge about the effectiveness of development education measures gains additional importance.

## Object of the evaluation

In the North-South component of *weltwärts*, volunteers from Germany complete a period of volunteer service in countries of the Global South. This is complemented by a South-North component in which volunteers from the Global South can do volunteer service in Germany.

The object of this evaluation consists of selected outcome domains of the North-South component: the outcomes of *weltwärts* for volunteers and the outcomes of the programme in Germany. By participating in the North-South component, volunteers are intended to acquire competences and reflect on their own attitudes and behaviour patterns and thus become skilled in acting with global solidarity and social responsibility. It is hoped that after they return they will also inspire other people in Germany – for example, through civic engagement – to take an interest in globally sustainable development and development issues. In this way returnees are expected to make a contribution to development information and education work in Germany. Equally, they are expected to pass on the diverse lessons they have learned to others in their social circles and professional contexts. It is further envisaged that, through their civic engagement, returnees will contribute in ways such as strengthening civil society organisations actively involved in the field of international development.

## Overall appraisal of the North-South component of *weltwärts*

The results of the evaluation show that *weltwärts* is relevant for volunteers. The offer of a period of development volunteer service suits the motivations of *weltwärts* volunteers. Moreover, *weltwärts* is effective with regard to the following aspects of volunteers' learning: they acquire knowledge about their host country, learn its lingua franca, further develop their ability to see things from the perspective of people from their host country, and gain empathy and positive attitudes towards



them. Following their return, change is also seen in their civic engagement in Germany. The share of volunteers whose engagement is aligned with development issues increases substantially once they have returned from assignment. It can also be observed that in comparison to the demographic average, volunteers are involved in civic engagement more frequently than average, even before they depart on assignment.

However, the results also highlight potential room for improvement. They show that volunteers do not learn or change on all the dimensions assumed. Much as volunteers learn, especially in relation to their given host country, they do not transfer that learning to other countries or other groups of people. Furthermore, volunteers do not view German society's multicultural composition more positively after their stay abroad than before. These two results possibly express that volunteers may relativise their own pre-departure high assessments as a result of participating in *weltwärts*. Also, a possible explanation for the lack of learning transfer to other contexts might be that returnees consciously resisted making generalisations in their responses. Both findings suggest that the programme can be developed further in these areas: either by realistically adapting future expectations regarding change, or by stepping up efforts in these areas – where change is more difficult to achieve, according to the results of this evaluation – to facilitate changes more effectively in future.

Overall, *weltwärts* has great potential for outcomes in Germany: even with the progressive passage of time since they participated in *weltwärts*, the volunteers' knowledge, competences and attitudes as well as their engagement with development issues remain consistently high. This suggests great stability in the individual dispositions of returning volunteers, and favours the transmission of knowledge, competences and attitudes to others, even years after having participated in *weltwärts*. The fact that this transmission can be successful is demonstrated by changes in other people in the volunteers' social circles. The present evaluation analysed this area for the first time and the results provide evidence that both parents and friends of former *weltwärts* volunteers experience changes in knowledge, competences and attitudes towards people from the host country. This potential can be actively used by the programme.

Likewise, the evaluation results show that altogether the *weltwärts* programme is relevant from a development policy perspective. Its objectives are in keeping with current development agendas, for example Agenda 2030, including its SDGs, and the Charter for the Future “ONE WORLD – Our Responsibility”, including the action areas it sets out for German development cooperation (DC).

With regard to the context of international youth volunteer services run by other government departments in Germany, the evaluation identifies a need for action. Although complementarity on the levels of concepts and contents is found between *weltwärts* and the International Youth Volunteer Service (IJFD), in particular, on the operative level complementarity is in need of improvement. Results of a first evaluation of *weltwärts* (Stern et al., 2011) already pointed to overlaps between the *weltwärts* programme, which was established first, and the IJFD which came into being some time afterwards.

Regarding complementarity between the Post-Assignment component of *weltwärts* and other programmes in the field of development education work, the evaluation results similarly indicate potential for improvement. The Post-Assignment component represents the *weltwärts* programme's main financial support instrument for the achievement of objectives in Germany. The term “Post-Assignment component” is not to be equated with the term “post-assignment phase”, which refers to the period of time following the volunteers' return to Germany. The complementarity of the Post-Assignment component – consisting of the Post-Assignment fund and *weltwärts* Small-Scale Measures – with other instruments of BMZ development education work can be improved. The BMZ recognised the similarity of these programmes of development education work even before the evaluation was concluded, and initiated a structural overhaul. The aim of this is to integrate the *weltwärts* Post-Assignment component into other pre-existing funding programmes.

Since 2012, the programme has stepped up efforts to support the diversification of *weltwärts* volunteers and to make it possible for a broader target group to participate in *weltwärts*. To this end, two competence centres were founded in 2015 for the purpose of increasing or facilitating and supporting

participation, as the case may be, by holders of vocational qualifications and by people with disabilities. A competence centre that will be addressed to residents of Germany with so-called migrant backgrounds was still at the application and establishment stage at the time of data collection. The aim of equitable participation in *weltwärts* by a diversity of population groups is thus underpinned by a series of programme activities. The significance that the *weltwärts* programme attaches to this aspect of its activity is demonstrated in the area of inclusion of people with disabilities, among others. For instance, the role of a development volunteer service that is inclusive particularly for these people is explicitly mentioned in the BMZ Action Plan for the Inclusion of Persons with Disabilities (BMZ, 2013), and its activities in this area can be considered exemplary within German DC (Schwedersky et al., 2017).

The results of the present evaluation show, however, that the goal of a diversified target group has not yet been achieved. In keeping with the known situation in other fields of civic engagement (Simonson et al., 2017), participants in *weltwärts* are preponderantly people from privileged, well-educated and, more often than not, Christian-influenced social milieus. Other groups of people are under-represented in *weltwärts* to varying degrees, sometimes very markedly; for instance, people not educated to university entrance level, people not identifying themselves as upper or middle class, people with vocational qualifications, people with disabilities and people with different religions. From the perspective of the evaluation, the challenge arising from this for the *Gemeinschaftswerk* is to continue to remove obstacles to participation for the under-represented groups, and at the same time to formulate realistic objectives for their involvement.

The present evaluation results demonstrate that the goal of broad participation in *weltwärts* is also worthwhile from the viewpoint of learning: volunteers benefit from participating in *weltwärts* irrespective of their schooling or vocational training or their so-called migrant backgrounds. Volunteers with vocational qualifications or a so-called migrant background benefit as much from the positive effects of *weltwärts* as volunteers without vocational qualifications or a so-called migrant background, and learn in accordance with the programme's aims.

## Methodology

The present evaluation follows the programme-theory-based approach to evaluations (Funnell and Rogers, 2011). Since no up-to-date and collectively upheld programme theory existed for *weltwärts*, this was produced at the beginning of the evaluation on the basis of programme documents and scientific findings and validated jointly with stakeholders in the context of the reference group.

In order to be able to triangulate results, a mixed-methods approach was chosen in which qualitative and quantitative methods were combined (Creswell and Plano Clark, 2011; Woolley, 2009; Yin, 2006). Accordingly, various data collection and analysis methods were applied to the majority of the evaluation questions (Flick, 2011). This makes it possible to validate the results by considering the perspective of different actors and by making combined use of methods, where the specific advantages of each given method usefully offset any disadvantages of other methods.

In order to be able to establish causality between participation in *weltwärts* and the outcomes for volunteers, a quasi-experimental design was implemented. To this end, in the second half of 2016 standardised online questionnaires were used to survey both departing and newly returned volunteers as well as a representative demographic sample of the *weltwärts* programme's target group (people who did not take part in *weltwärts* but potentially could have done). A total of 7,940 volunteers took part in the survey of volunteers while 5,022 persons were questioned for the target group survey. In order to identify a comparison group from the representative demographic target group of *weltwärts* and to ensure comparability between the comparison and volunteer groups, persons from the target group were assigned to the volunteers from both the departing and the current newly returned cohort as "statistical twins" by means of a matching procedure (Propensity Score Matching: PSM; Rosenbaum and Rubin, 1983).

In the subsequent analysis, effects were examined on the basis of four groups: 1. departing volunteers from the 2016 cohort, 2. newly returned volunteers from the 2015 cohort (returned in 2016), 3. persons matched to the departing volunteers as a comparison group, and 4. persons matched to the newly

returned volunteers as a comparison group. Differences between departing and newly returned volunteers which exceeded the differences within the respective comparison groups (known as difference-in-differences analysis) were identified as outcomes intended by the programme.

In order to be able to explain potential outcomes and triangulate the quasi-experimental results properly, group discussions were carried out with returnees. A total of 53 volunteers who had departed for their assignments in 2015 and returned in 2016 took part in five different group discussions in the course of post-assignment seminars. 15 volunteers who had returned to Germany in earlier years took part in a total of three group discussions held at DEval. The transcribed discussions were analysed using qualitative content analysis.

Another element of the evaluation's methodology was the completion of a standardised survey by people in the returnees' social circles. This survey of family and friends made it possible for the first time to find out about the diffusion of the volunteers' experiences in their immediate social circles – and hence into German society. Moreover, the results made it possible to gain an external perspective on the effects of *weltwärts* participation on volunteers.

Furthermore, a standardised survey of current and former sending organisations was carried out, in which 124 organisations participated. The results were consulted to answer relevant evaluation questions and for triangulation purposes. Overall this survey made it possible for the perspective of the sending organisations to be taken into account in the evaluation.

Finally interviews were also conducted with 16 experts, and documents and secondary data – e.g. for producing the transparent breakdown of costs – were analysed.

## Conclusions

### *Relevance, and coherence, complementarity and coordination*

In the first part of the study of the evaluation criteria “relevance” as well as “coherence, complementarity and coordination”, the significance of *weltwärts* was examined against the background of current development agendas and

the complementarity between *weltwärts* and comparable volunteer services and programmes of development education work was analysed.

*The context of current development agendas:* as a result of the ongoing development of *weltwärts* during the follow-up process to the first evaluation (Engagement Global, 2013a; Stern et al., 2011) and its focus on the volunteers' learning, *weltwärts* is aligned with concrete objectives of Agenda 2030 and fields of action of the Charter for the Future “ONE WORLD – Our Responsibility” (BMZ, 2015). Apart from the direct link with “Quality education” – Goal 4 of the Sustainable Development Goals – links are identified with a series of other goals, for example Goal 12 “Sustainable consumption”. As a *Gemeinschaftswerk* that is implemented by civil society sending and partner organisations and jointly steered by BMZ, Engagement Global, advocacy networks of the sending organisations and volunteers' representations, *weltwärts* also fulfils the aspiration towards multi-actor partnerships. On the other hand, there is potential for improvement with regard to participating actively in international discourses on development volunteer services and explicitly making links with current development agendas in programme and strategy documents.

*The context of international youth volunteer services in Germany:* conceptually, *weltwärts* exhibits a range of unique distinguishing features in comparison to other international youth volunteer services in Germany; for example, the link to development issues and the concept of Global Learning. In practice, however, a share of the sending organisations do not differentiate between the different government-financed volunteer service programmes, particularly between *weltwärts* and the IJFD. When surveyed, almost half of the sending organisations which offer several volunteer service programmes responded that in certain of their places of assignment, *weltwärts* volunteers were placed alongside volunteers from other services, especially from the IJFD and from services operated on a private-law basis. The share of sending organisations that send volunteers from different volunteer service programmes to the same partner organisations is even somewhat higher. While the complementarity of *weltwärts* and the IJFD is evident from the programmes' concepts and contents, it frequently fails to manifest in the practical implementation.

*The context of governmental development education work:* the BMZ finances a series of other programmes in the field of development education work that are comparable with the fund that finances the Post-Assignment component of *weltwärts*. In relation to these other programmes, the Post-Assignment component has only a few unique features. There are overlaps between the *weltwärts* Small-Scale Measures and WinD<sup>1</sup> and the Programme for Action Groups (AGP), and also between the regular *weltwärts* Post-Assignment Measures and the Funding Programme for Development Education in Germany (FEB). These overlaps concern the target groups, objectives and funding conditions. BMZ recognised the corresponding synergy potentials and initiated the aggregation of these programmes even before the conclusion of the evaluation.

The second part of the study of the evaluation criteria “relevance” as well as “coherence, complementarity and coordination” examined the significance of selected aspects of the *weltwärts* programme for sending organisations and volunteers, two key groups of actors involved in the programme.

*Relevance of the Post-Assignment component:* within the scope of this evaluation, the Post-Assignment component is understood to mean the funding line for the financing of post-assignment activities. This is subdivided into Small-Scale Measures and the regular Post-Assignment fund, and is not to be equated with the post-assignment phase, which refers to the period of time after volunteers return to Germany. There is scope for *weltwärts* to improve the take-up of the Post-Assignment component by volunteers and sending organisations. Offers from this component (Post-Assignment fund and Small-Scale Measures), some of which are addressed to volunteers directly, are barely taken up by volunteers. Many volunteers participate in a seminar or training course after their return, however, and thus possibly benefit indirectly from the funding line. Overall, the high level of civic engagement by returnees is a special strength of the programme, which should be further developed in order to achieve intended outcomes in Germany even more effectively.

The use of the Post-Assignment component by sending organisations is another aspect that can be improved: for one-third of sending organisations, development education work beyond the regular seminar programme does not fall within their activity area. Of the sending organisations that are active in the field of development education work, fewer than half take up funding through the Post-Assignment component. Moreover, its available funding is not used up completely every year.

*Relevance of the steering structure:* the steering of *weltwärts* as a *Gemeinschaftswerk* is a unique feature that notably contrasts with other international youth volunteer services. However, not all sending organisations are fully familiar with the *Gemeinschaftswerk*'s committees, and a share of sending organisations perceive the *Gemeinschaftswerk* more as a steering and control structure rather than experiencing and using it as a participatory structure.

#### *Effectiveness and sustainability in volunteers*

*Outcomes and persistence of outcomes for volunteers:* volunteers learn and change in the course of participating in *weltwärts*: they acquire knowledge about their host country, enhance their language skills, develop the ability to see things from the perspective of people from their host country, and gain in empathy and positive attitudes towards them. Volunteers thus learn and change in relation to their host country and its people.

They do not, however, apply what they have learned to other countries or to a wider group of people: no change is found in the volunteers' knowledge about other countries, or in their competences and positive attitudes towards people from other cultures in general. Their attitudes towards a multicultural German society also remain unchanged, as do aspects of their personality. These results possibly indicate that volunteers relativise inflated self-assessments prior to departure, or that they consciously resist generalising in their responses. However, these kinds of effects have not been included in the Programme Theory so far.

Distinct effects are seen in the area of volunteers' civic engagement. Even before they depart on assignment, they are

<sup>1</sup> This is the programme's proper name. It was originally derived from a contraction of “weltwärts in Deutschland”.

markedly more engaged than the demographic average. While the proportion of actively engaged volunteers does not rise post-assignment, the engagement of returnees changes in terms of its content: the proportion of volunteers whose civic engagement is linked to development issues increases substantially after *weltwärts*.

The key factors conducive to knowing more about the host country, having positive attitudes towards the host country's people and being able to see things from their perspective ("perspective-taking ability") are the volunteers' everyday experiences and intercultural encounters in the host country, as well as factors associated directly with the design of *weltwärts* (the nature of the tasks at the place of assignment, the assessment of *weltwärts* overall, and the accommodation). Special importance is attached to "contact at eye-level", which is understood to mean encounters between volunteers and people from the host country with mutual respect and an interest in learning about and from one another without being reduced to one's own place of origin. (A more extensive discussion of the term "eye-level" is presented in the report [Box 6].) Volunteers can make productive use of both positive and negative contact experiences in order to learn. Productive handling of the role attributions (e.g. "foreigner") that they are confronted with in the course of their participation in *weltwärts* makes a meaningful difference here.

Intercultural encounters are an equally conducive factor to volunteers' engagement with development issues. In addition, seeing and experiencing social inequality in the host country correlates positively with engagement with development issues. The same is true of the education and mentoring programme.

Overall *weltwärts* has great potential for outcomes in Germany: volunteers' knowledge, competences, attitudes and engagement with development issues are, for the most part, equally high in all the cohorts analysed. The evaluation thus shows that volunteers with different lengths of time since participation in *weltwärts* are barely distinguishable from one another. This is an indication that returnees' individual knowledge, individual competences and attitudes, and engagement with development issues are largely stable.

*Effects in the volunteers' social circles:* it is not only volunteers who are changed as a result of participation in *weltwärts* but also people in their immediate social circles. Knowledge about the host country is found to be higher both in parents and in friends of newly returned volunteers. Changes are also found in parents' attitudes towards people from the host country and in friends' empathy towards people from the host country of their respective volunteers.

*Effects on civil society:* *weltwärts* acts as a "door-opener" to international as well as national networks, particularly for those sending organisations without pre-established networking structures; however, organisations which were already offering volunteer services before starting to assign *weltwärts* volunteers, or which already had sizeable networks at their disposal (the church organisations, for example), seldom forge new links. Nevertheless, *weltwärts* can also rely on existing network structures and in many cases the programme contributes to strengthening and deepening existing relationships with other organisations.

*Cross-cutting question on equitable participation in weltwärts* *weltwärts* pursues the goal of being accessible to a broad and diverse target group. Building on a "Concept for the diversification of target groups in the *weltwärts* programme" written in 2012, two competence centres were established in 2015 to reach out to people holding vocational qualifications and people with disabilities in a more targeted way and to support their participation in *weltwärts*. Special funding was also made available to cover extra disability-related needs associated with the assignment of volunteers, for example. Another sign of the special role of *weltwärts* for the inclusion of people with disabilities is that the development volunteer service is mentioned in the BMZ Action Plan for the Inclusion of Persons with Disabilities (BMZ, 2013). Activities in this area can be viewed as exemplary within German development cooperation (Schwedersky et al., 2017). Another competence centre that will be addressed to people with so-called migrant backgrounds was still at the application and establishment stage at the time of data collection.

The evaluation results show that currently, certain groups participate in *weltwärts* with above-average frequency, namely:

young people under 19 years of age, people with a university entrance qualification, women, people with a Christian faith, people who grew up in western Germany, people who self-identify as upper-class, and people without disabilities. The extent to which the different groups are over-represented varies. Furthermore, *weltwärts* volunteers are more willing to take risks, are more open, more left-wing politically, and have a more pronounced interest in development issues than people in the comparison group. Of the population groups that *weltwärts* addresses through the competence centres, only the group of people with so-called migrant backgrounds (according to the definition of the Federal Statistical Office) is not under-represented in *weltwärts* per se. It is much more the case that its low representation is associated with other factors (which do indeed also relate to migration) such as religion or education. The results of the evaluation likewise demonstrate that the goal of diversification is a worthwhile one: volunteers benefit from participation in *weltwärts*, irrespective of the particular societal groups they belong to. The positive effects are manifested in equal measure for volunteers both with and without so-called migrant backgrounds and both with and without vocational qualifications.

The result that certain population groups participate with above-average frequency in *weltwärts* must be contextualised against the background of other volunteer services' experiences. It then becomes clear that the same is true of Germany-based volunteer services, i.e. participants are not evenly distributed across all population groups, as the German Survey on Volunteering 2014 (Simonson et al., 2017) reveals. However, the same report points out that participation in volunteering can provide an impetus for later civic engagement, particularly for people with low educational attainment (Vogel et al., 2017). This again supports more vigorous pursuit of the path taken by *weltwärts* towards inclusion of diverse population groups.

Factors that currently hinder participation of the three population groups that *weltwärts* makes special efforts to address are stated to be deficits in information, e.g. about the existence of *weltwärts* itself or about whom it is open to. Non-participation of these groups is further abetted by certain, mainly structural, peculiarities of the programme

design (from the application process to the format of the education programme to the length of assignments and contributions to financing). In addition, individuals' life plans and societal structures can render participation more difficult or make it seem unappealing.

### *Efficiency*

Civil society organisations make a significant contribution to the implementation of *weltwärts*. In the Presentation of Costs section, the evaluation makes approximations of the monetary and non-monetary contributions of the sending organisations. In 2015 they contributed a monetary amount of approximately 9.0 million euros through contributions from their own funds alone. Beyond this, sending organisations incur additional costs which are not covered by the programme and often go unseen. This also comprises a significant share of work done in an honorary capacity, which is not quantified in monetary terms. Honorary work is therefore mentioned expressly under this heading as a non-monetary resource contributed by sending organisations.

### **Recommendations**

Overall, *weltwärts* is a relevant and in some respects effective and sustainable international volunteer service. The recommendations pick out identified strengths which should be built upon and potentials for improvement which should be utilised. The recommendations listed at this juncture are of a superordinate and general nature. In Section 7.5 of the evaluation report, all recommendations including concrete implementation recommendations are presented exhaustively.

#### **1. Jointly continue to develop the Programme Theory:**

After the first evaluation of the programme, collectively upheld objectives of *weltwärts* were formulated as part of the follow-up process and documented in strategy documents and funding guidelines.

The present evaluation results show that outcomes chosen for analysis do not occur on all the selected dimensions, objectives may have been formulated too ambitiously, and outcomes that are actually intended (e.g. the stabilisation of attitudes) are not incorporated in the Programme Theory. Therefore the objectives of *weltwärts* should

continue to be developed collaboratively, underpinned with indicators and collectively upheld by all the actors involved in the programme. The continuing joint development of the Programme Theory can also contribute to more effective implementation of the formulated objectives by all actors. The Programme Theory to be drafted should contain the collectively upheld and overarching principles of the programme which guide the actions to be taken by sending organisations in implementing the programme. At the same time, within this framework it should remain possible for sending organisations to choose their own focuses in terms of content.

- 2. Regularly review outcomes:** Currently, programme progress and outcomes achieved by *weltwärts* are recorded in the course of a regular process-oriented survey of volunteers and regular cross-cutting evaluations and component-specific evaluations. Sending organisations can also set up their own independent instruments to record programme progress.

Since the evaluation results indicate that outcomes are not being achieved on all the areas investigated, and that objectives should be reformulated (see Recommendation 1), it is recommended that steering and implementation processes and outcomes of *weltwärts* be reviewed regularly with the help of a collectively upheld monitoring and evaluation (M&E) system. This represents an opportunity for volunteers as well as sending and partner organisations to contribute their view of the volunteer service to the Programme Steering Committee's discussions.

The M&E system should be tailored to the needs of the programme, respect the principle of data economy, minimise workload by building on existing instruments, and not overload the limited resources for programme steering. At the same time, international standards demand that the M&E system does not remain on the process level but also permits the review of outcomes.

**3. Extend contact opportunities in the host country:**

Current *weltwärts* strategy documents refer to the fact that encounters between volunteers and people the host country are an important factor for volunteers' learning. The evaluation results show that contact at eye-level is the most significant conducive factor for the learning and personal changes that volunteers experience. Therefore *weltwärts* should go further in emphasising the significance of contact, and systematically enable volunteers to have encounters at eye-level with people in their host country.

- 4. Strengthen effectiveness in Germany:** The focus of *weltwärts* on outcomes in Germany represents a unique feature in comparison with other German international volunteer services for young adults. Despite the central programmatic significance of this phase and the high potential resulting from the returnees' above-average levels of engagement, however, as yet there is a comparatively low level of structuring to reflect this in practice. There is barely any take-up by volunteers of existing instruments to finance engagement in line with the overarching outcomes envisaged by the programme.

*weltwärts* can make even better use of returnees' strong engagement by conceptually extending the post-assignment phase, developing systematic and overarching offers and making participation more binding. For example, binding offers and promotion of seminars or workshops during the post-assignment phase could lead to greater take-up of such offers than in the past. The overarching aim should be to empower an even larger share of volunteers for effective engagement, thus enabling programme outcomes within Germany to be achieved in a more targeted way.

- 5. Intensify the pursuit of diversity:** *weltwärts* endeavours more than almost any other international youth volunteer service to address a diverse target group and to enable participation in the programme for all. This aim should be carried forward and pursued with intensified effort.

The evaluation results show that different population groups continue to be under-represented in the programme. Although the diversity of participants in other international volunteer services is similarly limited, the focus on development education in Germany in particular requires the programme to be broadly anchored in the population. This aside, it is important to exclude any discrimination caused by *weltwärts's* structures and to continue to remedy information deficits as far as possible. The aim should be to make it possible for all persons in the target group to make an informed decision on participation, unaffected by disabling structures. At the same time, numerical targets for certain population groups in *weltwärts* should be avoided and volunteers should not be selected exclusively on the basis of belonging to particular groups. The *Gemeinschaftswerk* should vigorously and steadfastly persevere with the efforts it has already embarked upon to diversify the participants in *weltwärts*.

- 6. Jointly continue to refine the programme's development profile:** The development profile of *weltwärts* was further refined after the first evaluation, at which time a focus was placed on the volunteers' learning and the transmission of their knowledge and their changed attitudes and competences in Germany.

In setting this objective, *weltwärts* is in keeping with current development agendas. The evaluation results also show, however, that continuing development of the programme proceeded largely independently of international discussions and that relevant links have not yet been made explicit in programme documents. Since development issues contribute to the relevance of the programme for volunteers, *weltwärts* should continue to refine its development profile and apply it more consistently in the assignment of volunteers. The aim of more precisely defining the development orientation should likewise be to enhance the complementarity between *weltwärts* and other international volunteer services, particularly the IJFD.

- 7. Enhance complementarity in BMZ-funded programmes:** Within Engagement Global there are a series of intersection

points of different but related programmes of development education work. Several funding programmes exist which exhibit great similarities to the financing of post-assignment activities within the scope of the Post-Assignment fund and the *weltwärts* Small-Scale Measures. The evaluation recommends the harnessing of synergies between the programmes in order to address the shortfall in complementarity.

- 8. Consolidate the *Gemeinschaftswerk*:** The evaluation results show that the steering structure of the *Gemeinschaftswerk* represents a unique feature in contrast to other international youth volunteer services. It opens up a space in which civil society and governmental organisations, volunteers and partner organisations can collectively define how a development volunteer service can be designed and supported in the era of the SDGs. The *Gemeinschaftswerk* should therefore be retained.

Although even now it amounts to a unique and complex participation structure, the evaluation results identify potential for improvement with regard to its significance for sending organisations. On the one hand, the sending organisations' perception of the *Gemeinschaftswerk* can be improved. Results show that some sending organisations perceive the *Gemeinschaftswerk* as a control structure and express the desire for more equality in the steering of the programme. Furthermore, not all sending organisations are familiar with all the *Gemeinschaftswerk's* committees. On the other hand, the structural integration of sending organisations can be improved. Not all sending organisations have equal representation on the Programme Steering Committee, since membership of advocacy networks is not obligatory. Thus, certain organisations do not currently have any say in steering via the mandated representative bodies.

Accordingly, the *Gemeinschaftswerk* should be strengthened to the effect that all actors involved in *weltwärts* collectively shape and support it. The prerequisite for this is to organise cooperation within the steering committee in such a way that sending organisations can contribute their experiences equitably



and that decisions are made and upheld collectively. At the same time, it also implies a commitment on the part of all actors to contribute to this joint further development. Moreover, the participation structure should facilitate participation or representation of all interested organisations. Consideration must be given here to maintaining capacity for action and not building up new participation structures, but rather, deepening equitable cooperation within the existing structures.

9. **Publish civil society's contributions:** To support common identification with the *Gemeinschaftswerk* by all actors involved in the programme, it is important to acknowledge and appreciate their monetary and non-monetary contributions, and likewise to be able to communicate them publicly.

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# ABBREVIATIONS AND ACRONYMS

**AAPOR**

American Association for Public Opinion Research

**ADiA**

Anderer Dienst im Ausland  
(Alternative Service Abroad)

**AGDF**

Aktionsgemeinschaft Dienst für den Frieden e. V.  
(umbrella association of German peace services)

**AGP**

Aktionsgruppenprogramm  
(Programme for Action Groups)

**AKLHÜ**

Arbeitskreis „Lernen und Helfen in Übersee“ e. V.  
(Learning and Helping Overseas Association)

**AN**

Advocacy network/s  
(German: Interessensverbund, IV)

**BAFzA**

Bundesamt für Familie und zivilgesellschaftliche Aufgaben  
(Federal Office of Family Affairs and Civil Society Functions)

**BFD**

Bundesfreiwilligendienst  
(Federal Volunteer Service)

**BFDG**

Bundesfreiwilligendienstgesetz  
(Federal Volunteer Service Act)

**BHO**

Bundeshaushaltsordnung  
(Federal Budget Code)

**BMFSFJ**

Bundesministerium für Familie, Senioren, Frauen und Jugend  
(Federal Ministry for Family Affairs, Senior Citizens, Women and Youth)

**BMZ**

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

**CATI**

Computer-assisted telephone interview

**CEval**

Centrum für Evaluation  
(Center for Evaluation)

**CG**

Comparison group/s  
(German: Vergleichsgruppe, VG)

**CSO**

Civil society organisation/s

**DAC**

Development Assistance Committee

**DC**

Development cooperation

**DED**

Deutscher Entwicklungsdienst  
(German Development Service)

**DiD**

Difference-in-differences

**DRK**

Deutsches Rotes Kreuz  
(German Red Cross)

**DW**

Development worker/s

**eFeF**

evangelisches Forum entwicklungspolitischer Freiwilligendienst  
(Protestant Forum for Voluntary Services in Development Cooperation)

**EG**

Engagement Global

**EI**

Expert interview

**EQ**

Evaluation question

**EQEB**

Evangelischer Qualitätsverbund weltwärts von Evangelischen Freiwilligendiensten und Brot für die Welt  
(Quality network of Protestant voluntary service organisations and Bread for the World)

**EU**

European Union

**EVS**

European Voluntary Service

**FEB**

Förderprogramm Entwicklungspolitische Bildung  
(Funding Programme for Development Education in Germany)

**FK Norway**

Fredskorpset Norway  
(Norwegian volunteer service)

**FÖJ**

Freiwilliges Ökologisches Jahr  
(Voluntary Ecological Service Year)

**FSJ**

Freiwilliges Soziales Jahr  
(Voluntary Social Service Year)

**GD**

Group discussion

**GIZ**

Gesellschaft für Internationale  
Zusammenarbeit GmbH  
(Federal enterprise providing  
international cooperation services)

**HDI**

Human Development Index

**HG**

Hintergrundgespräch  
(background talk)

**ICS**

International Citizen Service  
(British volunteer service)

**IG**

Intervention group

**IJFD**

Internationaler  
Jugendfreiwilligendienst  
(International Youth Volunteer  
Service)

**JFDG**

Gesetz zur Förderung von  
Jugendfreiwilligendiensten  
(Youth Voluntary Services Act)

**Kww**

Koordinierungsstelle weltwärts  
(weltwärts Coordination Office)

**LL**

Log likelihood

**M&E**

Monitoring and evaluation

**MDG**

Millennium Development Goals

**ML**

Maximum likelihood

**MV**

Mean value

**NGO**

Non-governmental organisation/s

**OECD**

Organisation for Economic  
Co-operation and Development

**OLS**

Ordinary least squares

**PFIF**

Politische Freiwilligenvertretung  
internationaler  
Freiwilligendienste  
(Political volunteers'  
representation of international  
volunteer services)

**PFQ**

Programm zur Förderung  
entwicklungspolitischer  
Qualifizierungsmaßnahmen  
(Programme to fund qualification  
measures for development NGOs)

**PO**

Partner organisation/s

**PSC**

Programme Steering Committee

**PSM**

Propensity score matching

**QN**

Quality network/s  
(German: Qualitätsverbund, QV)

**RET**

Returnee/s

**SD**

Standard deviation

**SDG**

Sustainable Development Goals

**SO**

Sending organisation/s

**UN**

United Nations

**ventao**

Qualitätsverbund Verein  
Entwicklungspolitischer  
Austauschorganisationen  
(Quality network of the  
Association of weltwärts Exchange  
Organisations in Development  
Cooperation)

**VOL**

Volunteer/s

**wwB**

weltwärts – Außerschulische  
Begegnungsprojekte im Kontext  
der Agenda 2030  
(weltwärts extracurricular  
exchange projects in the context of  
Agenda 2030)





1.

# INTRODUCTION

## 1.1

### About the evaluation

The development volunteer service *weltwärts* was founded in 2007 and is Germany's largest government-financed international volunteer service. Every year around 3,400 volunteers on average depart on assignment under the North-South component of *weltwärts*. The total number of participants to date has reached more than 30,000 young adults.

Under the *weltwärts* programme, volunteers complete a period of voluntary service in countries of the Global South – a form of civic engagement in which they commit to being available and at the service of their sending and partner organisations, full-time for 6 to 24 months, in a field of activity relevant to development cooperation (DC). Furthermore, participation in the volunteer service is intended to facilitate their acquisition of intercultural competences and reflection on their own attitudes and behaviour patterns, and to motivate them to become active in civic engagement in Germany after their return. Thus, *weltwärts* also sets out to contribute to development information and education work and to the strengthening of civil society in Germany.

By rigorously capturing the effectiveness of *weltwärts* as a development education programme, the evaluation fills previous gaps in knowledge concerning the outcomes of *weltwärts* in Germany. A first evaluation carried out in 2011 (Stern et al., 2011) did not make outcomes in Germany its central focus. Moreover, some fundamental changes to the programme have not been evaluated again since; the present evaluation analyses these primarily to determine whether they meet the needs of the different groups of actors involved in the programme. After 10 years of *weltwärts* the evaluation provides the first opportunity to gain indications of the persistence of the volunteers' individual learning, since attitudes, competences, knowledge and behaviour patterns of volunteers can be studied at progressively longer time-intervals after the period spent abroad.

The evaluation also yields information on the effectiveness and sustainability of the programme for volunteers and in Germany. Particularly in light of the Sustainable Development

Goals (SDGs) formulated in 2015, this kind of study takes on special relevance. The SDGs are addressed to the countries of the Global South and the Global North alike and thus equally warrant a focus on development processes in German society. More broadly, by measuring outcomes in a rigorous way, the evaluation contributes to advancing the status of international research on the effectiveness of development volunteer services. To date, only a few methodologically substantiated studies of this area exist (Lough et al., 2014; McBride et al., 2012; Sherraden et al., 2008).

#### 1.1.1 Goals of the evaluation

The evaluation aims to contribute to accountability about the effectiveness of *weltwärts* in terms of development policy. Since it also looks into which programme factors and which contextual conditions influence the potential outcomes, the evaluation is also meant to support the further conceptual development of the programme. In summary the two goals of the evaluation are:

- Goal 1: Providing accountability about the programme's development effectiveness in respect of the changes it brings about in volunteers as individuals and the effectiveness of the programme in Germany (*accountability function*)
- Goal 2: Supporting the *weltwärts Gemeinschaftswerk* in its further conceptual development of the programme (*learning function*)

With the first goal, the DEval evaluation of *weltwärts* is also a contribution to the performance review of the programme as defined in the Federal Budget Code (BHO; see Box 1). Concurrently, the second goal of the evaluation expresses the aspiration to contribute to learning and to the continuing development of *weltwärts* by actors involved in the programme.

**Box 1: Performance review in the Federal Budget Code**

The Federal Budget Code prescribes that “appropriate economic feasibility studies” be conducted for all measures with a fiscal impact (BHO § 7 para. 2): “For measures that extend over more than two years, and in other appropriate cases, accompanying performance reviews are to be carried out after periods of time to be defined individually or at points in time at which delimitable results or realisation of sub-components of a measure can be expected” (Section 3 of the Administrative Regulations on the Implementation of the Federal Budget Code [VV-BHO] on § 7 of the BHO). The same applies to grants from federal agencies such as the *weltwärts* programme. In the case of funding programmes, an accompanying and concluding performance review of the achievement of superordinate objectives must be conducted. Department-specific peculiarities (e.g. independent evaluation procedures) can be taken into consideration (VV-BHO on § 44, para. 11a of the BHO). It follows that DEval evaluations are to be understood as part of the measures

for the BMZ’s review of economic performance pursuant to § 7 (2) of the BHO.

The standards of effectiveness review are comparatively high: “Effectiveness reviews are conducted to ascertain whether the measure was appropriate and causal in the achievement of the objectives. In this process all intended and unintended consequences of the measure carried out are to be ascertained” (Section 3 of the VV-BHO on § 7 of the BHO). Accordingly it must be possible to establish causal links between the measures and the empirical results on effects. In addition, prior to this it is necessary to define goals and performance criteria, conduct baseline measurements and include comparison groups. Furthermore, the neutrality of the evaluators as well as the critical analysis of survey data should be ensured (Bundesrechnungshof, 2013).

**1.1.2 Object of the evaluation**

Within the framework of the North-South component of *weltwärts*, young adults between the ages of 18 and 28<sup>2</sup> can complete a 6- to 24-month period of volunteer service in a country that appears on the list of developing countries compiled by the Development Aid Committee of the Organisation for Economic Cooperation and Development (OECD/DAC). As an international youth volunteer service, *weltwärts* imposes more demanding requirements on its participants than a national volunteer service. The period spent abroad opens up new fields of learning to volunteers but also presents them with additional challenges, which the education and mentoring programme provided for them must take into account.

Participation in the volunteer service itself can be divided into four phases: preparation, period spent abroad and interim assessment, follow-up, and return to Germany (post-assignment phase). Within the scope of the education

programme, the participating volunteers receive personal, substantive and practical support during and after the period spent abroad.<sup>3</sup> During their volunteer service the volunteers work full-time in places of assignment and live locally. The post-assignment phase is less structured and formalised. It begins immediately after the follow-up seminar and focuses on the returnees’ societal engagement and particularly their engagement with development issues in Germany. The programme defines no exact end point to the post-assignment phase (BMZ, 2016a).

*weltwärts* potentially has outcomes in three domains: outcomes in the host country, individual outcomes for volunteers, and outcomes in Germany. The present evaluation concentrates on the broad domains of “outcomes of participating in *weltwärts* for the individual volunteers” and “outcomes of *weltwärts* in Germany”. The third outcome domain is not analysed empirically.<sup>4</sup> The object of the evaluation can thus be circumscribed as follows:

<sup>2</sup> People with disabilities are eligible for an assignment up to the age of 30.

<sup>3</sup> Currently 25 obligatory seminar days are specified within the scope of the education programme.

<sup>4</sup> This emphasis was decided upon jointly with representatives of the reference group.

- Domain of individual outcomes: effects of the programme on the volunteers. The central question is the effect of the period spent abroad, including the education and mentoring programme, on the competences, knowledge, attitudes, personality and behaviour of volunteers.
- Domain of outcomes in Germany: effects of the programme in Germany. A central focus here, alongside the behaviour of returnees, especially their engagement with development issues, is the building and strengthening of networks among development and civil society organisations.

### 1.1.3 Evaluation questions

The central evaluation questions are structured in accordance with the evaluation criteria of the OECD/DAC and the Federal Ministry for Economic Cooperation and Development (BMZ), namely relevance, effectiveness, efficiency, development impact, and sustainability. Furthermore, the coherence, complementarity and coordination of the *weltwärts* instrument with other comparable programmes is analysed (BMZ, 2006). Finally, a cross-cutting question is addressed to equitable participation in *weltwärts* by different population groups. The top-level evaluation questions (EQ) formulated under each of the given evaluation criteria are presented in the section below.<sup>5</sup>

#### Box 2: Definitions of the evaluation criteria

The present evaluation is oriented to the evaluation criteria as defined in the Federal Ministry for Economic Cooperation and Development's orientation document (BMZ, 2006). Not all criteria can be analysed to the same depth or are readily applicable when the object of the evaluation is an entire funding programme. The evaluation follows the definition of the criteria of effectiveness and development impacts for the most part (for a detailed definition see BMZ, 2006). The evaluation criteria of relevance, sustainability and efficiency and of coherence, complementarity and coordination are used and/or adapted for the present evaluation, as follows:

- *Relevance*: In the course of this report, relevance is defined as the extent "to which the goals of the development measure coincide with the needs of the target groups, [...] the global development goals and the fundamental orientation of the German government's development policy" (BMZ, 2006, p. 3).<sup>6</sup> The relevance of the programme for the target groups is determined by analysing whether particular elements of the programme (Post-Assignment component, steering structure, administrative conditions) meet the needs of the volunteers and the sending organisations and are what they actually demand.
- *Sustainability*: According to the definition, what is assessed under the criterion of sustainability is "how far the positive effects of the development measure persist beyond the end of the support" ((BMZ, 2006, p. 7). This is the definition followed by the evaluation. Sustainability is analysed particularly from the viewpoint of the persistence of effects. The stability of the context from social, economic, political and ecological viewpoints, which are other aspects suggested by the criterion, is not subjected to in-depth analysis as part of the present evaluation. Nevertheless, this more comprehensive understanding of sustainability, which is of growing significance especially in the light of the SDGs, is covered insofar as aspects of ecological, social and economic sustainability are integral to the volunteers' attitude changes and to their engagement.
- *Efficiency*: Under the heading of efficiency, in accordance with the definition, the analysis investigates the "appropriateness of resources employed for the development measure in relation to the results thereby achieved" (BMZ, 2006, p. 5). No mapping of costs and effects is undertaken as part of the present evaluation, however. Under the efficiency criterion, the evaluation contributes to the programme's cost-transparency by describing the costs.

<sup>5</sup> A full overview of the detailed evaluation questions and assessment criteria and indicators are found in the Evaluation Matrix, which is reproduced in Annex 9.1.

<sup>6</sup> Throughout this report, quoted passages from German sources have been translated into English for convenience.

- *Coherence, complementarity and coordination:* The definition proposed in the orientation document is addressed to development measures in partner countries and focuses on “coordination of donors with and among one another” (BMZ, 2006, p. 8). Since *weltwärts* operates in the context of similar instruments and programmes of both the BMZ and other federal government departments, the coordination of *weltwärts* with these programmes and government departments

will be analysed under the evaluation criterion. In this regard, an empirical focus is placed on the elements of complementarity (meaning the unique features of *weltwärts* in contrast to other instruments or programmes) and coordination (meaning coordination between different programmes so as to avoid overlaps and thus establish complementarity). No specific evaluation question on coherence was asked.

#### Relevance:

- Evaluation question 1: How relevant is *weltwärts* for volunteers and sending organisations?
- Evaluation question 2: How relevant is *weltwärts* as an instrument of German development cooperation?

The analysis under the first evaluation question covers the relevance of particular aspects of *weltwärts*, such as the Post-Assignment component, for the target group of (potential) volunteers and for sending organisations. One of the questions pursued is whether each of the programme’s elements meets the needs of the target groups and is taken up by them. The main emphasis of the second evaluation question is the contrast with other BMZ measures and programmes for development education work as well as the relevance of *weltwärts* in the context of current development approaches (SDGs/Agenda 2030 and Charter for the Future).

#### Effectiveness:

- Evaluation question 3: What effects does *weltwärts* have on the competences, knowledge, attitudes and personalities of volunteers, and what factors influence effectiveness?
- Evaluation question 4: What effects does *weltwärts* have on the behaviour of returnees, and what factors influence effectiveness?
- Evaluation question 5: What effects do volunteers have, after returning to Germany, on the knowledge, attitudes and behaviour of other people, and what factors influence effectiveness?
- Evaluation question 6: What effects does *weltwärts* have on the strengthening and networking of sending organisations, and what factors influence effectiveness?

As well as the detailed analysis of individual changes in volunteers’ competences, knowledge, attitudes and personalities, the effect of *weltwärts* participation on the volunteers’ behaviour after returning to Germany is also analysed. Furthermore, the effectiveness of the programme in Germany is captured on the basis of the transmission of knowledge, attitudes and behaviour patterns to the returnees’ immediate social circles (i.e. family and friends). Finally, effects of the programme on the networking of sending organisations are presented. For each question, not only is the effectiveness of the programme analysed, but factors are also identified which exert an influence on intended outcomes.

#### Efficiency:

- Evaluation question 7: What are the costs of *weltwärts* in aggregate and itemised for the different programme components and actor groups, currently and over time?

To answer this question, financial and non-financial inputs from governmental and non-governmental actors over time are analysed.

#### Development impacts:

- Evaluation question 8: What development impacts does *weltwärts* achieve in German society?

In order to capture the development impacts of *weltwärts*, the analysis looks at the programme’s broad-scale effectiveness, its model function, and structure-building as a result of activities undertaken by returnees as well as sending organisations.

Sustainability:

- Evaluation question 9: How persistent are the individual effects of participation in *weltwärts* for returnees?

Central to this evaluation question is the persistence of acquired knowledge and competences, changed attitudes and personality aspects, and civic engagement resulting from the period spent abroad. There is a particular interest in how individual dispositions are manifested as the time-interval since participation in *weltwärts* progressively lengthens.

Coherence, complementarity and coordination:

- Evaluation question 10: How coherent is *weltwärts*, how complementary and how coordinated is it with other international youth volunteer services and development education work in Germany?

The main focus under this evaluation criterion in concrete terms is the complementarity of *weltwärts* to other international youth volunteer services in Germany, and the coordination of implementation of different volunteer services. Also analysed is the complementarity of *weltwärts* to other instruments of development education work.

Cross-cutting question on equitable participation in *weltwärts*:

- Evaluation question 11: Which population groups are not participating in *weltwärts* and benefiting from the positive effects of programme participation proportionately to their share of the population?

The programme actively seeks to promote the participation of persons with disabilities, with vocational qualifications, and with so-called migrant backgrounds. As part of the present evaluation, their participation in the programme and in the positive effects of the programme are analysed. In addition to these, other individual and sociodemographic factors are identified which correlate with the under-representation of certain population groups within the overall group of actual volunteers.

## 1.2

### About the object: the development volunteer service *weltwärts*

#### 1.2.1 Development volunteer services – an international comparison

It was after the end of the Second World War that work camps and international volunteer services were first organised on a large scale, partly to help with reconstruction work but also with the intention of contributing to greater understanding and a more peaceful world. The vast majority of these early international volunteer services were supported by civil society actors such as church-based organisations.

The catalyst for the government funding of international volunteer services with an explicit link to development was the founding of the Peace Corps in the USA in 1961 (Peace Corps, 2017). By 1965, similar programmes had been established on the US model in Argentina, Australia, Belgium, Canada, Denmark, France, Germany, Israel, Italy, Japan, Liechtenstein, New Zealand, the Netherlands, Norway, Sweden, Switzerland and the United Kingdom (Cobbs, 1996).

Thanks to the government funding, the set-up of state volunteer services transformed over three decades into more professional services which were aimed explicitly at achieving (improved) outcomes in the host country. This was manifested in such aspects as the duration of assignments, the educational qualifications of volunteers and their age: among the state-funded services, two-year volunteer assignments became established internationally back in the 1960s. As a worldwide average, the mean age of volunteers in 1990 was already over 30 years (Lough, 2015). Often volunteers had at least a post-secondary educational qualification. While many volunteer services run by civil society and private-law organisations remained open to young adults, the state-run volunteer services only began to establish explicitly youth-oriented volunteer services and funding components once again in the 1990s.

Today the historically evolved field of development youth volunteer services is extremely diverse. At the time of the evaluation, ten OECD member states had a development

youth volunteer service or a development volunteer service with an explicitly youth-oriented funding component.<sup>7</sup> By international comparison, *weltwärts* is one of the largest youth volunteer service programmes in terms of its financial scope and the numbers sent on assignments. Only the Peace Corps is markedly larger, both in terms of its financial scope (around € 365 m. in 2016) and regarding the number of assigned volunteers (approx. 7,000 volunteers per year on average; Peace Corps, 2016).

In terms of the programme's design, which is expressed *inter alia* in the mode of financing and in the executing structure, *weltwärts* is comparable with the British International Citizen Service (ICS) and the Norwegian *Fredskorpset* (FK Norway); all three programmes are conceived as governmental funding programmes and are implemented by civil society executing organisations. Other programmes are realised on the basis of different modes of financing. Some are both financed and implemented by the same government institutions (e.g. Peace

Corps, Japan Overseas Cooperation Volunteers), while others finance project work, within which civil society organisations can apply for funds for volunteer service programmes (e.g. Canada's Volunteer Cooperation Program).

Regarding the duration of assignments, following Euler et al. (2016) youth volunteer services can be subdivided into short-term programmes (duration under 1 year) and long-term programmes (duration over 1 year). Furthermore, they differ in their objectives and can be subdivided into learning services (volunteers' learning about development issues) and technical services (development impacts in the host country). By international comparison, *weltwärts* is the only government-financed programme that by design combines a learning service with a long-term duration of service. All other government-financed youth volunteer service programmes with an explicit link to learning – for example ICS and FK Norway – are designed as short-term services (Euler et al., 2016).

### Box 3: Excursus: scientific findings and evaluation results on the effectiveness of international volunteer services

A large number of different evaluations and studies have dealt with the question of the effectiveness of international volunteer services. It must be mentioned, however, that most of these studies permit only a limited causal attribution of effects to participation in the volunteer service, since in very few cases were both volunteers and a comparison group surveyed before and after participating (AmeriCorps, 2007, 2008; McBride et al., 2012). Also, no use was made of qualitative approaches capable of prompting statements about the causality of changes.

In summary, these evaluations of international development and international youth volunteer services indicate that volunteers can change as a result of participating in a volunteer service. They learn general competences such as a language, technical competences, leadership and team-building competences (Becker et al., 2000; ECORYS, 2013; Fitzmaurice, 2013; Powell and Bratović, 2007; Sherraden et al., 2008) or intercultural competences (Fitzmaurice, 2013;

Lough et al., 2009; McBride et al., 2012; Sherraden et al., 2008; Yashima, 2010). Volunteers can also acquire new knowledge in the course of their stay abroad, e.g. about global dependencies, from which they gain a raised awareness of global structures (McBride et al., 2012). In addition, changes in their own self-perception can occur, which can be assigned to the personality dimension. For example, volunteers may gain increased self-confidence, self-efficacy or openness (Fitzmaurice, 2013; Sherraden et al., 2008). Furthermore, volunteers' attitudes can change, even if the findings on this aspect are not clear-cut (AmeriCorps, 2007; ECORYS, 2013; Lough et al., 2009; Sherraden et al., 2008). In contrast, the findings regarding changes in civic engagement of volunteers after their return are comparatively consistent (AmeriCorps, 2007; ECORYS, 2013; Lough et al., 2009; Sherraden et al., 2008). Finally, existing studies refer to changes in the social capital of volunteers, partly as a result of striking up new relationships (AmeriCorps, 2007, 2008; McBride et al.,

<sup>7</sup> These ten OECD member countries are: Austria (*Auslandsaufenthalte als Teil der Entwicklungspolitischen Kommunikation und Bildung in Österreich*), Canada (*Volunteer Cooperation Program and International Youth Internship Program*), France (*France Volontaires*), Germany (*weltwärts*), Japan (*Japan Overseas Cooperation Volunteers*), South Korea (*World Friends Korea*), Luxemburg (*Service volontaire de coopération*), Norway (*Fredskorpset Norway*), the USA (*Peace Corps*) and the United Kingdom (*International Citizen Service*).

2012), and in their occupational orientation (AmeriCorps, 2007, 2008; Fitzmaurice, 2013; McBride et al., 2012; Sherraden et al., 2008). A few studies draw attention to

the fact that volunteer service overall can be a very formative experience for volunteers (Fitzmaurice, 2013; Lough et al., 2009; Sherraden et al., 2008).

### 1.2.2 Historical and current contextualisation of *weltwärts*

The historical emergence of international volunteer services in other countries of the Global North was mirrored in Germany. Germany's earliest international development volunteer services date back to the 1960s (Doc. 1<sup>8</sup>). At the beginning they were predominantly peace-policy oriented; their aim was to overcome prejudices and contribute to international understanding after the two World Wars. 1969 saw the adoption of the German Development Workers Act (EhfG). Among other things, it laid down statutory regulations for the German Development Service (DED), established in 1963 on the model of the Peace Corps.

With the progressive professionalisation of the development service, an early separation was made between official, professionally staffed development services, on the one hand, and the international volunteer services, on the other (Euler, 2007).<sup>9</sup> Accordingly, for some long time international youth volunteer services – unlike national volunteer services – were neither state-regulated nor state-funded (Fischer, 2012). Government-financed programmes were only introduced in the 1990s and 2000s (Engel, 2012; Stemmer, 2009). The expansion of the Voluntary Social Service Year (FSJ) and the Voluntary Ecological Service Year (FÖJ) to countries outside Germany and the introduction of the European Voluntary Service (EVS) played a key role in this in the 1990s. Only the founding of *weltwärts* in 2007, however, instigated government funding of international volunteer services on a large scale, and other government-financed international youth volunteer services were established (Fischer and Haas, 2012; Stemmer, 2009).

In other respects, too, the founding of *weltwärts* had a notable effect on the numerous pre-existing civil society organisations

which often sent volunteers on assignment under the auspices of volunteer services regulated under private law. *weltwärts*, which originally aimed to send up to 10,000 volunteers per year on assignment (Engagement Global, 2017a), was effectively the impulse for the establishment of a series of other government-financed volunteer services and consequently, because of its size, increasingly led organisations that previously had no links with development volunteer services to start offering such placements.

Meanwhile *weltwärts* can be placed in the context of a series of other international youth volunteer services in Germany. Some examples to mention are the Voluntary Social Service Year (FSJ) and the Voluntary Ecological Service Year (FÖJ) abroad, the European Voluntary Service (EVS), *kulturweit*, and the International Youth Volunteer Service (IJFD), all of which are state-funded volunteer services, and diverse private-law volunteer services (Doc. 1; Fischer, 2011; Stemmer, 2009). Common to them all is that they are addressed to young people between approx. 17 and 30 years of age.<sup>10</sup> *weltwärts* is the largest international youth volunteer service in Germany: of all young adults who took part in a state-funded international volunteer service in 2014, 47.6 % were sent on assignment through *weltwärts*; 40.3 % of them took part in the IJFD, 6.8 % in the European Voluntary Service, 4.4 % in *kulturweit*, 0.6 % in Alternative Service Abroad (ADiA) and 0.3 % in the Voluntary Social Service Year/Voluntary Ecological Service Year abroad (N = 6,574; AKLHÜ, 2015).

### 1.2.3 From “learning through active helping” to “learning service”

The introduction of *weltwärts* is the outcome of a long-running political debate about how to do justice to young adults' interest in spending time and committing to civic engagement

<sup>8</sup> To preserve the confidentiality of unpublished documents provided to DEval, these are cited within the text in the form “Doc.” plus a sequential number, and do not appear in the bibliography

<sup>9</sup> The German Development Service (DED) was evaluated in 2016 by the German Institute for Development Evaluation (DEval; Roxin et al., 2016). While the DED exhibits great similarities with the features of the international volunteer services outlined above, development workers today are qualified experts who are mainly expected to contribute to outcomes in the host countries. Although the learning aspect is equally constitutive for development workers, outcomes in the partner country are the stronger focus.

<sup>10</sup> The IJFD supports young people aged between 18 and 26 for stays abroad of between 6 and 18 months (BMFSFJ, 2014); *kulturweit* likewise supports young adults between the ages of 18 and 26 for 6-month or 12-month stays abroad (*kulturweit*, 2016); EVS supports young people aged between 17 and 30 for a period of between 2 and 12 months (Europäischer Freiwilligendienst, 2016); FSJ/FÖJ abroad supports young adults up to the age of 27 for stays abroad lasting 12 months (BMFSFJ, 2016).



in the Global South. In the year 2002 the German Bundestag called upon the federal government in a resolution to develop a youth programme for “Solidarity Learning” in the development policy sector. This resolution noted the absence of any conceptual and financial support for young people’s engagement in so-called developing countries (Deutscher Bundestag, 2002).

With the combined aim of responding to this demand and strengthening development education work in Germany, the BMZ eventually introduced *weltwärts* in 2007 at the initiative of the then Federal Minister, Heidemarie Wiecezorek-Zeul (Miltzsch, 2011). The first volunteers were sent on assignment in 2008. The financial support was mainly intended to benefit people from low-income families and women, who were excluded from military service and could not therefore take advantage of the ADiA programme (Stern et al., 2011).

Although *weltwärts* is a relatively recent programme, it has undergone a series of far-reaching changes in content and structure since it was founded (see Figure 1). The programme’s development can be subdivided roughly into two phases: an initial phase from 2007 up to the first evaluation of the programme in 2011, which culminated in a follow-up process designed along participatory lines, and a second phase which began with newly-adapted programme objectives and structures and has involved continuous adaptation and change to the programme up to the time of writing (2012–2017).

### Initial phase: “Learning through active helping”

The original motto of *weltwärts* was “Learning through active helping” (BMZ, 2007, p. 4). Development impacts in the host country ranked alongside individual learning effects for the volunteers themselves as the programme’s primary aims. This dual objective, combining “learning” with “helping”, contributed to a biased perception in the public mind. As the voluntary sector press-clippings service “*Pressespiegel Internationale Freiwilligendienste*” shows in relation to the initial phase of *weltwärts*, 55 out of 80 articles represented *weltwärts* volunteers as “*Entwicklungshelfer*” (“development helpers”, as development workers are called in German). Only nine articles gave

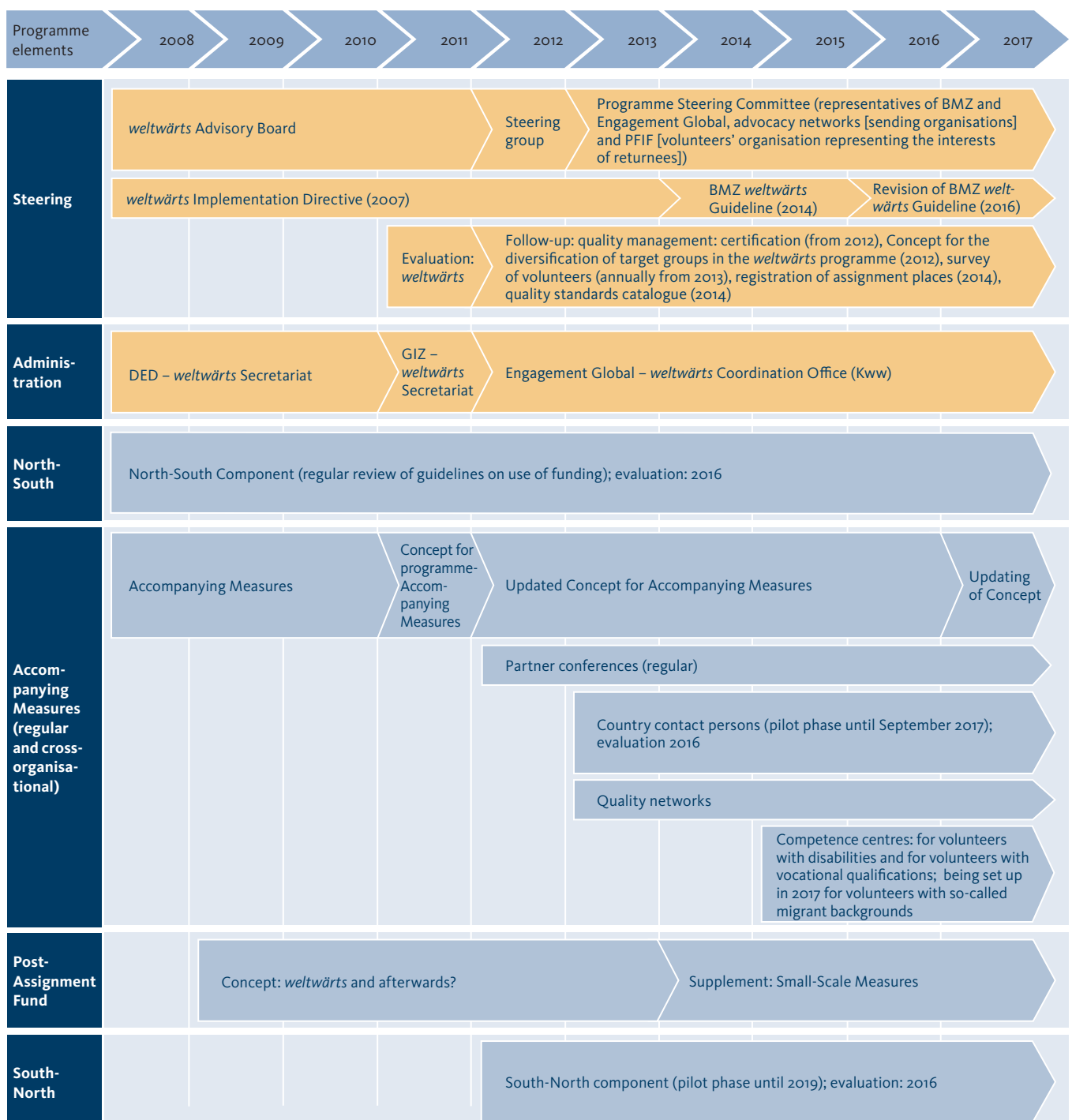
prominence to the learning aspect of *weltwärts* (Rosenboom, 2009, p. 31).

In the initial phase, volunteers from Germany only were sent on assignment to countries of the Global South (North-South component). From the very start of the programme, alongside the funding line for the sending of volunteers another financing component for Accompanying Measures existed and was initially paid directly by the BMZ. In 2009 a Post-Assignment component was introduced which could be used by volunteers to fund activities after their return. A Post-Assignment Concept, “*weltwärts und danach?*” [“*weltwärts and Afterwards?*”], which had been adapted progressively over the course of the programme, was drawn up in the same year (BMZ, 2014a).

Originally, *weltwärts* was formally steered by the BMZ and an Advisory Board made up of representatives of different national *weltwärts* actors, which was supported in its work by expert and working groups. Administrative aspects of implementing *weltwärts* were carried out by the *weltwärts* Secretariat, which was organisationally assigned first to the former German Development Service (DED) and then to the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ). Particularly in the programme’s start-up phase, many initiatives for its continuing development were instigated by sending organisations as well.

### Adaptation phase: *weltwärts* as a learning service

As a result of the evaluation of the programme completed in 2011 (Stern et al., 2011) and the subsequent participatory follow-up process in which civil society and volunteer representatives were involved (Engagement Global, 2014a), the thematic emphasis of *weltwärts* was fundamentally reorientated. The goal was to bring new definition to the programme’s development profile. Since then, outcomes in the host country have no longer been a major focus. On the one hand, *weltwärts* is still aimed at helping to strengthen civil society in host countries; on the other hand, there is now a reduced expectation of outcomes in host countries at the target group level, in the sense of “catch up development”.

Figure 1: Changes in the *weltwärts* programme

Source: own presentation

Note: weltwärts was founded in 2007. Since the first cohort were sent on assignment in 2008, the figure shows the period from 2008.

Instead, aspects of *weltwärts* as a learning service are being brought into the spotlight. The primary objective is to facilitate the volunteers' learning in line with the concept of "Global Learning"<sup>11</sup> and the transmission of their knowledge and attitudes following their return to Germany, e.g. in the form of civic engagement (BMZ, 2014a). This objective seems to be of topical relevance in the light of increasing societal discussions about global themes relevant to development policy, as for example in the context of the public controversy about migration and refugees.

The substantive debate about the development profile of *weltwärts* was also reflected in its funding components. In order to complement the assignment of volunteers from the Global North to the Global South, from 2013 a South-North component was introduced, initially as a pilot phase, which facilitates the placement of volunteers from the Global South in civil society organisations in Germany. This means that four components of *weltwärts* exist today, each of which is backed with its own funding line. The core activity of sending volunteers on assignment is financed by the following components:

1. the North-South component and
2. the South-North component.

In addition, flanking instruments exist to support implementation quality as well as effectiveness:

3. the Post-Assignment component, within which measures undertaken by returnees and measures for returnees can be financed, and
4. the Accompanying Measures component,<sup>12</sup> which finances diverse measures to raise the quality of *weltwärts*, like the pilot phase of country contact persons,<sup>13</sup> for instance.

Throughout the present evaluation, these four funding lines are referred to as components. It is particularly important to make the conceptual distinction between the Post-Assignment component and the post-assignment phase for volunteers. While the "Post-Assignment component" refers to the funds (Post-Assignment Measures fund and Small-Scale Measures fund) that can be used by former volunteers or sending organisations, the "post-assignment phase" refers to the entire period of time – the duration of which remains unspecified by the programme – following the period spent abroad.

In order to address and support under-represented population groups in a more targeted way in the context of *weltwärts*, a "Concept for the diversification of target groups in the *weltwärts* programme" was adopted in the aim of driving forward "social inclusion" in *weltwärts* (understood as the opportunity [...] to achieve more diversity in the programme"; Engagement Global, 2015a, p. 3). One measure under this strategy was the establishment of so-called competence centres.

The aim of the "Competence Centre for Inclusion", based at *bezev e. V.*, is to facilitate the continuing and increasing efforts to send people with disabilities on assignment (bezev, 2014). Since 2015 (and previously, from 2012 to 2014, in the form of the "Inclusive Volunteer Service – *weltwärts* alle inklusive!" pilot project), it has been advising young adults with disabilities as well as sending and host organisations about support needs and options and about the additional resources required and extra costs involved in recruiting, supporting and sending volunteers with disabilities on assignments. Among other services, *bezev* offers information material and training sessions (bezev, 2017).<sup>14</sup>

<sup>11</sup> The term "Global Learning" is not always defined in a standard way. In essence, "Global Learning aims at forming individual and collective competence for action in the spirit of global solidarity. It promotes respect for other cultures, ways of life and world-views, sheds light on the preconditions for one's own positions and enables sustainable solutions to be found for common problems" (VENRO, 2000, p. 13). Global Learning should enable people to recognise global relationships and dependencies, evaluate people's different systems of norms, and to act with self-efficacy. The "Global Learning" concept does not merely define and qualify the goals of learning, however, but represents a holistic concept of learning and provides educational measures and approaches (Siege and Schreiber, 2015). The term "Global Learning" is sometimes used synonymously with "development education work" or "educational offers" (as for example in Jungk, 2010). The present evaluation takes its reference from the VENRO definition.

<sup>12</sup> The term "Accompanying Measures" subsumes all the measures that promote the quality and intended development impact of *weltwärts* and contribute overall to sharpening the focus of the programme's profile.

<sup>13</sup> Since the end of 2013 the quality networks have been deploying Country Contact Persons in the host countries. These support the programme, and the sending organisations in particular, by cooperating with the German embassies and the authorities responsible for residency formalities, and by making information available (e.g. on visa regulations, residency and work permits, health and security; Engagement Global, 2013b).

<sup>14</sup> The activities of *weltwärts* in the area of inclusion are also an object of the "BMZ Action Plan for the Inclusion of Persons with Disabilities" (BMZ, 2013), and hence also of the DEval evaluation of the Action Plan (Schwedersky et al., 2017).

Based since 2015 at *IN VIA Köln e. V.*, the “Competence Centre for Young People with Vocational Qualifications” hopes to raise the proportion of volunteers with vocational qualifications and/or comparable aptitude (IN VIA, 2016; also note that IN VIA has been active in reaching this target group since 2012 [Engagement Global, 2017b]). Advice, information events and trainings for potential volunteers on vocational programmes and for sending organisations are part of the competence centre’s activities (Engagement Global, 2017b).

A third competence centre – the “Competence Centre for people with so-called migrant backgrounds” – is scheduled to be formed by the organisations SAGE Net e. V., transfer e. V. and Jappoo NRW e. V. At the time of data collection, this was still in the application phase (Engagement Global, 2017c). The objectives of this competence centre will include boosting the participation of people with so-called migrant backgrounds in the *weltwärts* programme, attracting more migrant-run sending organisations to the *weltwärts* programme, and finally, increasing sensitivity to discrimination and racism among all the actors involved in the *weltwärts* programme (Doc. 2).

Having put in place the “Concept for the diversification of target groups in the *weltwärts* programme” and founded the competence centres, *weltwärts* is one of the few volunteer service programmes which explicitly supports targeted outreach to different population groups, and backs this with financial resources.

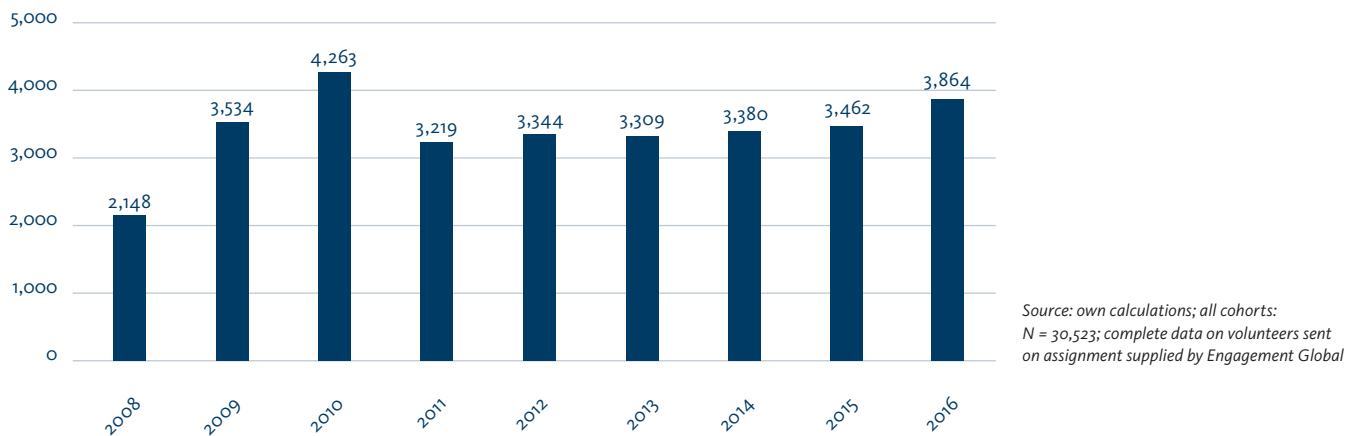
In order to ensure a high-quality volunteer service with a decentralised structure, in which the civil society sending organisations are responsible for the implementation of the programme, the quality management of *weltwärts* was also strengthened. For example, independent certification of sending organisations was introduced, which defines criteria such as minimum standards for the education programme. Furthermore, quality networks were founded which function as liaison partners for the sending organisations on issues of the quality of assignments. Every sending organisation is

obliged to become a member of one of the quality networks. Finally, an obligatory questionnaire for newly-returned volunteers was introduced as a monitoring instrument (Engagement Global, 2014a).

Apart from the change in thematic emphasis, the *weltwärts* steering structure was also fundamentally changed in accordance with the recommendations set out in the 2011 evaluation. The aim of this reform was to improve the cooperation between state and civil society in the *Gemeinschaftswerk* [collective venture], reinforce the sending organisations’ ownership of the programme, and cement civil society’s responsibility for implementation. Since then the steering of the programme has been carried out by the Programme Steering Committee (PSC). The PSC is composed of representatives of the BMZ, Engagement Global, the sending organisations (via their voluntary membership in advocacy networks) and representatives of the returnees. In addition, according to the procedural rules of the PSC, appropriate participation of partner organisations (PO) must be secured (BMZ, 2015a). Accordingly, *weltwärts* calls itself a *Gemeinschaftswerk*, a collective venture, of state and civil society actors. PSC decisions are supposed to be reached in consensus.<sup>15</sup> Until the beginning of 2017 there were two permanent working groups (Quality and Procedures) as well as ad-hoc working groups to support the PSC on the thematic side (BMZ, 2015a). As of the start of 2017 these two working groups were dissolved. Currently there are only topic-specific working groups, which are mandated with a particular task and remain in existence until their task is concluded.

All in all, *weltwärts* in its second phase can be described as a dynamically transforming, innovation-oriented programme. Changes prompted by the first evaluation were implemented over the course of time and the programme is being adapted constantly. This extraordinary capacity to make continuous advances in development is distinctive to *weltwärts*.

<sup>15</sup> Should it be impossible to reach a consensual decision, the BMZ as funding agency and holder of overall political responsibility for the programme has the final right of decision, although so far there has only been one occasion when it needed to make use of this right.

**Figure 2: Number of annual assignments under the weltwärts programme (2008–2016)<sup>16</sup>**

#### 1.2.4 weltwärts in figures: volunteers and sending organisations<sup>16</sup>

##### Volunteers: number, host countries and socio-demographic background

Since the first *weltwärts* cohort<sup>17</sup> was sent on assignment in 2008, more than 30,000 young adults have completed assignments. As Figure 2 shows, the annual *number* of volunteers sent on assignment rose very markedly from 2008 to 2010, from 2,227 to 4,297 volunteers.<sup>18</sup> In 2011, the number dropped to 3,186 volunteers and thereafter remained at a constant level of approximately 3,400 volunteers per year on average. The comparatively strong growth in the year 2016 can partly be traced back to the fact that, in the same year, no other placements were financed by the IJFD. Sending organisations therefore applied for more volunteer placements under the *weltwärts* programme than in previous years.

Ever since *weltwärts* was established, the *distribution of volunteers across the different host countries* has remained largely constant. Every year over 40 % of the volunteers are sent to Latin American countries. The share of volunteers sent to African countries is 37 % on average. Asia follows in third

place with an average of 19 % of the volunteers. The percentage of volunteers placed in European countries and in Oceania is low. Figure 3 shows that across all cohorts, there are certain countries – including India, South Africa, Tanzania, Bolivia and Peru – to which volunteers are preponderantly sent.

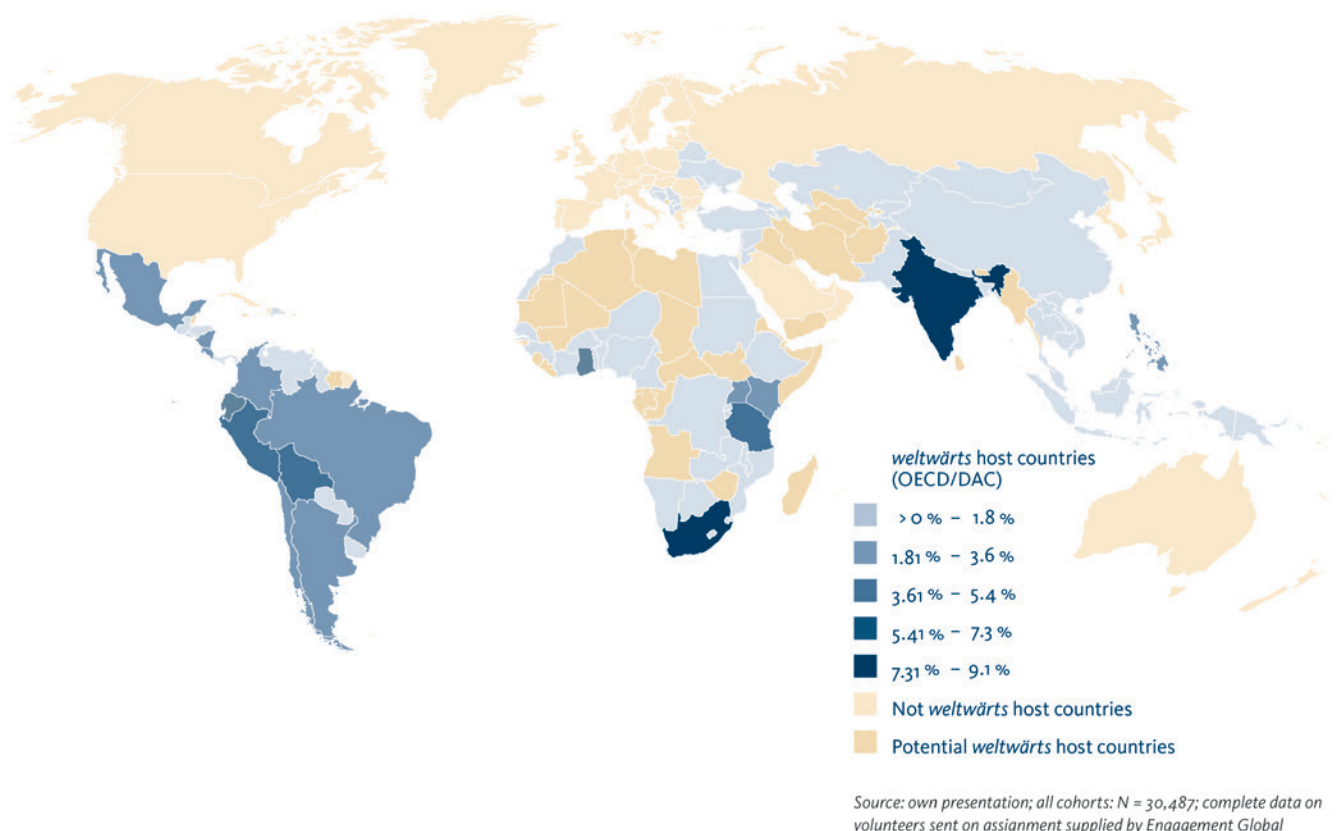
Closer scrutiny of the *age structure of the assigned volunteers* reveals that although *weltwärts* is open to young adults aged between 18 and 28, across all cohorts 70 % of volunteers are under 20 years old at the beginning of their stay abroad (18 years: 30 %, 19 years: 40 %). Only around 6 % are aged 25 years or older (N=30,522). A similar over-representation is found in the *distribution between men and women*. On average almost two-thirds of *weltwärts* volunteers are women and one-third are men (female: 65 %, male: 35 %, N = 30,463). Moreover, the absolute number of women participating increased constantly between 2010 and 2013. Since then it has remained roughly level. In 2015 the share of female volunteers reached a peak of around 70 % (N = 3,462). The abolition of obligatory military service in 2011 may have contributed to this, since participation in *weltwärts* was recognised as Alternative Service Abroad (ADiA).

<sup>16</sup> Complete data for the assignment year 2016 was not available at the time of the data analysis. To ensure the currency of the data, incomplete data for the number of assignments in 2016 is also reported, which covers assignments up to 30.10.2016. Since not all sending organisations follow the same assignment cycles, a small number of volunteers are also sent on assignment after October 30 of each year.

<sup>17</sup> For the purposes of this evaluation, all volunteers departing on assignment in a calendar year are defined as a cohort.

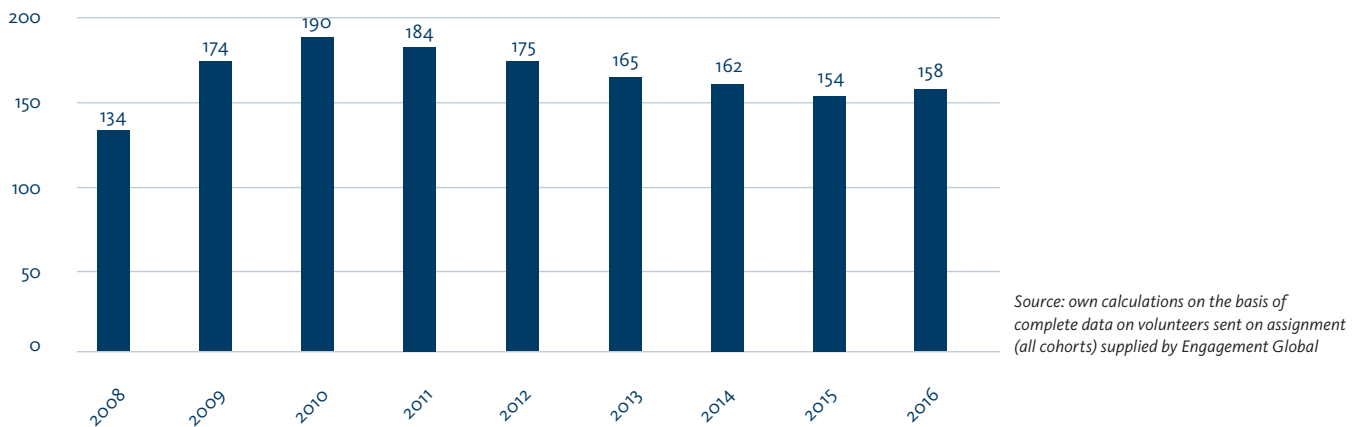
<sup>18</sup> This marked rise in the first few years of the programme goes back to the original target of sending up to 10,000 volunteers per year on assignment. This target was dropped after the first evaluation of the *weltwärts* programme in 2011 advised against it. Furthermore, financing issues after the programme's rapid early growth contributed to the decline in the numbers of volunteers sent on assignment.

Figure 3: Distribution of all *weltwärts* volunteers in OECD/DAC countries



Not all *population groups* are evenly represented among *weltwärts* participants. In the course of the first *weltwärts* evaluation it was noted in this regard that 97 % of volunteers from the cohorts 2008–2010 held an upper secondary school leaving/university entrance certificate as their highest educational qualification (Stern et al., 2011). Persons “holding a lower or intermediate secondary school leaving certificate and vocational qualifications [...] or with other aptitude along with relevant personal experience” (BMZ, 2014b, p. 5), barely took part in *weltwärts*. The sending organisations attached to the “Competence Centre for People with Vocational Qualifications” did, however, increase the share of volunteers with vocational qualifications sent on assignment from 3 % in 2012 to 11 % in 2014, which placed them above the programme-wide average (IN VIA, 2016). A low participation rate is also noted for people with disabilities. The results of the first evaluation indicated that fewer than 1 % of *weltwärts* volunteers had a recognised

disability, as defined in Book One of the German Social Code (SGB I; Stern et al., 2011). Nevertheless, according to information from the “Competence Centre for Inclusion”, an increase in the absolute numbers of volunteers with disabilities sent on assignment can be attested: whereas prior to 2012 (i.e. before the “*weltwärts* everyone inclusive!” pilot project) the *weltwärts* programme as a whole had sent only around 5 volunteers with disabilities on assignment, by the time the data was collected for this evaluation approximately 32 such volunteers had been sent on assignment. For 2016/2017 plans are being made for approx. 18 others (Doc. 3). In the surveys of volunteers it could also be shown that for volunteers who returned in 2013 and 2014, 12 % and 13 % respectively had a so-called migrant background (uzbonn, 2014, 2015).

**Figure 4: Number of sending organisations in the years 2008–2016**

### Sending organisations: number, networks and size

The assignment of volunteers within the North-South component of *weltwärts* is implemented by a large number of different civil society sending organisations. In total 244 sending organisations to date have sent volunteers on assignment under the *weltwärts* programme. In the first few years of the programme, the number rose from 134 in 2008 to 190 in 2010. In the subsequent years, however, the number of sending organisations continuously decreased. In 2015 *weltwärts* volunteers were sent on assignment by 154 sending organisations. Only in 2016 was there a year-on-year rise once again to 158 sending organisations.

Overall the headquarters of current sending organisations are distributed throughout Germany (see Figure 5). Concentrations of sending organisations can be observed in Berlin and in the Rhine-Ruhr region, however.

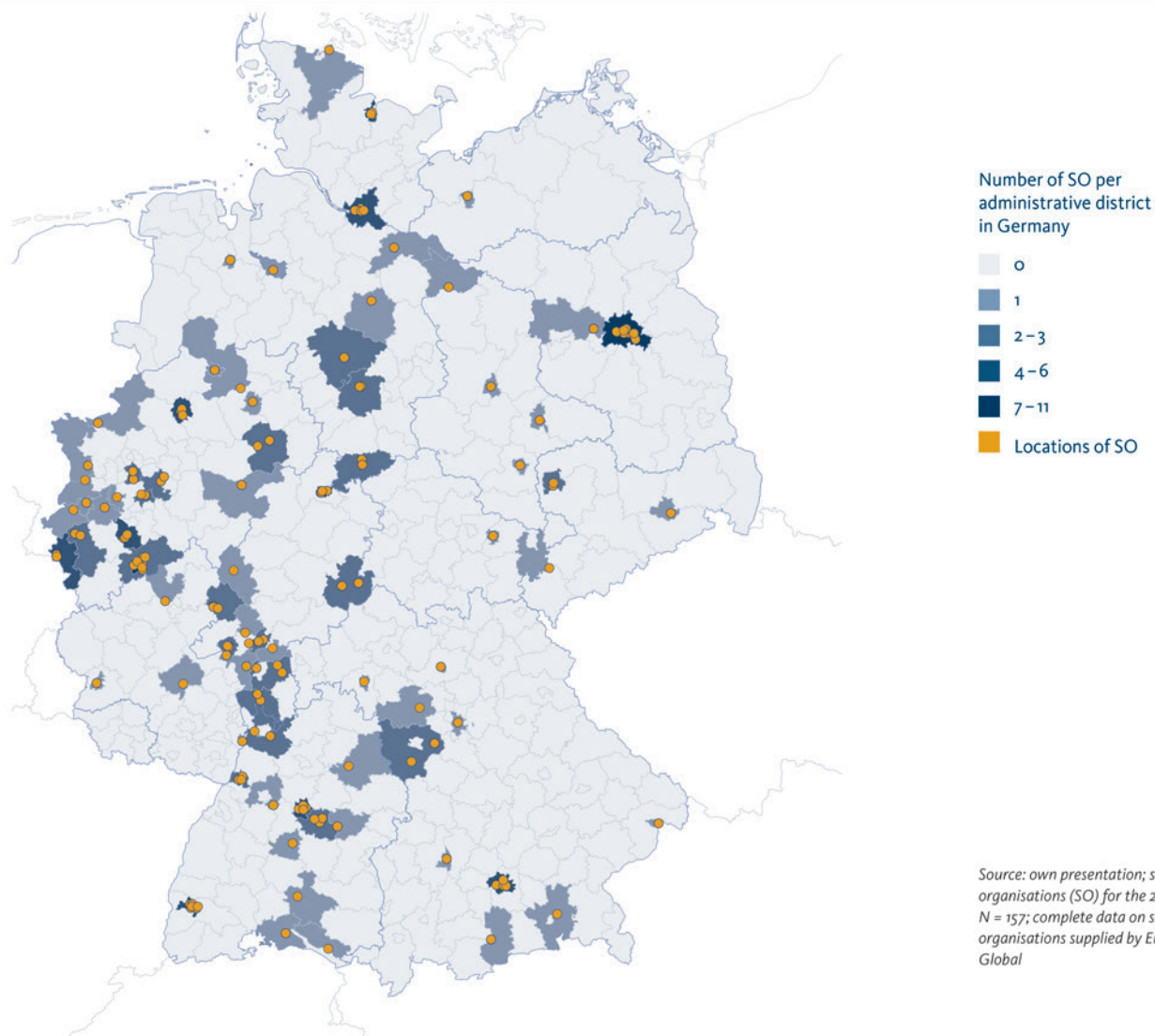
On the one hand, the diversity of sending organisations is reflected in the different advocacy and quality networks (AN and QN). The alliances in the advocacy networks have evolved historically in some cases, and many of them existed even before *weltwärts* was established. A total of four advocacy networks exist today: the Protestant Forum for Voluntary Services in Development Cooperation (eFeF), the Catholic

Federal Working Committee for Voluntary Services/ *Katholischer Verbund*, “*welttoffen*” (Arbeitskreis “Lernen und Helfen in Übersee” e. V., AKLHÜ) and *ventao* (Qualitätsverbund Verein Entwicklungspolitischer Austauschorganisationen). The sending organisations’ memberships of advocacy networks partially coincide with their memberships of quality networks. For instance, *ventao* and *welttoffen* (AKLHÜ) are both advocacy networks and quality networks. Other quality networks are: the *fid-Netzwerk* (AGEH), the EQEB (Protestant quality network *weltwärts* of the Protestant Volunteer Services and Bread for the World), the quality network of the German Red Cross (DRK) and the quality network of the *Aktionsgemeinschaft Dienst für den Frieden e. V.* (AGDF).

On the other hand, sending organisations differ from one another in terms of their size.<sup>19</sup> While certain sending organisations send only a small number of volunteers on assignment, others place several hundred per year. As the number of volunteers sent on assignment rises, so does the scale of human resources employed for the purpose. As well as organisations which administer assignments entirely on the basis of work done in an honorary capacity, according to the present evaluation’s survey of sending organisations there are also those which administer their assignments under the *weltwärts* programme with over 50 full-time members of staff.

<sup>19</sup> There are different ways of determining the size of sending organisations: apart from the number of volunteers sent on assignment, the number of full-time or voluntary staff can also be used as a measure. The activity areas of the sending organisations are another possible criterion. For an overview of the number of volunteer assignments and full-time employees across all sending organisations, see the [Online Annex](#).

Figure 5: Headquarters of active sending organisations in the year 2016



### 1.3 Programme Theory

The activities and expected outcomes of a programme are reproduced in its Programme Theory. This explicitly charts how activities will lead to the expected outcomes. The Programme Theory consists of two parts: the “theory of action” and the

“theory of change”. The theory of action describes which inputs are necessary from different actors in order to implement activities of the programme, how these will be implemented, and what outputs this will produce. The theory of change contains the expected outcomes of the programme and explicitly traces the pathway to the outcomes. Accordingly, the theory of change explicitly names the



mechanisms by which outcomes can arise from the activities and outputs of the programme.<sup>20</sup>

Because *weltwärts* had no existing programme theory that was collectively upheld programme-wide, the evaluation team generated such a theory in the course of the present evaluation, initially on the basis of existing programme and strategy documents<sup>21</sup> and from conversations with the persons involved in programme steering. This was subsequently extended with reference to the latest scientific findings on development volunteer services and similar forms of stays abroad for young adults.<sup>22, 23</sup> Finally the Programme Theory was discussed with the stakeholders of the evaluation in the context of a reference group meeting and approved, so that the developed Programme Theory forms the jointly drafted, consolidated starting basis for the evaluation's analyses and assessments of outcomes.

The visual representation of the Programme Theory, known as the intervention logic, is presented below for both the broad domains of *weltwärts* studied – outcomes for volunteers and outcomes in Germany. The detailed Programme Theory is found in Annex 9.2. In it, the assumed outcomes are explained and hypotheses are formulated about how they are generated. A major part of the intended outcomes of the programme in Germany is based on the assumption that volunteers will undertake civic engagement in Germany after their return, and will pass on the knowledge they have acquired as well as their competences and attitudes within Germany. At the same time the programme formulates objectives which relate indirectly to activities of returnees, like the strengthening of international and national networking of civil society organisations. In order to do justice to this complexity of the programme, both outcome domains are dealt with and presented separately despite their close interrelationship.

### 1.3.1 Individual outcomes

While participating in volunteer service, volunteers are given the opportunity to learn and to contribute their efforts to social projects in an intercultural setting. Through their participation in the programme, they can develop as individuals in the following three areas (see Figure 6):

1. Changes in knowledge, competences, attitudes, personality, and behaviour: in the course of participating in *weltwärts*, volunteers can learn and consequently change as individuals. They can broaden their knowledge and their competences and strengthen their attitudes and behaviour patterns in line with Global Learning. Even particular aspects of their personality can change; e.g., volunteers become more open as a result of participating in *weltwärts*. Overall as a result of participating in *weltwärts* volunteers can align their actions more closely with the aspects of global solidarity and social responsibility. One specific form of this action is the volunteers' engagement following their return, for which participation in the programme can further motivate and equip them.
2. Contacts in the host country: thanks to their stay abroad, volunteers can connect with new contacts and thus extend their network of personal and professional contacts. Among the benefits is that they can call upon these contacts after their return, and particularly in the course of their civic engagement in Germany.
3. Occupational orientation: the time abroad is also intended as an opportunity for volunteers to give thought to their future careers. By having familiarised themselves with the occupational field of development cooperation, they can develop the motivation to consider entering occupations related to DC.

<sup>20</sup> This is largely in harmony with Chen's (2015) understanding of "programme theory", which incorporates both the Theory of Action which sets out the inputs/resources, activities and outputs of a programme, as well as the Theory of Change which spells out the expected outcomes (which is analogous to the term "programme theory" in Funnell and Rogers [2011]). The term "programme" goes back to "classic" programme evaluations as distinct from project evaluations. The objects of these "classic" programme evaluations can be more firmly delimited temporally and geographically in comparison to the present evaluation of the *weltwärts* programme.

<sup>21</sup> Further information on this can be found in Section 2.2. An intervention logic is a visual representation of a programme theory in diagrammatic form.

<sup>22</sup> For this purpose, reference was made to scientific findings in the fields of personality development in adolescence and young adulthood in connection with periods of time spent abroad (Walther and Leiprecht, 2013; Zimmermann and Neyer, 2013) and changes in attitude brought about by contact between members of various groups (Lenner and Wagner, 2015; Pettigrew and Tropp, 2006).

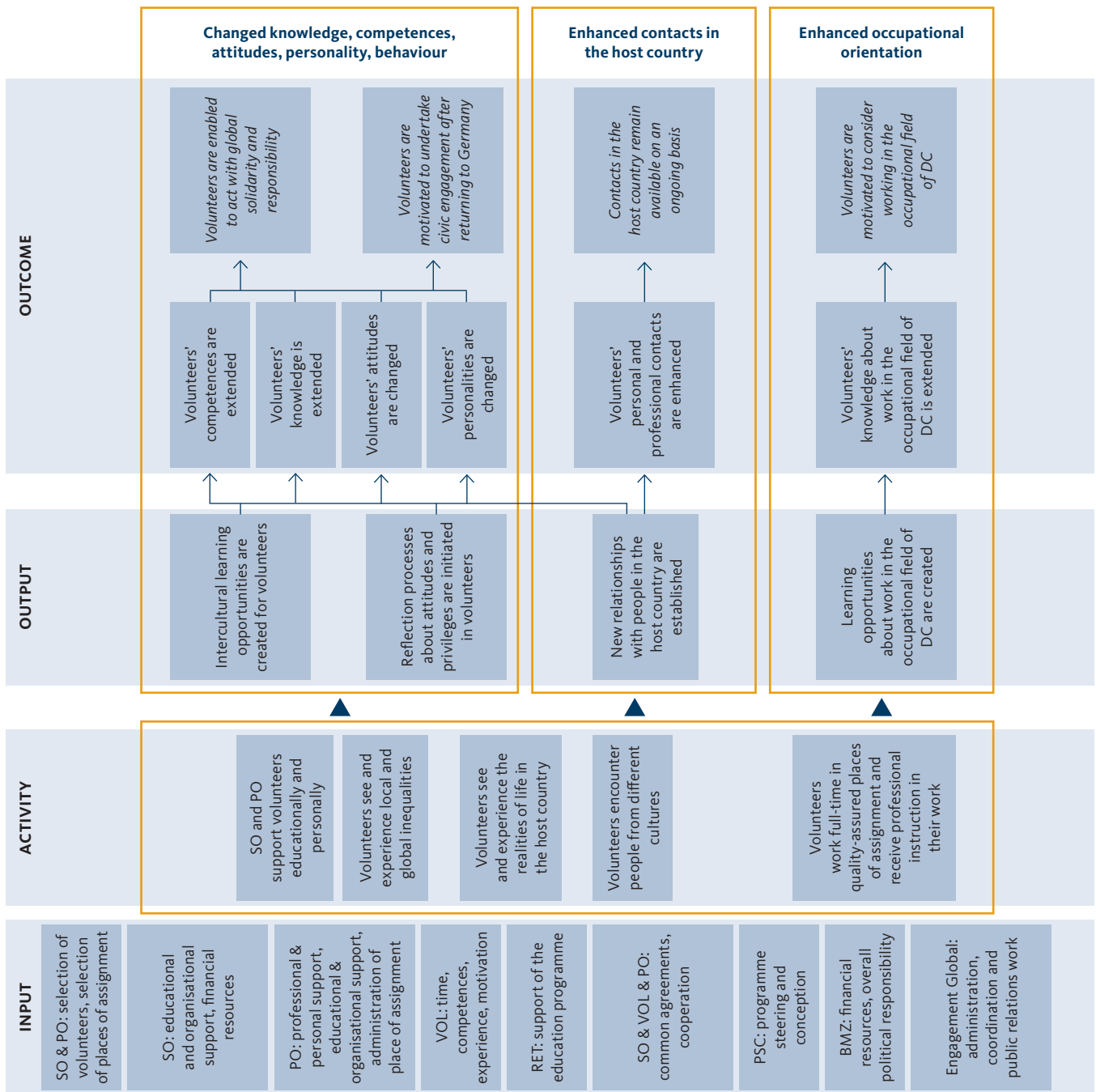
<sup>23</sup> In line with the approach used for the EuropeAid evaluation (EuropeAid, 2006), these two steps can be understood as faithful reconstruction and logical reconstruction. Overall, that approach was largely deductive and therefore corresponds for the most part to the Policy Scientific Approach as described by Leeuw (2003).

### 1.3.2 Outcomes in Germany

After their return, volunteers are intended to pass on the experience they have gained to other people in Germany. They are “both learners and ‘teachers’ in line with the concept of Global Learning” (BMZ, 2014a, p. 3). Sending organisations are likewise active in the field of post-assignment work (usually with former volunteers). Overall a contribution should be made in Germany to three outcome strands (see Figure 7):

1. Contribution to Global Learning: returnees and sending organisations contribute to development education work in Germany in line with the concept of Global Learning. Through their civic engagement and the transmission of knowledge, attitudes and competences in their personal or professional contexts, they contribute to engendering awareness of development issues, and to German society's acceptance of DC as a superordinate objective.
2. Strengthening of civil society: it is also intended that former volunteers, with support from sending organisations, will engage in volunteering on their return and sending organisations will expand their networks in Germany and in countries of the Global South, thus making a further contribution to strengthening civil society.
3. Fostering young talents in development cooperation: encouraging former volunteers to give deeper consideration to potentially embarking on a career in development cooperation is also expected to contribute to fostering young talents in occupational fields allied to DC.

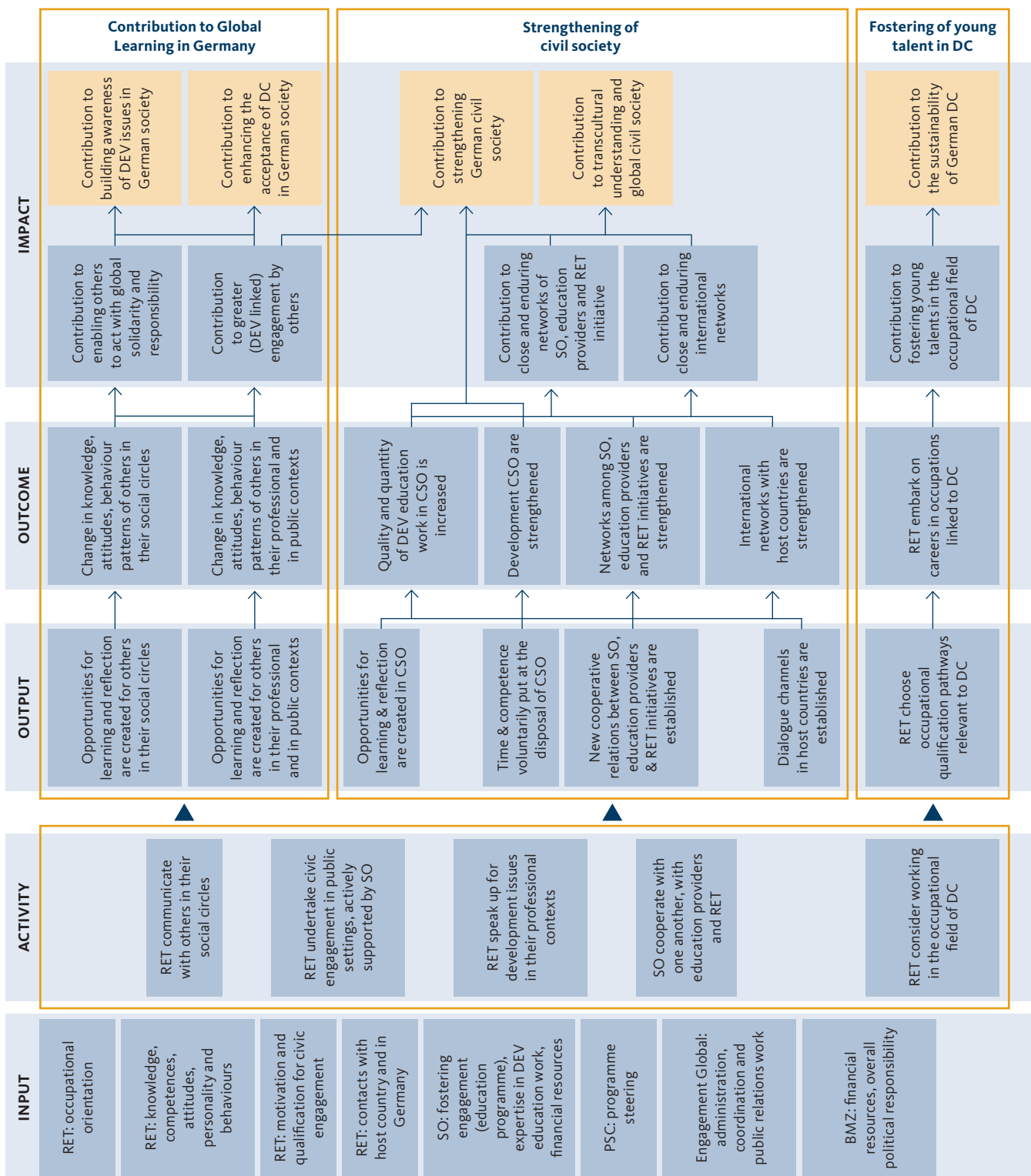
Figure 6: Intervention logic: individual outcomes



Source: own presentation

Note: for reasons of space the following abbreviations were used in the figure: VOL = volunteers, SO = sending organisations, PO = partner organisations, RET = returnees, DC = development cooperation. A detailed description of the Programme Theory is found in Annex 9.2.

Figure 7: Intervention logic: outcomes in Germany



Source: own presentation

Note: for reasons of space the following abbreviations were used in the figure: VOL = volunteers, SO = sending organisations, PO = partner organisations, RET = returnees, DC = development cooperation, CSO = civil society organisations, DEV = development. A detailed description of the Programme Theory is found in Annex 9.2.



2.

## METHODOLOGICAL PROCEDURE

## 2.1

### Methodological approach

The present evaluation is oriented to the programme-theory-based approach to evaluations (Funnell and Rogers, 2011). The Programme Theory that was presented in Section 1.3 accordingly forms the basis for the evaluation. Since no up-to-date and collectively upheld programme theory for *weltwärts* existed, it was produced at the beginning of the evaluation on the basis of programme documents and scientific findings, and validated in the context of the reference group. For the evaluation criterion of effectiveness, in order to be able to achieve a causal analysis of effects, a quasi-experimental design was implemented based on cross-sectional surveys. Volunteers were surveyed both pre-departure and post-assignment, along with a comparison group that did not participate in *weltwärts*. In addition, a mixed-methods approach was chosen in which qualitative and quantitative methods are combined (Creswell and Plano Clark, 2011; Woolley, 2009; Yin, 2006). For all the evaluation questions, a variety of data collection and analysis methods were utilised throughout, which permitted a triangulation of data and methods (Flick, 2011). Triangulation “attempts, by combining the use of different survey techniques, selection methods, experiment designs and measurement techniques, to compensate for the specific weaknesses of one strategy with the use of another which has a particular strength in that area” (Schnell et al., 2013, p. 253).<sup>24</sup>

In order to do justice to the principle of meeting stakeholders' information needs in DEval evaluations, a reference group advised and supported the evaluation from the outset. Being composed of delegates from BMZ, Engagement Global, the sending organisations and their advocacy networks and the

volunteers' representations, the reference group was representative of the key stakeholders. This made it possible to arrive at a collectively upheld conception for the evaluation, which was documented in the evaluation's Inception Report.<sup>25</sup>

In the following section, background information is presented on the methods used for data collection. Regarding data analysis, it includes specific descriptions of the quasi-experimental design that was used to evaluate the criterion of effectiveness and the application of difference-in-differences analysis (DiD) within that procedure. The chapter concludes with a critical discussion of the chosen methodological procedure.

## 2.2

### Methodology

#### 2.2.1 Data collection methods

##### Survey of volunteers

As part of a standardised online survey, the currently departing cohort (2016 cohort) and previously returned *weltwärts* volunteers (2009–2015 cohorts) were invited by email to take part in a survey.<sup>26</sup> The aim of the survey of volunteers was to capture the volunteers' experiences and how they changed through participating in *weltwärts*, and to answer key evaluation questions in the areas of effectiveness, sustainability, development impacts and regarding the cross-cutting question on equitable participation in *weltwärts*. The contents of the survey of volunteers consisted of basic data on participation in *weltwärts*, questions about experiences associated with *weltwärts*, knowledge, attitudes, competences, personality and behaviour, and on the volunteers' socio-demographic backgrounds.<sup>27</sup> By 20.10.2016 (the cut-off date

<sup>24</sup> In the current evaluation literature, theory-based evaluations are often mentioned together with an approach based on causal mechanisms in order to produce internally valid results (for example, see Chen, 2015; Stern et al., 2012). The present evaluation, however, is oriented to Funnell and Rogers (2011), who do not insist on any specific approach in order to make statements with high internal validity.

<sup>25</sup> Extended information on the role of reference groups in DEval evaluations can be viewed on the website (DEval, 2015). The involvement of partner organisations was not possible because of logistical challenges. In consultation with the reference group it was therefore decided to make use of the built-in mechanisms of the PSC to keep partner organisations informed about the evaluation, the evaluation process and the results. These provide for information to be passed on through sending organisations and partner conferences. Overall, in respect of its methodological procedure and the evaluation process, the evaluation is oriented to the evaluation standards of DeGEval – Evaluation Society (Gesellschaft für Evaluation e.V.; DeGEval, 2016).

<sup>26</sup> The 2008 cohort subsequently had to be excluded from the empirical study because only very incomplete contact data was available, which meant that only a very small number of volunteers from this cohort could be contacted.

<sup>27</sup> Two different versions of the questionnaire were used: one questionnaire for departing volunteers (2016 cohort), and a second for newly returned volunteers and returnees from previous years (2009–2015 cohorts). Additional questions in the questionnaire for departing volunteers were aligned with questions on the questionnaire used for the evaluation of the Federal Volunteer Services Act and the Youth Voluntary Services Act (Huth et al., 2015), in order to provide maximum comparability between the different groups of persons. Additional questions were included in the questionnaire for returnees about the volunteers' time in the host country and concerning their engagement after returning to Germany. Departing volunteers were able to participate in the survey of volunteers from 12.07. to 20.10.2016, and newly returned volunteers and other returnees from 05.08. to 04.10.2016. The time taken to answer the survey of volunteers was an average of approx. 35 minutes (departing volunteers: approx. 32 minutes; newly returned volunteers and other returnees: approx. 39 minutes). The numbers of participating volunteers per cohort were as follows:  $N_{2016} = 1,475$ ,  $N_{2015} = 1,354$ ,  $N_{2014} = 978$ ,  $N_{2013} = 837$ ,  $N_{2012} = 948$ ,  $N_{2011} = 913$ ,  $N_{2010} = 967$ ,  $N_{2009} = 468$ .

for the survey), 30,523 volunteers had completed a period of *weltwärts* volunteer service or were doing so at that time. Volunteers were included in the analyses if they had answered at least 50 % of the questionnaire. This resulted in a total of 7,940 persons.<sup>28</sup>

Since complete contact data was not available, particularly for the earlier cohorts, not all volunteers could be written to and included in the survey. The overall response rate<sup>29</sup> for the survey of volunteers averaged 34.6 % across all cohorts. This figure reflects the fact that, particularly in the earlier cohorts (from 2009), the numbers taking the survey were comparatively low because of the passage of time since they had participated in *weltwärts*. The relevant cohorts for the effectiveness analysis, the 2015 cohort (newly returned volunteers) and 2016 cohort (volunteers about to depart), showed distinctly higher response rates (2015 cohort: 43.4 %, 2016 cohort: 42.3 %). The average cooperation rate<sup>30</sup> was 64.6 % (2015 cohort: 71.9 %, 2016 cohort: 54.9 %).

In order to verify the representativeness of the participants, an analysis was carried out to determine whether persons who did not take part in the survey differed systematically from those who did. The two groups were compared with one another with reference to socio-demographic background variables and assignment data. The result shows that the sample obtained differed significantly from the total number of volunteers only in respect of isolated values of particular variables. Across all cohorts, no patterns of systematic bias can be detected (see [Online Annex](#)).

### Telephone survey (CATI)

Another possibility, however, is that non-response by volunteers may be systematically biased with regard to other variables. In order to analyse whether persons who were, for instance, particularly dissatisfied with *weltwärts* did not take part in the online survey, a telephone survey of a random

sample of volunteers in all cohorts who did not respond to the invitation was carried out by means of computer-assisted telephone interviews (CATI). During the interviews, they were asked to answer three questions about their *weltwärts* experience. This survey of non-respondents permits more precise statements on the representativeness of the sample obtained in the survey of volunteers. 233 persons in total were interviewed for the telephone survey.<sup>31</sup>

Next, the responses of the two groups on their *weltwärts* experiences were compared with each other. The comparison of persons who took part in the online survey and those who were interviewed by CATI showed that significant differences only occur in isolated cases. Across all cohorts, no patterns of systematic bias can be discerned (see [Online Annex](#) for a detailed presentation).

### Survey of target group and comparison group

The comparison group survey complemented the survey of volunteers. It permitted additional validation of the evaluation questions on effectiveness and on the cross-cutting question on equitable participation. The persons for the comparison group were recruited by means of several online-access panels<sup>32</sup> and surveyed using a standardised online questionnaire, which largely coincided with the one administered to newly returned volunteers but contained no questions referring to *weltwärts* assignments.

Analogous to the procedure for the survey of volunteers, persons who had responded to at least 50 % of the questionnaire were included in the analyses (5,022 persons in total).<sup>33</sup> The persons in the comparison group were divided into two groups:

1. Persons meeting the criteria for a representative demographic sample (i.e. the structure of which reflects the population eligible for participation in *weltwärts*, i.e. the programme's target group; they were required in order

<sup>28</sup> Not all these volunteers met the definition of the population, and were therefore retrospectively excluded from the analyses. The population of returnees was defined as all volunteers who had departed on assignment under the *weltwärts* programme no later than 31.12.2015 and had returned to Germany by 04.10.2016 inclusive (the survey cut-off date). Volunteers who had ended their assignment abroad prematurely were excluded. The population of departing volunteers was defined as all volunteers who had departed no earlier than 12.07.2016 (the survey start date) and would have had the opportunity to participate in the survey by 20.10.2016.

<sup>29</sup> This was defined as the share of all volunteers who answered at least 50 % of the questions, relative to the number of all volunteers for whom valid contact information was available.

<sup>30</sup> This was defined as the share of all volunteers who answered at least 50 % of the questions, relative to the number of all volunteers who had opened the questionnaire link at least once.

<sup>31</sup> The telephone survey took place in the period from 08.09. to 30.09.2016 and took an average of four minutes. The numbers of persons surveyed, who were used to verify the representativeness of each cohort, were as follows:  $N_{2016} = 52$ ,  $N_{2015} = 35$ ,  $N_{2014} = 25$ ,  $N_{2013} = 25$ ,  $N_{2012} = 24$ ,  $N_{2011} = 23$ ,  $N_{2010} = 24$ ,  $N_{2009} = 25$ .

<sup>32</sup> An online-access panel consists of a pool of individuals who have actively consented to take part in online surveys.

<sup>33</sup> The comparison group survey took place from 26.08. to 26.09.2016. The average time taken to answer the questionnaire was approx. 16 minutes.

to answer the cross-cutting question on equitable participation in *weltwärts*, see Section 5.1);<sup>34</sup>

2. Persons who are similar to the departing and newly returned volunteers (2016 and 2015 cohorts) on the attributes of age, gender and education, among others. (This sample was created using a matching procedure called Propensity Score Matching [PSM]. It thus corresponds to the socio-demographic attributes of the *weltwärts* volunteers and served as a *weltwärts*-specific comparison group for the analysis of effectiveness, see Section 4.1.1).

#### Family and friends survey

In the course of the survey of volunteers, volunteers were presented with a link to a standardised online survey, which they were asked to forward to both a close friend and to one of their parents by email. The responses received from the volunteers' parents and friends were used to supplement the analysis of results on the evaluation questions addressed to effectiveness. The family and friends survey permitted both an external perspective on the effects of *weltwärts* participation in volunteers (see Section 4.1.1) as well as knowledge about the diffusion of their experiences to the people around them (see Section 4.2.2). The questionnaire coincided largely with the one administered to the comparison group, and was supplemented by including questions asking respondents to assess the effect of *weltwärts* participation on volunteers. A total of 914 persons took part in the family and friends survey.<sup>35</sup>

#### Survey of sending organisations

In order to enable the sending organisations' perspective to be taken into account in the evaluation, representatives of all current and former sending organisations were identified in collaboration with the quality networks and were invited by email to take part in a standardised online survey. The results of the survey of sending organisations were utilised for the aspects of relevance, effectiveness, sustainability, development

impacts, coherence, complementarity and coordination as well as the cross-cutting question on equitable participation in *weltwärts*, and the question of efficiency (see Chapters 3, 4.2, 5, 6). In addition, certain responses were used for triangulation of the results from the survey of volunteers and from the expert interviews (see below). The content of the survey of sending organisations ranged from background information on their organisation to questions on the implementation of *weltwärts*, cooperation with partner organisations, post-assignment work and development education work, networking, and how they viewed the steering structures and administrative conditions of *weltwärts* and the monetary and non-monetary costs of *weltwärts*.<sup>36</sup>

The population of all current and former sending organisations comprises 244 sending organisations. 124 organisations participated in the survey. This corresponds to a response rate of 52.8 % and a cooperation rate of 95.4 %.<sup>37</sup> The sample obtained differed significantly, in two cohorts, from the population of all sending organisations with regard to the number of volunteers sent on assignment. The average number of assignments in the sample obtained was, in all cohorts, somewhat higher and, in almost all, showed less variance than in the population. Thus, it was mainly sending organisations sending larger numbers of volunteers on assignment that tended to take part in the survey (see [Online Annex](#)).

#### Group discussions

Group discussions were carried out to give volunteers the opportunity to comment on their experiences with *weltwärts* in their own words and adding their own interpretation.<sup>38</sup> The results were used to triangulate findings on the aspects of the programme's effectiveness on volunteers (see Sections 4.1.1 and 4.2.1), factors influencing the outcomes of *weltwärts* participation (see Section 4.1.2), and effectiveness on other people in the volunteers' social circles (see Section 4.2.2). Fur

<sup>34</sup> Demographic representativeness is based on the three variables of gender (male, female), age (18–21, 22–24, 25–28 years) and education (primary/lower secondary/intermediate secondary school leaving certificate, higher education entrance qualification).

<sup>35</sup> The administration of the family and friends survey was associated with special requirements under data protection law (e.g. anonymity), which made it impossible to analyse the response rate because the number of links forwarded to was not known. The survey took place concurrently with the corresponding surveys of volunteers. The average time taken to complete the survey was approx. 42 minutes. The number of participants per family and friends cohort was as follows:  $N_{2016} \text{parents}(P) = 184$ ,  $N_{2016} \text{friends}(F) = 82$ ,  $N_{2015} P = 212$ ,  $N_{2015} F = 84$ ,  $N_{2014} P = 40$ ,  $N_{2014} F = 30$ ,  $N_{2013} P = 28$ ,  $N_{2013} F = 18$ ,  $N_{2012} P = 37$ ,  $N_{2012} F = 31$ ,  $N_{2011} P = 37$ ,  $N_{2011} F = 28$ ,  $N_{2010} P = 31$ ,  $N_{2010} F = 40$ ,  $N_{2009} P = 15$ ,  $N_{2009} F = 17$ .

<sup>36</sup> The survey took place from 14.09. to 09.10.2016. The average time taken to answer the questions was approx. 35 minutes.

<sup>37</sup> The definition of response and cooperation rate was analogous to the definition used for the survey of volunteers: the response rate was defined as the share of sending organisations which answered the questionnaire relative to the number of all sending organisations for which valid contact information was available. The cooperation rate was defined as the share of sending organisations which answered the questionnaire relative to the number of all sending organisations which had opened the questionnaire link at least once.

<sup>38</sup> The term "group discussion" is used here, following Mäder (2013), as the generic term for qualitative, group-based survey methods. Group discussions differ from group interviews in that interaction between the participants is explicitly desired in the former.



the triangulation of results on individual effects and influencing factors, only the group discussions with volunteers from the 2015 cohort were utilised. In contrast, the analyses on the aspects of engagement and effects on volunteers' social circles were conducted on the basis of all group discussions. The content of the group discussions concerned the volunteers' perceptions of how they had changed as a result of participating in *weltwärts*, explanation of the changes, description of their changed behaviour or intention to change it, and communication with others after returning to Germany.

The group discussions were carried out in two settings: 1. *real groups* with volunteers from the 2015 cohort in the course of post-assignment seminars by different sending organisations (5 group discussions, N = 53 volunteers); 2. *ad-hoc groups* assembled only for the purpose of the discussion, where participants were volunteers who had returned from their *weltwärts* assignment at least a year previously (2009–2014 cohorts, 3 group discussions, N = 15 volunteers).<sup>39</sup>

Consequently the selection of the volunteers differed for each group setting. For those volunteers who participated in a group discussion as part of their post-assignment seminar, sending organisations which were prepared to have group discussions carried out were identified beforehand. Those who made contact were subsequently selected by a criterion-based procedure (see [Online Annex](#) for a more detailed description). All *weltwärts* volunteers who were present at the given seminar were given the opportunity to take part in a discussion.

### Expert interviews

In order to answer certain of the evaluation questions, individual interviews were conducted with experts on the

aspects of relevance and coherence, complementarity and coordination, effectiveness, development impacts, and on the cross-cutting question about equitable participation of different population groups in *weltwärts* (see Chapters 3, 4, 5, 6). These persons were selected based on their expertise in the thematic areas being analysed. They were, firstly, eight experts belonging to the *Gemeinschaftswerk* to assess the work of sending organisations from an external viewpoint, and secondly, six further members of the *Gemeinschaftswerk* with expertise in the thematic area of the under-represented population groups in *weltwärts*. Thirdly, one external expert was interviewed on overarching questions. A total of 15 semi-structured interviews were carried out. In the majority of cases, these persons were representatives of non-governmental organisations.<sup>40</sup>

### Documents and secondary data

For the construction of the Programme Theory for *weltwärts*, key programme and strategy documents<sup>41</sup> of the *weltwärts* programme were reviewed, and interdependencies and causal mechanisms were derived from them for the aspects of effectiveness and development impacts.

To address the evaluation questions on the aspects of relevance and coherence, complementarity and coordination, a context analysis was carried out by analysing documents from the subject areas of international (development) volunteer services for young adults and current development agendas (see Chapter 3).<sup>42</sup> Furthermore, various other programme documents and secondary data served as an information basis for answering the evaluation questions on the aspect of efficiency (see Chapter 6).<sup>43</sup>

<sup>39</sup> In contrast to the real groups, the ad-hoc group volunteers had actively expressed an interest in participating in the ad-hoc group discussions in the course of the survey of volunteers. Eight group discussions in total were held between 03.09. and 28.09.2016. The discussions lasted 1 hour and 47 minutes on average. Group discussions are cited below in pseudonymised form using the abbreviation "GD" and a sequential number.

<sup>40</sup> An interview lasted 1 hour 27 minutes on average. As part of a context analysis carried out by two external evaluators (one female, one male), expert interviews were likewise carried out. In order to ensure the confidentiality of information, expert interviews within this report are pseudonymised and numbered for citation purposes. In citations of sources, the abbreviation "EI" is used; for example, EI8 stands for the eighth expert interview.

<sup>41</sup> Particularly the BMZ's 2014 Guideline for the *weltwärts* programme (BMZ, 2014b), the strategy document on the Post-Assignment component (BMZ, 2014a), strategy document on Accompanying Measures (Engagement Global, 2012), the intervention logic from Stern et al. (2011), and other internal documents (Doc. 4; Doc. 5; Doc. 6).

<sup>42</sup> The documents were selected in the course of a context analysis (see Chapter 3) by two external evaluators and used in order to answer relevant evaluation questions. The context analysis was carried out between August and December 2016.

<sup>43</sup> Particularly also accounting data from the *weltwärts* programme (Engagement Global and BMZ) and data from the *weltwärts* funding request processing system (electronic case-file processing system to simplify and speed up funding requests and administrative processes).

### 2.2.2 Data analysis

In the course of the present evaluation, a broad spectrum of different analysis methods were used. Qualitative data were analysed using different forms of qualitative content analysis. The group discussions were transcribed in full and subjected to content analysis (Flick et al., 1995; Kuckartz, 2014), as were key passages from the expert interviews (Gläser and Laudel, 2006; Meuser and Nagel, 1991). Quantitative analyses were carried out by means of different analysis methods, depending on the evaluation question. Alongside descriptive statistics (e.g. frequencies or mean values), use was made of bivariate

measures of association (e.g. correlations) and inferential statistical analyses (e.g. t-test, difference-in-differences analyses, regression analyses).

The following table sets out all the main types of analysis used. The methodological procedure used for the difference-in-differences analysis, which represents the central element of the analysis of effectiveness, is explained more extensively below. Information on the other statistical analyses can be found in the individual chapters or in the [Online Annex](#).

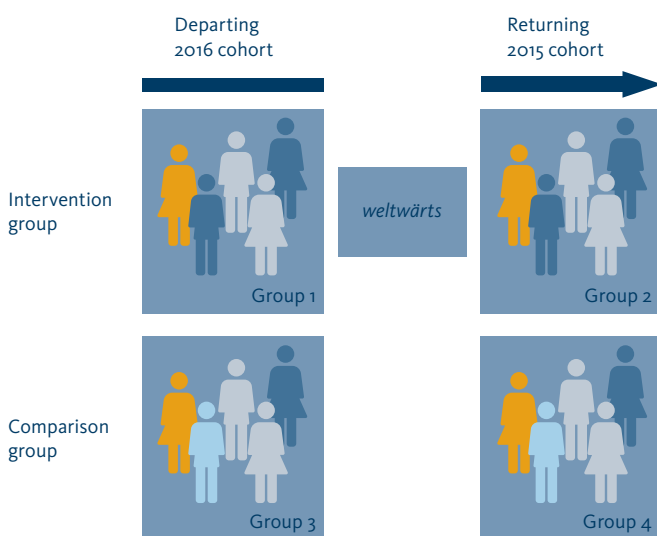
**Table 1: Overview of analysis methods per evaluation question and data collection method**

Evaluation criteria	Data collection methods	Survey of volunteers	Comparison group survey	Family and friends survey	Survey of sending organisations	Expert interviews	Group discussions	Documents and secondary data
Relevance	1. Relevance for volunteers and sending organisations?	Descriptive, bivariate tests			Descriptive	Qualitative content analysis		
	2. Relevance as an "instrument" of German development cooperation?				Descriptive, bivariate tests	Qualitative content analysis		Context analysis
Effectiveness	3. Effects on volunteers' competences, knowledge, attitudes and personalities?	Simple effects, regression analyses	Difference-in-differences analysis	Descriptive (external perspective)			Qualitative content analysis	
	4. Effects on the behaviour of returnees?	Simple effects, regression analyses	Difference-in-differences analysis	Descriptive (external perspective)			Qualitative content analysis	
	5. Effects of volunteers after their return on other people's attitudes, knowledge and behaviour?			Simple effects, regression analyses				
	6. Effects on the strengthening and networking of SOs, and which factors influence effectiveness?				Descriptive, bivariate tests	Qualitative content analysis		
Efficiency	7. Costs of weltwärts in aggregate and over time?	Descriptive			Descriptive			Analysis of accounting data
Impact	8. Development impacts in German society?	Descriptive			Descriptive	Qualitative content analysis	Qualitative content analysis	
Sustainability	9. Persistence of individual effects?	Descriptive, bivariate tests, regression analyses					Qualitative content analysis	
Coherence, complementarity, coordination	10. Coherence, complementarity and coordination with other international youth volunteer services and with development education work?	Descriptive, bivariate tests			Descriptive	Qualitative content analysis		Context analysis
Equitable participation	11. Different population groups benefit proportionately from weltwärts and its positive effects?	Regression analyses, difference-in-differences analysis	Regression analyses		Descriptive	Qualitative content analysis	Qualitative content analysis	

Source: own presentation

Note: for reasons of space, the following abbreviation was used in the table: SO = sending organisations.

Figure 8: The quasi-experimental evaluation design



Source: own presentation

### Quasi-experimental evaluation design

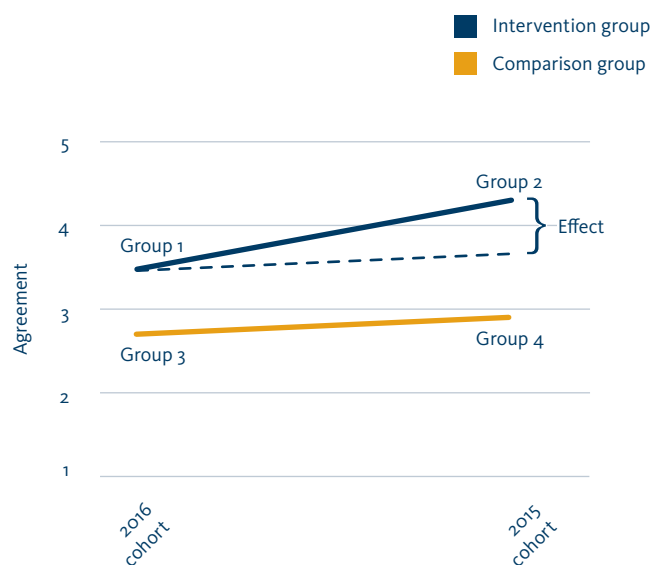
For the analysis of the effectiveness of participation in *weltwärts*, data from both the survey of volunteers and the comparison group survey were utilised. In order to enable a meaningful comparison between persons in the comparison group and in the intervention group (meaning the group of volunteers), the comparison group was approximated to the intervention group by means of a matching procedure (Propensity Score Matching: PSM; Rosenbaum and Rubin, 1983) that involved matching persons from the comparison group to members of the volunteers group.<sup>44</sup> The matching was carried out in two steps: first, returnees and departing volunteers were matched with each other in respect of socio-demographic characteristics (e.g. gender, education, parents'

<sup>44</sup> Schnell et al. (2013, p. 221) describe the procedure as follows: "through this matching it is hoped to be able to control the different self-selection probabilities for the control and test group [intervention and comparison group] and thus to compensate for possible distorting effects on the differences between the groups".

<sup>45</sup> In order to exclude age effects in the difference-in-differences analysis, a sub-group of the comparison group was matched to the newly returned volunteers exactly by the age variables. It thus differs on one central criterion from the other sub-group of the comparison group, which was matched to the departing volunteers. The volunteers from the matched sample deviate from the total number of volunteers to some extent on the aspects of age, gender and length of assignment (e.g. volunteers in the matched sample were older on average; in the 2016 cohort there were fewer women; there were also very minor differences regarding length of assignment).

<sup>46</sup> The intervention is understood to be the *weltwärts* assignment abroad. Practically and theoretically, participation in *weltwärts* – and thus the intervention as a whole – commences as soon as the volunteers' applications are accepted. Hence, it also encompasses preparatory seminars and all communication with sending and partner organisations before the volunteers depart on assignment. Since information about the volunteers was only available at a later time, in the following analysis the assignment abroad is defined as the intervention; this entails a more conservative estimation of effects.

Figure 9: Difference-in-differences analyses within the quasi-experimental evaluation design



Source: own presentation

education, place of origin). Next, persons from the comparison group were matched with these persons from the intervention group (pre- and post-test). At this stage, the age variable was used in addition to the variables applied in the first step.<sup>45</sup> Information on the technical details of the matching procedure is found in the [Online Annex](#).

This procedure resulted in 4 different groups:

1. 466 departing volunteers (2016 cohort): these were surveyed before they experienced the intervention (*weltwärts* assignment abroad<sup>46</sup>).
2. 489 newly returned volunteers (2015 cohort): these were surveyed directly after participating in the intervention.

3. 466 persons who were matched to the departing volunteers, and
4. 489 persons who were matched to the newly returned volunteers.

Groups 1 and 2 are the intervention group; Groups 3 and 4 are the comparison group (see Figure 8 and Figure 9).

#### Difference-in-differences analysis

In order to analyse the effects on volunteers of participating in *weltwärts*, difference-in-differences (DiD) analyses were applied in selected areas of the Programme Theory (knowledge, competences, attitudes, personality, behaviour) and to non-intended effects. In contrast to classic DiD analysis, which is based on longitudinal data, the evaluation used cross-sectional surveys carried out at the same point in time (cf. Angrist and Pischke, 2009; Cerulli, 2015).

Figure 9 illustrates the logic of the analysis: the DiD analysis calculates the differences in a relevant outcome (e.g. attitudes towards people from other cultures generally) between newly returned *weltwärts* volunteers (Group 2) and departing *weltwärts* volunteers (Group 1) and between the two matched

comparison groups (Group 4 and Group 3). The so-called DiD effect is then calculated as the difference in these two difference values. This means: if (as in the example in Figure 9) the comparison group for the newly returned volunteers (Group 4) shows higher values than the comparison group for the departing volunteers (Group 3), this is interpreted as a general age trend. In order to quantify the “genuine” *weltwärts* effect, the difference between the newly returned (Group 2) and the departing (Group 1) *weltwärts* volunteers needs to be reduced by the comparison-group effect, i.e. adjusted for the general age trend. In this evaluation the residual DiD effect is reported as effect size (Cohen’s d; see [Online Annex](#) for more in-depth information on the analytical procedure).

In those cases where the survey asked about specific variables on the host country (for example, command of the host country’s lingua franca), the comparison group could not be utilised for the analysis since it had not been asked any survey questions on specific countries of assignment. In these cases, mean-value differences between departing and newly returned volunteers were calculated on the basis of t-tests. These are referred to in the following as “simple effects”.

#### Box 4: Presentation of results in the report

The description of analysis results follows a standard format in all sections of the report. Attention is drawn to the following points:

- Percentages: findings are mainly stated as percentages in the text. Numbers of cases are only mentioned in isolated instances. To make the calculation basis transparent, the total number of persons/organisations (N) that answered the relevant question on the questionnaire is stated at the end of the sentence. The decision was made to follow the same procedure for so-called multiple responses. In those cases, however, percentage totals cannot be derived because of the fact that several response options could be selected.
- Mean values and standard deviations: where mean values (MV) are stated, if nothing is explicitly mentioned to the contrary, these have been calculated as an arithmetic mean. Standard deviations (SD) are stated beside the mean values.
- Multiple responses: some results are annotated with “multiple responses possible”. These are questions to which respondents could select several response options. As a consequence, the stated percentages may add up to more than 100 %.
- Significance: for all hypothesis-testing analyses, a significance level  $\alpha$  of 5 % was selected. The p-value is given as a test statistic. Where p is less than  $\alpha$ , i.e.  $p < .05$ , an effect is significant. In the context of the effectiveness analysis, only significant effects are reported. The test results are presented either in a footnote or in a figure. Effect sizes: for the effect calculations, in addition to the significance levels and

measures of association, the effect size (Cohen's  $d$ ) is also stated. This can be subdivided into small, medium and large effect sizes: small effect: Cohen's  $d \geq .20$  and  $< .50$ ; medium effect: Cohen's  $d \geq .50$  and  $< .80$ ; large effect: Cohen's  $d \geq .80$  (Cohen, 1977). For the presentation and assessment of effects, the significance and the effect size are combined. Only effects for which  $p < .05$  and Cohen's  $d \geq .20$  are described as substantial.

- Results from regression analyses: for the analysis of influencing factors, multivariate linear regressions and logistic regressions were run. The results of the respective regression analyses are presented as coefficient tables. In the main text, only significant

coefficients (i.e. where  $p < .05$ ) are reported. The complete regression tables, including all variables contained in the respective models, can be found in the [Online Annex](#).

- References to sources: in order to preserve the anonymity of respondents when using qualitative methods, references in the report to interviews are only given in anonymised form. References to sources differentiate between group discussions, indicated by the abbreviation GD, expert interviews, indicated by the abbreviation EI, and background interviews (German: *Hintergrundgespräche*), for which the German abbreviation HG is retained (see [Online Annex](#)).

### 2.2.3 Assessment scheme

The achievement of objectives was assessed on the basis of an assessment scheme. This is based on the assessment criteria set out in the Evaluation Matrix (see Annex 9.1), which were identified for every evaluation question. Objective achievement was assessed on the level of the respective evaluation questions. The scheme differentiated between five degrees of objective achievement:

- **Objective not achieved:** the objective was not achieved, or not all elements of the objective were achieved.
- **Objective barely achieved:** with a few exceptions the objective was not achieved, or with a few exceptions no elements of the objective were achieved.
- **Objective moderately achieved:** the objective was achieved in parts, or the achieved and non-achieved elements of the objective were in balance.
- **Objective mostly achieved:** the objective was achieved almost completely but with qualifications, or almost all elements of the objective were achieved.
- **Objective entirely achieved:** the objective was achieved in its entirety, or all elements of the objective were achieved in their entirety.

For evaluation questions with no bearing on the assessment of the programme (for example, exploratory questions about unintended effects), no assessment was undertaken. The same procedure was chosen if insufficient empirical evidence was available to proceed with a substantiated assessment.<sup>47</sup>

The assessment scheme makes it possible to summarise the evaluation team's assessment of the degree of objective achievement on the basis of the empirical results. Thus, the achievement of objectives in selected areas can be compared. The aim is not to enable a numerical score for the degree of achievement of objectives – this is only possible in a complex programme if clear indicators and operationalisation procedures are already in place at the beginning of the evaluation. The chosen assessment scheme therefore focuses on the content aspects of the given empirical results. Accordingly, the scheme presents a content-based assessment of the results.

<sup>47</sup> This was the case, for example, when not all assessment criteria could be analysed on the basis of the available data, or the quality of the given data basis was deemed by the evaluation team to be insufficient to yield robust results.

### 2.3 Critical appraisal of the methodological approach<sup>48</sup>

The evaluation was focused on the OECD/DAC criteria of relevance, effectiveness and sustainability and on the criterion of coherence, complementarity and coordination. The criteria of efficiency and of development impacts were not analysed empirically in depth. On the aspect of efficiency, for example, no cost-benefit analyses or cost-effectiveness analyses (Winker and Koy, 2015) were carried out. Instead, by giving a comprehensive presentation of the monetary and non-monetary costs of *weltwärts*, the evaluation contributes to a transparent breakdown of the programme's costs for the first time.

Because the emphasis in terms of content was on individual outcomes and outcomes in Germany, the evaluation focused on the perspectives of volunteers and sending organisations. The perspective of partners was not taken into account. As a consequence, there was no scope to inquire into the inputs, activities, outputs and outcomes of partner organisations. While this diminishes the options for triangulation of the results, in the view of the evaluation team this does not constrain the validity of the results. Furthermore, partners (partner organisations, places of assignment) could only be included indirectly in the participatory elements of the evaluation process such as the reference group. It was agreed that partner organisations would be informed about the evaluation through their ties with the PSC (e.g. through partner conferences). A second phase of the evaluation was originally planned with a view to focusing on outcomes in the host countries and the partner perspective, but this could not be implemented because of changing priorities in the DEval evaluation programme.

In order to analyse individual changes in volunteers and effects of the *weltwärts* programme in Germany, which are the evaluation's central focus, a design was chosen that permits the most informative results against the background of the

context (and especially the time frame) of the evaluation. To assess the quality of this design, reference can be made to internal validity (causal relation between the intervention, i.e. *weltwärts* participation, and the effects) and external validity (generalisability of the results):

- The setup of a quasi-experimental design that is based on cross-sectional surveys, together with the implementation of PSM, made it possible to attribute the effects found to participation in *weltwärts* (internal validity). Through triangulation of the results using various methods and data, the results found were additionally validated. Nevertheless, the causal attribution of the effects found to participation in *weltwärts* is based on various assumptions (e.g. that respondents do not react differently to certain questions based on how they are framed).<sup>49</sup>
- Generalisability of the results (external validity) on the aspect of individual effects is found on different levels: as outlined above, it can be assumed that the sample obtained is largely representative with regard to the variables being analysed. It is therefore possible to generalise to those volunteers who have taken part in *weltwärts* and completed their service. Moreover, the results on individual effects are generalisable across different sending organisations, since no systematic biases were observed in this regard either.<sup>50</sup> The same argument can be applied in respect of the country contexts. Since the individual effects were analysed across different OECD/DAC countries and regions, the effects found can be generalised to all *weltwärts* host countries. It should be borne in mind, however, that the magnitude of the observed effects can certainly differ within specific intervention and country contexts. Since the group of persons who participate in *weltwärts* represents a selective segment of the actual target group, generalisation to the programme's entire target group (i.e. all young adults between 18 and 28 years who fulfil the criteria for participation in *weltwärts*) is not possible. By the same token, if there is any change in the composition of the group of volunteers actually participating, the results are

<sup>48</sup> Supplementing this overview, detailed information on limitations of individual methods is found in the [Online Annex](#).

<sup>49</sup> An experimental set-up could not be carried out because of the programme structure, since a random allocation of individuals to the intervention and comparison group is not possible. Moreover, because of the time-frame of the evaluation, it was equally impossible to carry out a parallel longitudinal survey of one cohort of volunteers. Therefore the survey of departing volunteers in this evaluation forms the basis for a repeat survey of that group. The longitudinal survey prepared in this way provides the opportunity for future in-depth analyses of effects with higher internal validity on the basis of longitudinal data.

<sup>50</sup> Since *weltwärts* is implemented by different sending organisations, there is no "uniform" intervention. This variability of the interventions is accounted for in the chosen design, and the results are therefore valid for all the diverse forms of the *weltwärts* intervention.

not transferable to this new group. The evaluation does, however, make headway on the question of whether different groups share equally in the positive effects of *weltwärts* by analysing whether the intended effects happen in equal measure for groups that are under-represented in the programme.

Until now, many of the aspects investigated as part of this evaluation have not previously been analysed, or only very superficially, in other evaluations of similar programmes. For development education work and Global Learning, on which qualitative studies have already been carried out with great frequency, to date there are still no comprehensive, representative and quantitative evaluations on the outcomes of activities. The same applies to the aspect of diffusion of knowledge, competences and attitudes to the volunteers' immediate social circles. Previous evaluations have largely omitted to consider this aspect. In this connection it is worth drawing particular attention to the quantitative analysis of diffusion into German society that was undertaken during this evaluation. Along those lines, the evaluation provides some initial foundational insights into specific aspects of the effects of international volunteer services.





3.

RESULTS I:  
RELEVANCE, AND COHERENCE,  
COMPLEMENTARITY AND  
COORDINATION

There are different contexts in which to analyse *weltwärts*: as an instrument of development policy it can be characterised in relation to contemporary development discourses; as an instrument of development education work it can be contextualised within a series of other development education measures; as an international volunteer service, *weltwärts* also belongs in the context of other international volunteer services in Germany. This chapter analyses the significance of *weltwärts* in these contexts and how far it overlaps with or differentiates itself from other programmes and instruments. It also analyses how volunteers and sending organisations view the significance of *weltwärts*. The results contribute to answering evaluation questions 1, 2 and 10, and are associated with the OECD/DAC evaluation criteria of relevance, and of coherence, complementarity and coordination (BMZ, 2006).

### 3.1 *weltwärts* in the context of current development agendas

This section contributes to assessing the relevance of the *weltwärts* programme's development profile against the background of current development approaches, and hence to answering the following evaluation question:

- How relevant is the instrument of the development volunteer service against the background of current development approaches? (EQ 2.2)

#### Procedure

In order to examine how far the objectives of *weltwärts* are consistent with current development goals and with the fundamental direction of the German government's development policy, a context analysis was carried out. This consisted of reviewing *weltwärts* programme documents alongside Agenda 2030 (UN, 2015) and the Charter for the Future (BMZ, 2015b) with the aim of identifying correspondences between them. Agenda 2030, the global development agenda adopted in September 2015, contains 17 Sustainable Development Goals (SDGs), replacing the Millennium Development Goals (MDGs) which had hitherto set the course of policy. One year before the publication of the SDGs, in a wide-ranging process and in consultation with civil society actors and the population, the

BMZ drew up a Charter for the Future entitled "ONE WORLD – Our Responsibility" (BMZ, 2015b). This document sets out priority areas that Germany needs to address on the way to sustainable development and an equitable world. For the analysis of the *weltwärts* programme's relevance, it is crucial to make reference to these two development agendas.

To complete the picture, as part of the context analysis, scientific articles dealing with *weltwärts* as a programme were reviewed with a focus on their references to scientific theories of development. Except for one publication, which deals with *weltwärts* from the viewpoint of the capability approach (Reddy, 2014), in the vast majority of relevant articles the programme is considered with reference to postcolonial theory. The core elements of this perspective on *weltwärts* are described in the course of this chapter but are not incorporated into the assessment of the programme because they do not constitute official development agendas.

#### Results

*weltwärts* can be placed in relation to the broad goals and priority areas of both agendas. For the contextualisation of *weltwärts* within the SDGs, Goal 4 "Quality Education" is relevant: by 2030, to "ensure that all learners acquire the knowledge and skills needed to promote sustainable development" (UN, 2015). This is to be brought about "through education for sustainable development and sustainable lifestyles, [...] global citizenship and appreciation of cultural diversity" (Target 4.7.; UN, 2015). In the Charter for the Future, while "education" is not a priority area in its own right, it is implicit in the conception of the envisaged activities set out in the Charter (Richter, 2015a).

*weltwärts* has a dual link with development education: on the one hand, volunteers have learning opportunities in the course of their assignment abroad, and on the other hand, returnees are intended to contribute to development education work. In these respects, *weltwärts* is in keeping with the objectives and fields of action outlined in the SDGs and the Charter for the Future. Beyond this, a range of objectives exist that relate to *weltwärts* indirectly. To mention one example, Goal 12 of the SDGs, "Sustainable Consumption", is addressed by *weltwärts*'s links with the concept of Global Learning.

Furthermore, both agendas take up the Aid Effectiveness Agenda as expressed in the Paris Declaration, Accra Agenda and Busan Joint Statement (BMZ, 2011; OECD DAC, 2005) by advocating a new understanding of the principle of partnership, which emphasises the necessity for cooperation between state, civil society and the economy as well as exchange based on mutual respect and mutual recognition between actors in the Global North and the Global South within a global partnership. A similar understanding is discussed in Priority Area 8 of the Charter for the Future and in Goal 17 of the SDGs regarding the building of new global partnerships (BMZ, 2016b, p. 4). The *weltwärts* programme, as a *Gemeinschaftswerk* being implemented by civil-society-based sending and partner organisations and jointly steered by BMZ, Engagement Global, advocacy networks of the sending organisations and volunteers' representations, fulfils the aspiration towards multi-stakeholder partnerships.

The practical implementation of assignments within the North-South component is based on close cooperation between a sending and a partner organisation (see Section 1.3). Furthermore, the question of respectful work in partnership between actors of the Global North and the Global South is a frequently-discussed theme within the *Gemeinschaftswerk*. This is expressed in efforts to involve partner organisations systematically in the *Gemeinschaftswerk*, e.g. as part of regular partner conferences or by supporting partner networks. On the superordinate level of the programme, the principle of partnership is also manifested in the introduction of the South-North Component, which is aimed at enabling volunteers from the Global South to access learning experiences and intercultural encounters in Germany. In this way *weltwärts* is designed to facilitate individual learning by volunteers not only from the Global North (Germany) but also from the Global South.

Both of the development agendas analysed postulate a paradigm shift: away from donor-oriented development assistance towards a holistic understanding of cooperation

for global sustainable development. Rather than being oriented solely towards so-called developing countries, attention is now also turning to so-called developed countries. In the Charter for the Future, for example, Germany is talked about as a developing country. These agendas are founded on the underlying assumption that the respective goals can only be achieved if there are changes in how people in the Global North think and act – an idea with which *weltwärts* as a development education programme is consistent, particularly since the programme's change of emphasis following the 2011 evaluation (Stern et al., 2011).

The adaptation of the original slogan “Learning through active helping” (BMZ, 2007, p. 4) and characterisation of *weltwärts* as a “Learning and exchange service” is an expression of the stronger focus on individual learning and consequential outcomes in Germany. It came about in the context of a working group dealing explicitly with how to sharpen the programme's development profile (Engagement Global, 2014a). Central to its thinking was to drop the classic understanding of development as “catch-up development” and move towards a concept of development based on learning and the principle of partnership. Even so, it is striking that the PSC only discussed the *weltwärts* programme's conceptual links with the SDGs and the Charter for the Future at a relatively late stage in the development of the SDGs, although international discourses had begun to highlight connections between development volunteer services and the SDGs quite early in this process.<sup>51</sup> Ever since *weltwärts* was founded, the fundamental tension between an understanding of development geared towards “catch-up development” by countries of the Global South and an understanding of development that is based on common learning has been a constant factor. It would seem worthwhile to persevere with the debate about which understanding of development *weltwärts* aims to support.

Scientific articles dealing with the *weltwärts* programme from a post-colonial perspective criticise particular aspects of the

<sup>51</sup> Links to Agenda 2030 and the Charter for the Future have only been discussed within *weltwärts* since 2015 (Richter, 2015b). In 2016, a link to the SDGs was officially established through the introduction of the new BMZ Guideline “*weltwärts* – extracurricular exchange projects in the context of Agenda 2030” (BMZ, 2016a). In contrast, particularly in the international debate about volunteering for development, comparatively early efforts were made to come to grips with potential links between development volunteer services and the SDGs. These encompass the debates on Resilience (Runde and Savoy, 2014) and Beyond Aid (Palacios, 2010), as well as general discussions of development impact of volunteer services. In addition, the relationships between volunteer services and international development agendas have been extensively discussed since at least 2013, e.g. within “Forum” (the International Forum for Volunteering in Development, IVCO); for example, at the 2013 IVCO Conference under the heading “PEOPLE to PEOPLE: Volunteering as a catalyst for post-2015 development policy and practice” (IVCO, 2016). The AKLHÜ is a member of “Forum” and has been participating in international debates for decades as a civil society partner. *weltwärts* itself (represented, for example, by the *weltwärts* Coordination Office) is not directly represented in “Forum”.

partnership principle. On the one hand, criticism on the superordinate programmatic level is directed at the politico-structural architecture of the programme, which was developed without participation from partners from the Global South (e.g. representatives of civil society organisations). This is seen as the expression of a historically evolved position of power which, according to the critics, is implicitly understood as justification for imposing programmes and defining objectives over the heads of partners in the Global South (Haas, 2012). While it is acknowledged that partner organisations are involved by means of partner conferences, their lack of representation on the programme-steering level is criticised. Kontzi argues that a neo-colonial power structure is being perpetuated, in which the partner organisations are denied their expert status (Kontzi, 2011).

On the other hand, on the individual level criticism is also levelled at the volunteers' interaction with people from the host country within the context of the North-South component. According to the critics, the volunteers' behaviour in situ, the role they are assigned and, above all, the way in which they talk about the Global South amount to the perpetuation of colonial behaviour patterns and thought structures and the reproduction of colonial hierarchies.<sup>52</sup> In addition, it is claimed that stereotypes and racisms are being reinforced (Haas, 2012; Kontzi, 2011; Walther and Leiprecht, 2013). The obligatory units on self-reflection, global interdependencies, sustainable development, and individuals' options for action in global contexts during the preparatory seminars (Engagement Global, 2014b) do nothing to alter these fundamental shortcomings, the detractors say, since the potential for these unintended negative effects persists in practice (for details, see Section 4.1.1).

The points criticised from this perspective are already being tackled by the programme itself. Questions about partner involvement in steering structures are frequently raised for discussion, and this led to the establishment of regular partner conferences, for instance. The questions about the individual reproduction of prejudices are analysed empirically as part of this evaluation (for details, see Section 4.1.1).

### Conclusion

With its orientation to the volunteers' learning and their contribution to learning in Germany, *weltwärts* takes into account not only the concrete goals and priority areas of both agendas, but also the paradigm shift in development policy that now places a focus on the development of German society, among other aspects. Likewise, in relation to the principle of partnership, *weltwärts* is mostly consistent with current development agendas. This finding is qualified by the context analysis, however, which shows that the vast majority of references to current development agendas are implicit. *weltwärts* programme documents do not contain explicit references to the SDGs or Charter priority areas. Accordingly, against the background of the development agendas reviewed, *weltwärts* is mostly relevant.

## 3.2 *weltwärts* in the context of international youth volunteer services in Germany

Apart from *weltwärts*, a range of other governmental and non-governmental international volunteer services exist in Germany. The analysis in this section will first explore possible overlaps between these various services and will subsequently consider coordination mechanisms, in order to identify possible redundancies and synergy potentials for *weltwärts*. The point of departure for this is set out by the following two evaluation questions:

- How complementary is *weltwärts* to other international youth volunteer services in Germany? (EQ 10.1)
- How coordinated is *weltwärts* with other international youth volunteer services in Germany? (EQ 10.2)

As described in Section 1.2, comprehensive governmental funding of international volunteer services in Germany only began with BMZ's introduction of the *weltwärts* programme in 2007. In 2009 the Federal Foreign Office (AA) bolstered these efforts with the *kulturweit* programme, which makes use of the legal framework of the FSJ abroad. Two years later, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) introduced the International Youth Volunteer Service (IJFD) in order to create a further option, alongside the

<sup>52</sup> For a critical study of the reports of volunteers, see *glokal* (2012). For a theoretical introduction to the concepts of colonialism and post-colonialism, see Conrad (2012).

pre-existing Voluntary Social Service Year (FSJ) and Voluntary Ecological Service Year (FÖJ) abroad, backed with a higher volume of financial support (Fischer and Haas, 2015).

### 3.2.1 Complementarity of *weltwärts* to other volunteer services

#### Procedure

In order to assess the complementarity of *weltwärts* to other services, programme documents from different volunteer services were compared as part of the context analysis. In addition, the survey of sending organisations and the expert interviews were analysed. For comparison with *weltwärts*, the following volunteer services were selected according to specified criteria:<sup>53</sup> the International Youth Volunteer Service (IJFD, financed by the BMFSFJ), *kulturweit* (financed by the Federal Foreign Office), the ASA programme<sup>54</sup> (financed by the BMZ), and the European Voluntary Service (EVS, financed by the EU Commission). These programmes were compared in respect of their programme conceptions (objectives, components, host countries and durations), eligibility requirements for volunteers, and their steering and executing structures.<sup>55</sup>

#### Results

The objectives and components of the analysed programmes exhibit similarities: they all describe themselves as learning services. Except for the IJFD, the programmes formulate assumed outcomes for the domains of the host country, the volunteers, and outcomes in Germany. With regard to individual outcomes, the fact that *weltwärts* is linked with development issues and the educational concept of Global Learning is a unique attribute setting it apart from volunteer services run by other departments of the German government. While other programmes make the same assumption that intercultural competences and aspects of personality will be changed, only ASA resembles *weltwärts* in being associated with development issues and the concept of Global Learning.

Besides *weltwärts*, other programmes whose objectives include outcomes in the host country – especially the strengthening of partner organisations – are *kulturweit* and

the EVS. The main aspects mentioned in this domain relate to the building and strengthening of networks for purposes of international civil-society cooperation. Development objectives are not addressed.

The greatest similarity in postulated outcomes in Germany is found between *weltwärts* and ASA. Post-assignment work is an integral component of both programmes, albeit that only *weltwärts*, by virtue of its Post-Assignment fund, has a dedicated programme component to support post-assignment work. The other programmes which likewise focus on the role of returnees only specify outcomes in Germany to a limited extent, and activities for returnees are confined largely to alumni work.

With regard to host countries, overlaps with *weltwärts* are found mainly in the IJFD and ASA. The IJFD sends volunteers to countries of the Global North and the Global South, and ASA to countries of the Global South. There is some slight overlap between *weltwärts* host countries and those of *kulturweit* (only partner countries of Germany's cultural and educational foreign policy) and the EVS (only EU countries and partner countries in Eastern Europe and in the Mediterranean region). With reference to the duration of assignments, all the services analysed except for ASA are similar. While all other programmes facilitate an international assignment of six months as a minimum, half a year is the maximum duration of an assignment abroad within the scope of ASA.

The eligibility requirements of ASA and *weltwärts* differ markedly from one another. The educational and qualification requirements for participation in *weltwärts* (as for the other volunteer services, with the exception of ASA) are low, and all that is usually required is a school-leaving certificate or the equivalent. In contrast, applicants for ASA must already have begun a degree programme.

In comparison to the other volunteer services, *weltwärts* is found to have the most complex steering structure: the participatory structure, which allows the sending organisations and volunteers to contribute to the steering of the programme,

<sup>53</sup> Programmes were selected which 1. send volunteers on assignment internationally and for at least two months, 2. are predominantly state-financed, 3. are set up as youth programmes, 4. have state-defined and/or state-legitimised objectives which apply to all actors, and 5. are accessible nationwide for implementing organisations and for volunteers.

<sup>54</sup> This is the proper name of the programme. Originally it was an abbreviation for "Arbeits- und Studienaufenthalte" [Work and Study Visits]. Although the ASA programme does not describe itself as a volunteer service, it fits the criteria for the comparison.

<sup>55</sup> The comparison is presented in tabular form in the [Online Annex](#).

does not exist in any of the other programmes. Both *kulturweit* and ASA are implemented by a single state agency. The implementing structure of *weltwärts* is most closely comparable with that of the IJFD. The North-South component of *weltwärts* is implemented by civil society sending organisations in Germany and receiving organisations in the host country, and the same is the case for the IJFD. Both programmes require sending organisations to be recognised as non-profit entities and to register as implementing organisations. Both programmes provide contact offices for sending organisations in order to advise them on matters like quality of assignments. These quality networks (for *weltwärts*) or central offices (for the IJFD) are often based within the same organisations.

### Conclusion

Overall, *weltwärts* is mostly complementary to the programmes of other German government departments as regards its objectives and programme conception. However, the IJFD in particular is frequently implemented by the same sending organisations, to some extent makes use of similar quality assurance structures, and assigns a proportion of volunteers to the same countries. These overlaps need not necessarily be negative for both services as long as differences become evident in practice; e.g. in the development orientation of the places of assignment for *weltwärts* volunteers. The question that consequently arises is whether different volunteer services are coordinated on the level of the sending organisations in order to avoid overlaps between the volunteer services. This aspect will be pursued in the following section.

Primarily because of the link to development issues and development education work, there is some overlapping of content with ASA. Furthermore, ASA and *weltwärts* are both administered by Engagement Global. It is therefore possible that some synergy potentials exist which have not as yet been exploited. An institutional evaluation of Engagement Global by DEval, announced at the time of the present evaluation, will have to include consideration of such synergy potentials.

### 3.2.2 Coordination of *weltwärts* and other volunteer services

#### Procedure

In order to analyse potential overlaps between *weltwärts* and other international youth volunteer services on the level of practical implementation, results from the survey of sending organisations and from the expert interviews were utilised.

#### Results

On the superordinate level, an Interministerial Working Group exists, which is convened by the BMFSFJ and is responsible for the coordination of state-funded international volunteer services. Meetings of this body are only held sporadically, however. At the time of the data collection, about one year had elapsed since the last meeting (HG4<sup>56</sup>). The BMZ actively backstopped this interministerial group, in part to ensure the complementarity of both instruments and contents (visas/ security, registration of places of assignment). In addition, an annual consultation takes place between Engagement Global and the Federal Office of Family Affairs and Civil Society Functions (BAFzA) in order to prevent double financing of current volunteers. This is aimed at identifying cases of double financing of current placements; there is no review of double registrations of places of assignment (HG7).

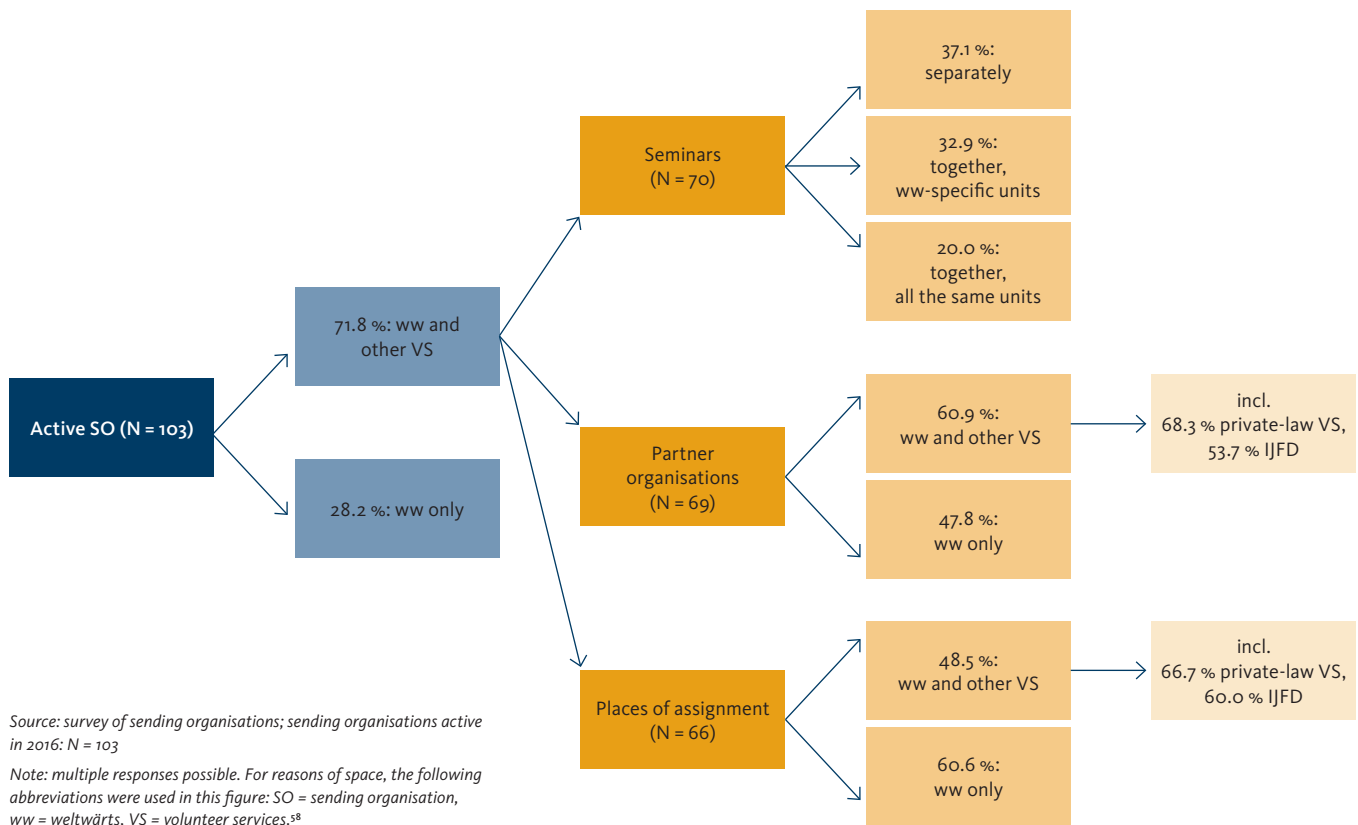
The expert interviews drew attention to the fact that on the level of the quality networks, sending organisation meetings for both programmes are occasionally held simultaneously – with separate blocks for each of *weltwärts* and the IJFD within an otherwise common programme (EI5).<sup>57</sup> It was also pointed out in one expert interview that the quality networks' advisory work with sending organisations is initially independent from the funding programme (EI6).

Figure 10 shows that in practice, even on the level of sending organisations, large overlaps occur between *weltwärts* and other volunteer services, particularly with private-law volunteer services and with the IJFD. Within the sending organisations there is often little or no differentiation between the programmes. The majority of the organisations with multiple volunteer services offer combined seminars for all volunteers: 20.0 % provide the same units for volunteers from

<sup>56</sup> In the course of the evaluation, various background interviews (German: Hintergrundgespräche, HG) were conducted. These are cited with the abbreviation HG and a sequential number.

<sup>57</sup> Overlaps are also a possibility between *weltwärts* and the EVS, since the EVS is similarly implemented by civil society organisations; however, the EVS does not have such a distinctive organisational structure.

**Figure 10 : Use of different volunteer service programmes by sending organisations**



all volunteer services; 32.9 % implement combined seminars but also have units specific to *weltwärts* (N = 70).

Turning to the partner organisations, overlaps between the programmes are likewise found: 60.9 % of sending organisations send volunteers from different volunteer services to the same partner organisations (N= 69; multiple responses possible). The programmes concerned are principally the IJFD along with diverse private-law volunteer services. Even on the level of places of assignment, volunteers from different volunteer services are deployed together. Almost half of all sending organisations questioned (48.5 %) stated that they had at least some places of assignment where volunteers from other services were employed alongside *weltwärts* volunteers (N = 66; multiple responses possible).

The combined deployment of different volunteer services extending all the way to the places-of-assignment level can be explained by the fact that many sending organisations deploy governmental volunteer services as and when needed and available. Although the experts pointed out differences between the programmes which, in some organisations, had resulted in a preference for recruiting volunteers from one of the programmes (E18), they said that it was often necessary to make such decisions pragmatically and situationally (E13, 6), e.g. if one of the services stopped funding new volunteer places due to quotas. According to the experts, this gives sending organisations more room for manoeuvre and is part of their routine practice (E18).

<sup>58</sup> Figures on different types of volunteers in partner organisations and at places of assignment are based on multiple responses; i.e., for example, 60.9 % of the 69 active sending organisations which offer both *weltwärts* and other volunteer services do on occasion send some *weltwärts* volunteers as well as volunteers from other programmes to their partner organisations.

## Conclusion

In practice, distinct overlaps occur between private-law volunteer services, the IJFD and *weltwärts*. Coordination committees exist on the superordinate level, such as the Interministerial Working Group coordinated by the BMFSFJ, or an annual consultation between Engagement Global and the BAFzA to prevent cases of double financing. Nevertheless, overlaps between *weltwärts* and IJFD happen because volunteers are sent to the same partner organisations or to the same places of assignment. Sending organisations do not necessarily differentiate between the services from the viewpoint of content, but resort to different services situationally to finance their volunteer places. This finding supports the conclusion that *weltwärts* and the more recently established IJFD are barely complementary to one another in their implementation practice.

## 3.3 *weltwärts* in the context of development education work in Germany

As a learning service, *weltwärts* is one of the instruments of development education work in Germany. Against the background of Agenda 2030 and the SDGs that are set out in it (see Section 3.1), such instruments are taking on ever-increasing importance in development cooperation. The place occupied by *weltwärts* within this context will be considered below. At the same time, overlaps with other instruments and unique differentiating attributes of *weltwärts* will be examined. This answers the following evaluation question:

- How complementary is *weltwärts* to other instruments of development education work in Germany? (EQ 10.3)

The promotion of development education work is an objective pursued by the German federal government (BMZ, 2008). In Germany it falls within the remit of the BMZ and over the past 30 years it has undergone a transformation from

predominantly fundraising-based provision of information by the development organisations within Germany towards holistic and competence-oriented educational concepts that elucidate development issues from different perspectives (Scheunpflug and Seitz, 1995). This historical development is also reflected in the guidance document for BMZ development education work, *BMZ-Konzept 159* (published in English as *BMZ Strategy 188* with the title “Development Education and Awareness Raising”) which summarises the information, public relations and education work done by the BMZ (BMZ, 2008).<sup>59</sup>

Development education work is predominantly financed via governmental programmes, but implementation is frequently entrusted to civil society organisations.<sup>60</sup> Following the concentration of all the governmental programmes within a single ministry, i.e. the BMZ, responsibility for the onward distribution of funding in the field of development education work is now delegated to Engagement Global, the service agency set up by BMZ. Engagement Global implements some concrete activities or development education programmes itself, one example being the ASA programme. In other programmes, Engagement Global’s role is essentially confined to the forwarding of funding.<sup>61</sup>

Before the conclusion of the evaluation, the decision was taken to reorganise the development education funding portfolio in order to simplify existing funding offers and to exploit synergies whilst endeavouring to retain existing funding lines for returnees. Plans are in place to integrate the Post-Assignment fund into the Funding Programme for Development Education in Germany (FEB), and the Small-Scale Measure fund along with WinD into the Programme for Action Groups (AGP). These measures are scheduled for implementation from the start of 2018.

## Procedure

The post-assignment activities of *weltwärts* are to be viewed within the context of other governmental programmes of

<sup>59</sup> The German government’s understanding of development education described in that document refers to “Global Learning” (BMZ, 2008, p. 3). It is understood as an educational concept that uses holistic methods to create learning spaces for addressing globally relevant issues in the context of the guiding vision of global justice. Global Learning is aimed at the “acquisition of competences in dealing with global societal complexity and empowerment to shape a sustainable society” (Asbrand and Martens, 2012, p. 99).

<sup>60</sup> Only a few smaller civil society key actors – some of which do, however, receive state funding and forward it on in funding programmes – provide funding programmes for development education work (e.g. the Robert Bosch Foundation, Bingo Environmental Foundation of Lower Saxony). The largest non-state, church-based promoter Bread for the World – Protestant Development Service provided funding of € 5.76m for development information and education work in 2015 (ECPAT Deutschland e. V., 2015, p. 24).

<sup>61</sup> In addition, some BMZ funding lines exist that are not linked to any programme or project and fall into the category of development education work in the broadest sense. Examples include the funding of key actors in development education operating nationwide in Germany (e.g. DVV International, VENRO – umbrella organisation of development and humanitarian aid NGOs in Germany, Bread for the World – Protestant Development Service, WUS – World University Service, DAAD – German Academic Exchange Service), as well as cooperations with the federal states, and other development education activities which are not designated as such and/or are handled via the commissioning procedure.



development education.<sup>62</sup> The central instrument of the *weltwärts* programme's development education work in Germany is the Post-Assignment component – i.e. the funding line comprising the *weltwärts* Small-Scale Measures and funding from the Post-Assignment fund – which should be complementary to other instruments for development education work. That component is therefore utilised for this comparison, differentiating between the “regular” Post-Assignment fund and the fund for so-called Small-Scale Measures, both of which are financed out of the Post-Assignment component. These are not to be equated with the post-assignment phase, which describes the period of time after volunteers return to Germany, when they may run activities in line with the programme's aims even without funding from the Post-Assignment component.

To study the complementarity of the *weltwärts* Post-Assignment component to other programmes, a criteria-based selection of programmes was made<sup>63</sup> and these were compared with the *weltwärts* Post-Assignment component, looking specifically at their programme conceptions (target group, objectives) and funding conditions.<sup>64</sup> The following were the programmes selected for this comparison: AGP, FEB, PFQ – a programme to fund qualification measures for development NGOs, wwB – *weltwärts* extracurricular exchange projects in the context of Agenda 2030, and WinD – the returnee programme for international volunteers.<sup>65</sup>

## Results

The programmes used for this analysis can be subdivided into two groups based on their programme conceptions: the first group consists of development education programmes which require participants or applicants to have had several months of project-related experience in the Global South (*weltwärts* Post-Assignment component, WinD), whereas the second group of programmes, while they do not discourage

applications from participants or initiatives with equivalent experience, neither expressly demand it nor have educational concepts that rely upon it (FEB, PFQ, AGP, wwB).

The *weltwärts* Post-Assignment component stands out in that – because the funding comes from the *weltwärts* programme's budget – it is exclusively open to individuals who have taken part in *weltwärts* or to organisations that send volunteers on *weltwärts* assignments. Conversely, *weltwärts* returnees are still eligible to access the other programmes. In contrast to other programmes for development education work, the Post-Assignment component of *weltwärts* is exclusively accessible to *weltwärts* volunteers who have returned to Germany from their assignments. A corollary of this eligibility criterion is the targeted funding of activities undertaken by *weltwärts* volunteers, which would not be possible in other programmes. As a result, there is also a possibility – at least formally – of gearing the eligibility conditions towards the needs of returnees.

The objectives of the *weltwärts* Post-Assignment component – to equip returnees for civic engagement through qualification and networking measures and to support concrete development education activities – have major overlaps with the objectives of other development education programmes. Most programmes likewise fund concrete activities in the field of development education work (particularly AGP, FEB, WinD), qualification measures (specifically AGP, FEB, PFQ, wwB) and/or networking activities (especially AGP, FEB, WinD, wwB). However, PFQ describes itself not as an educational but as a qualification programme, and refers neither to BMZ Strategy 188 (*BMZ-Konzept 159*) nor to the Global Learning approach. Accordingly, while there is some crossover with other programmes in terms of the financed activities, there is no direct content-based link to development education work.

<sup>62</sup> In contrast to most other programmes, *weltwärts* has twofold links with development education work. Firstly, the programme as a whole can be considered a programme of development education work since volunteers can experience personal development in line with Global Learning principles throughout their assignment abroad. Secondly, the Post-Assignment component contains its own funding for development education activities in Germany. Comparison with other development education programmes is only meaningful in relation to the Post-Assignment component, since this is most closely comparable with the other programmes.

<sup>63</sup> Funding programmes were selected which 1. are BMZ-financed, 2. are instruments with financial support allocated via the grants procedure, 3. are offered nationwide or have a nationwide structure, 4. are long-term by design, and 5. finance measures from which *weltwärts* returnees can benefit.

<sup>64</sup> A detailed tabular presentation can be found in the [Online Annex](#).

<sup>65</sup> Although WinD is not a “funding programme”, volunteers can apply to it for funding for activities in the field of development education work. For that reason, WinD was included in the comparison.

Small-Scale Measures funding was established after the follow-up process to the first evaluation of *weltwärts*, and was modelled on the AGP, in order to make low-threshold funding accessible to *weltwärts* returnees. Consequently, it is not surprising that the *weltwärts* Small-Scale Measures exhibit similarities with the AGP and WinD programmes in particular. All three programmes are aimed at the funding of individual projects, with less demanding application procedures and eligibility conditions. Individuals and/or associations are eligible to apply, provided that they are not non-juristic persons. The programmes are addressed explicitly to young volunteers and volunteers' organisations and can be designated as "starter programmes".

All three programmes have limits on the maximum sum that can be applied for: under Small-Scale Measures the maximum funding for a project is € 510, for WinD € 3,000 and for AGP € 2,000 per year. Both Small-Scale Measures and AGP cover 75 % of the costs of a project, while WinD funds the costs of a project in full.

While the Small-Scale Measures funding under the *weltwärts* Post-Assignment component and AGP exclusively support individual projects for which funding applications have been submitted, under WinD this is complemented with concrete activities to establish networks of former volunteers, which are known as Regional WinD Groups. Overall this means that barely any unique differentiating attributes can be identified for *weltwärts* Small-Scale Measures.

Compared to the Small-Scale Measures, accessing the *weltwärts* programme's regular Post-Assignment Measures is more onerous. In terms of the demands of submitting applications, Post-Assignment Measures are similar to the FEB. Both can be described as "advanced" programmes of development education work. The FEB is addressed to organisations active in development policy, i.e. the organisation making the application must demonstrate prior experience in the field of development education. Applicants must undergo a partner-approval procedure before applying for funding. For the *weltwärts* Post-Assignment Measures, the main bodies eligible to submit applications are either volunteer alumni associations or sending organisations. The project funding

awarded under both programmes is organisation-specific. While FEB stipulates a maximum amount of funding for first-time applicants only, under *weltwärts* there is no upper limit for project funding applications. Even so both programmes only partially finance project costs, up to a maximum of 75 %.

### Conclusion

Overall it is found that content-based and formal overlaps occur between the Small-Scale Measures, AGP and WinD and between the Post-Assignment Measures and the FEB. In part these have evolved historically or are intentional. For example, the Small-Scale Measures were modelled on the AGP in order to give volunteers access to low-threshold financial support. The two funds belonging to the *weltwärts* Post-Assignment component and the other development education work programmes analysed, particularly AGP and WinD and/or FEB, are thus not complementary to one another in terms of the content-based and formal criteria analysed. One major difference is found due to the exclusivity of the Post-Assignment component to *weltwärts* participants. As a result, there is the possibility – at least formally – of gearing the funding and the administrative conditions towards the needs of returnees.

The aggregation of different funding offers in the field of development education work, which was initiated even before the conclusion of this evaluation – combining the *weltwärts* Small-Scale Measures with AGP and WinD and integrating regular Post-Assignment Measures into FEB – is thus consistent with the present evaluation results, which point to complementarity problems between the said programmes.

### 3.4 Relevance of *weltwärts* for volunteers and sending organisations

Meeting the needs of actors involved in the programme is an important prerequisite for the successful implementation and running of the volunteer service. Therefore the significance of the programme and of the Post-Assignment component of *weltwärts* for (potential) volunteers will be analysed below. Additional analysis will be addressed to the significance of the administrative conditions, the steering structure and the Post-Assignment component for sending organisations.<sup>66</sup> This will answer the following evaluation questions:

- To what extent does *weltwärts* meet the needs of the target group of young adults? (EQ 1.1)
- To what extent does *weltwärts* meet the needs of the sending organisations? (EQ 1.2)
- How relevant is *weltwärts* as an instrument of development education work in Germany? (EQ 2.1)

In order to answer these questions, results were used from the surveys of volunteers, target groups and sending organisations as well as the expert interviews. Among other aspects, the volunteers' and sending organisations' use of the relevant programme elements was analysed, as a basis for assessing the need-appropriateness of elements of the programme. In addition, data from the evaluation of the Federal Volunteer Service Act (BFDG) and of the Youth Voluntary Services Act (JFDG) was drawn upon for comparison at particular points (Huth et al., 2015).

#### 3.4.1 Relevance of *weltwärts* for volunteers Results on the relevance of the volunteer service

First the analysis will consider how far the *weltwärts* offer of the opportunity to undertake development volunteer service in a country on the OECD/DAC list of developing countries meets the needs of the target group of volunteers. To this end, the motivations of volunteers for participating in *weltwärts* are presented below and compared with the motivation of volunteers in Germany-based volunteer services – the Federal

Volunteer Service (BFD) and FSJ/FÖJ. In addition, general barriers to participation in *weltwärts* are analysed.

As Figure 11 shows, the most frequently mentioned reasons for participating in *weltwärts* are further personal development (mentioned by 63 %), wanting to do voluntary service (40.7 %), interest in development issues (23.1 %) and the motivation to experience something new (16.4 %, N = 1,471; multiple responses possible). Hence, the motivations of *weltwärts* volunteers are found to differ slightly from those of BFD and FSJ/FÖJ volunteers who are under the age of 29, i.e. in the corresponding age bracket to the *weltwärts* target group: the motivations most frequently mentioned by the latter are constructively bridging the time between school and training or studies (mentioned by 46.2 %), further personal development (40.4 %), the desire to experience something new (28.8 %), and interest in the subject (28.1 %, N = 6,855).<sup>67</sup>

Thus, while thematic interest and learning are important for volunteers of both programmes, bridging the time between school and studies plays an important role for a smaller share of *weltwärts* volunteers (14.5 %, N = 1,471). The rank order of motivations of *weltwärts* volunteers and BFD/FSJ/FÖJ volunteers under the age of 29 is, however, similar. Differences in the motivation of volunteers can be traced back in part to thematic differences between the programmes – as a development volunteer service for young adults, *weltwärts* proposes an offer that is explicitly taken up by people who are interested in this thematic emphasis.

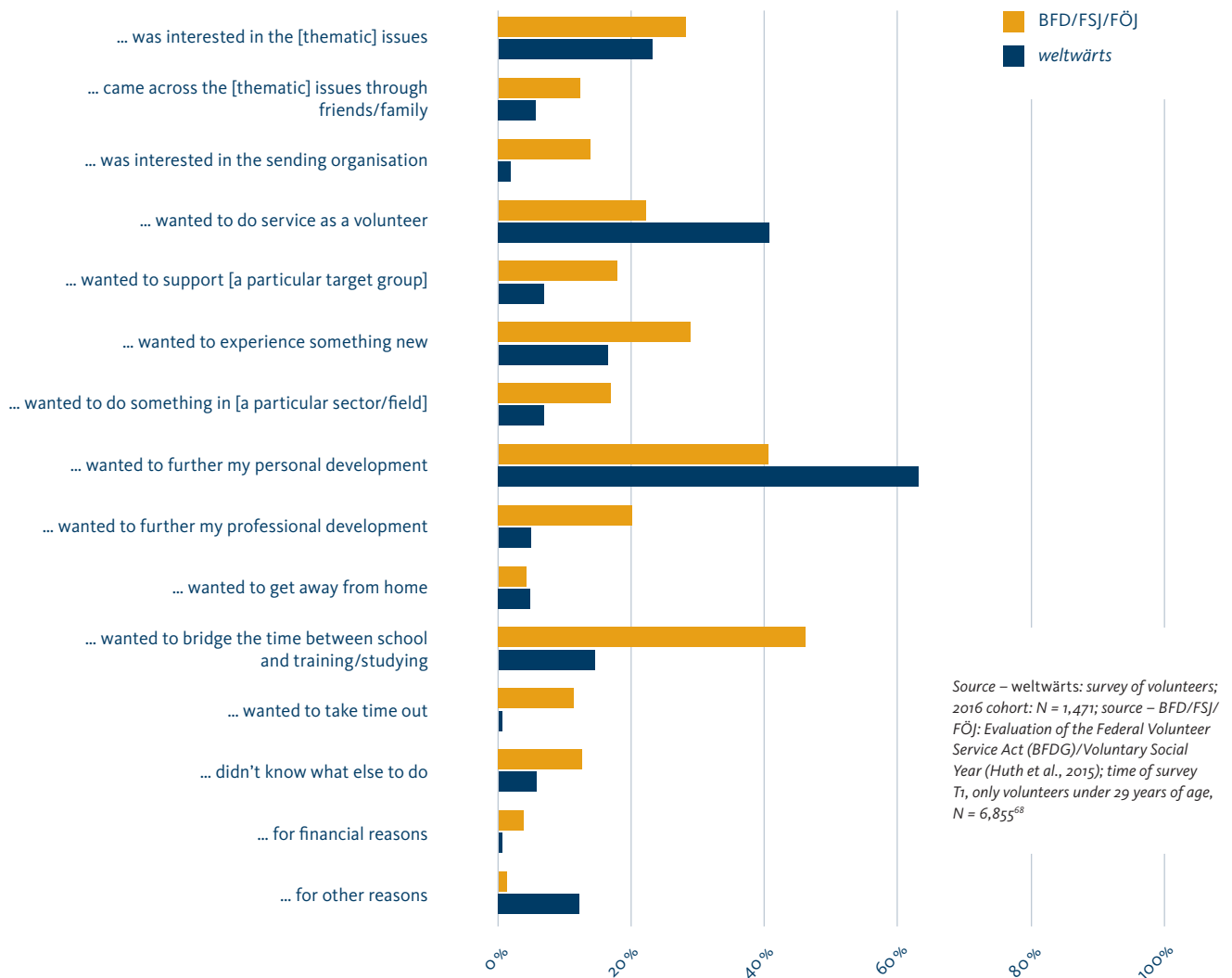
While *weltwärts* meets the needs of the volunteers actually participating in the programme, it does not meet the needs of the entire potential target group (on this, cf. also the extended empirical results in Chapter 5). When asked about reasons for not participating in *weltwärts*, the persons questioned for the comparison group survey from the *weltwärts* target group most frequently responded that they would lose out on benefits or earning opportunities by taking part in *weltwärts*, and that extra financial burdens were to be expected. Moreover, they very frequently expressed agreement with the following reasons: separation from family, partner, child(ren),

<sup>66</sup> As explained in Section 1.1.2, a focus is placed on sending organisations and volunteers, since the host country is not one of the outcome domains analysed as part of this evaluation. For that reason, the relevance of the programme for partner organisations is not analysed at this juncture.

<sup>67</sup> The two groups' responses on almost all motivating reasons differ significantly from each other. Only for the variable "... because I wanted to get away from home" is no significant difference in agreement found.

**Figure 11: Comparison of motivations for participating in weltwärts and in BFD/FSJ/FÖJ (under 29 yrs.)**

I took part in weltwärts or BFD/FSJ/FÖJ because I ...



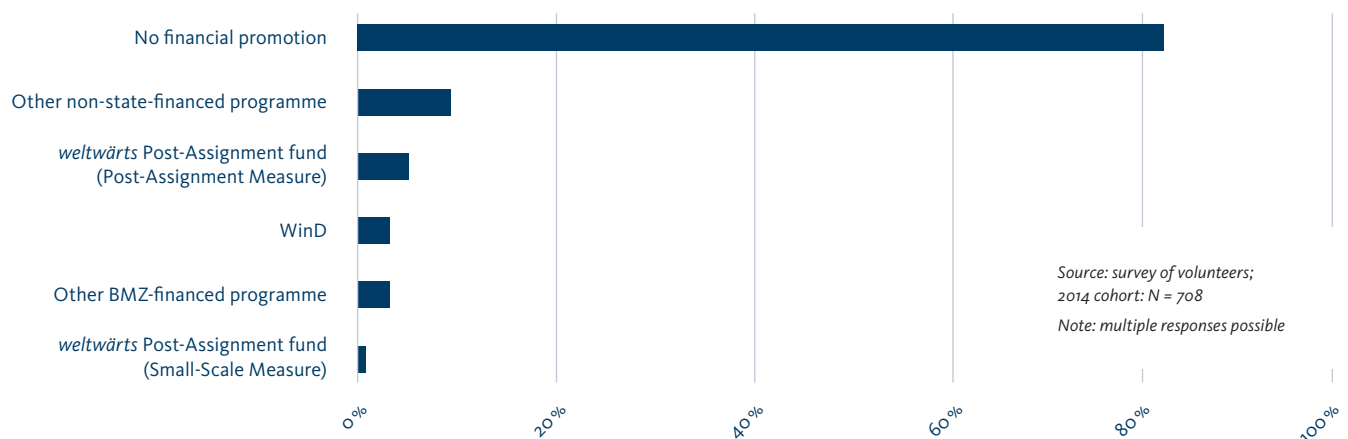
friends; prevented by vocational training/work situation. In contrast, they tended to disagree with the following reasons: difficulties in fulfilling admission criteria; insufficient foreign language skills; difficulties in obtaining information about weltwärts. This indicates that weltwärts does not meet the needs of certain persons from the target group since a period

of (international) volunteer service would not be compatible with their current life plans. Above all, the reference to financial sacrifices shows that many people in the actual target group are unable or unwilling to undertake volunteer service due to being in employment.<sup>69</sup>

<sup>68</sup> Response scale: 1 ("Don't agree at all") to 5 ("Agree completely"), N = 2,937. Loss of benefits or earning opportunities: MV = 3.73, SD = 1.24; expected extra financial burden: MV = 3.73, SD = 1.23; separation from family, partner, child(ren), friends: MV = 3.62, SD = 1.41; my vocational training/work situation doesn't allow me to go abroad for that length of time: MV = 3.51, SD = 1.50; expected longer duration or later completion of vocational training or degree programme: MV = 2.66, SD = .51; difficulties in fulfilling admission criteria: MV = 2.60, SD = 1.16; insufficient foreign language skills: MV = 2.47, SD = 1.38; difficulties in obtaining information about weltwärts: MV = 2.29, SD = 1.14.

<sup>69</sup> The respondents were asked to state the three most important reasons for taking part in weltwärts or in a BFD/FSJ/FÖJ programme. Individual statements were worded differently depending on the particular survey. The statements in the survey of BFD/FSJ/FÖJ volunteers were adapted to their respective placements, whereas those addressed to the weltwärts volunteers were development-related. In order to reflect this in the figure, placeholders for alternate contents are inserted in square brackets.

Figure 12: Financing sources used by volunteers for civic engagement



Overall the programme is thus entirely consistent with the needs of volunteers in terms of their motivations. However, need-appropriateness is possibly limited for persons who could potentially take part in the programme. Since *weltwärts* has the explicit objective of addressing as diverse a target group as possible, these aspects will be subjected to more detailed empirical analysis in Chapter 5.

#### Results on the relevance of the Post-Assignment component

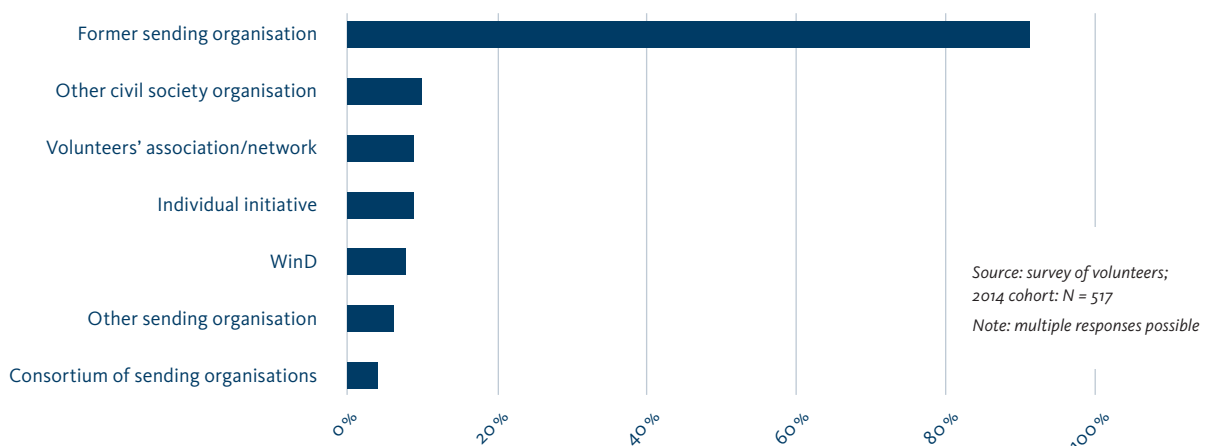
The returnees' engagement in the field of development education work is an important element of the assumed outcomes of *weltwärts* in Germany. The central funding instrument for this is the financial Post-Assignment component, which consists of the Post-Assignment Fund and the Small-Scale Measures fund. The analysis below will consider how far the *weltwärts* Post-Assignment component, and/or its two integral funding instruments are used directly by returnees for civic engagement.

The evaluation results initially show that civic engagement is important for many returnees (cf. also Section 4.2.1): a good three-quarters of all returnees from the 2014 cohort (76.5 %) claim to have participated in civic engagement in the 12

months before the survey (N = 948). They do so with very little take-up of funding. The majority of them (81.1 %) did not make use of any funding (see Figure 12). Only 5.2 % accessed funding from the *weltwärts* Post-Assignment fund and a mere 0.8 % took up Small-Scale Measures funding. If returnees received financial support for their civic engagement, it was most frequently funding from non-governmental programmes (9.3 % of the volunteers, N = 708).<sup>70</sup>

Overall, there is thus barely any take-up of funding offers under the Post-Assignment component of *weltwärts*. Within this component, the Small-Scale Measures funding in particular is designed to support the civic engagement of returnees directly. Despite minimal eligibility requirements, however, at the time of the evaluation only four measures were being financed via the fund established in 2014 for Small-Scale Measures. Although the aim of Small-Scale Measures is to offer a financing option when no other forms of funding are available, the very low take-up of Small-Scale Measures funding clearly indicates that it is at odds with the needs of returnees. This result coincides with findings from expert interviews. Here it was mentioned that returnees perhaps reject classic forms of development education work as their

<sup>70</sup> Additionally it can be shown that people who refrain from civic engagement do so predominantly for reasons that cannot be influenced by *weltwärts* (see Section 4.2.1). 85 % of volunteers from the 2014 cohort doing no civic engagement stated that this was partly on grounds of time while 30 % explained that they were not doing so partly for work-related reasons. However, 30 % and 20 % of returnees respectively responded that they were not doing civic engagement because they did not know where to go, or because they had not yet given serious practical thought to civic engagement. These are reasons that *weltwärts* is certainly capable of influencing.

**Figure 13: Organisers of *weltwärts* follow-up measures in which volunteers participated**

preferred mode of civic engagement (EI7). Other formats – regional groups, for example – might help with offering development education work (EI2).

While there is barely any take-up of financial support from the Post-Assignment component, many volunteers participate in continuing education or training courses after returning to Germany. One in two volunteers took part in a voluntary follow-up measure after his or her return; for example, a continuing education or training course: across all the analysed cohorts of returnees (2009–2015 cohorts) 46.6 % stated that they had participated in a follow-up measure (N = 5,115). In the 2014 cohort, this applied to 50.5 % of volunteers (N = 959). Bearing in mind that these follow-up measures are mainly organised by the returnees' former sending organisations (see Figure 13),<sup>71</sup> it can be assumed that a share of the follow-up measures attended by returnees is financed by *weltwärts* (either from the Post-Assignment component or the Accompanying Measures component).

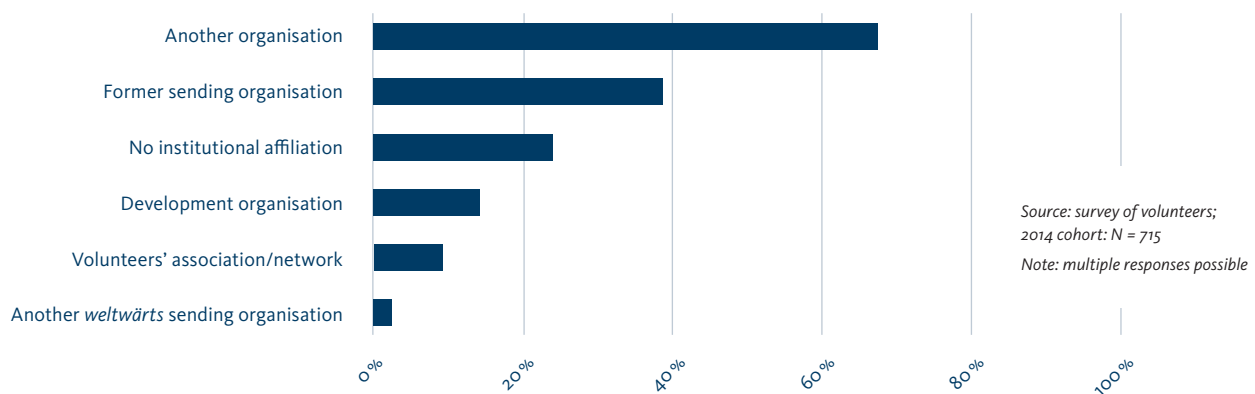
The results of the survey of volunteers show that the engagement undertaken jointly with other *weltwärts* actors is only of importance to a share of the volunteers. Figure 14 shows that sending organisations are the most important

setting for *weltwärts*-related engagement: 38.0 % of returnees from the 2014 cohort claimed to undertake civic engagement in their former sending organisations, among other settings. According to their responses, 9.2 % of volunteers did this in volunteer networks and 2.5 % in other *weltwärts* sending organisations. The majority of former volunteers (66.3 %) also did some civic engagement in organisations which, in the volunteers' view, have no explicit link with *weltwärts* or development. 23.6 % undertook civic engagement without any institutional attachment. Of all the returnees from the 2014 cohort who undertook civic engagement, 55.4 % stated that they did so entirely without links to *weltwärts* actors (N = 715; cf. also Section 3.4).

The results of the survey of volunteers also show that returnees from all cohorts were involved in organising an average of two education and information events in the 12 months before the survey (N = 3,662).<sup>72</sup> 60.6 % of all persons surveyed said that they had helped to organise at least one information and education event in the 12 months before the survey (N = 3,712). Overall, the field of development education work is thus a relevant field of engagement for the majority of volunteers. Furthermore, 29.1 % of returnees claimed to have been involved in at least one seminar for the coaching of new

<sup>71</sup> The following calculations from the survey of volunteers are based on statements from the 2014 cohort of volunteers. As the question on civic engagement asked about actual engagement in the past 12 months, the 2014 cohort was appropriate for the analysis, since this group of volunteers had already returned at least one year prior to the time of the survey.

<sup>72</sup> MV = 1.96, SD = 2.813.

**Figure 14: Places of civic engagement by returnees**

volunteers in the 12 months before the survey (N = 3,716). An expert emphasised during his or her interview that volunteers frequently worked as teamers or multipliers in their former sending organisations (EI4).<sup>73</sup> It was pointed out by another expert, however, that at the time of the post-assignment seminar, many volunteers were not yet ready to give conscious consideration to questions about their engagement (EI7). At that point in time, according to the expert, they were too preoccupied with their return to Germany to start thinking about the form in which they might later undertake civic engagement.

Overall the results indicate that despite the high proportion of returnees involved in civic engagement, the financial support from the Post-Assignment component – the Post-Assignment fund and the Small-Scale Measures fund – is barely taken up by them directly. This makes it clear that the component only partially meets the needs of volunteers. The expert interviews also provided pointers that volunteers may favour other forms of support, e.g. regional groups. It is possible that the formal conditions for funding also play a role, since volunteers submitting applications to the Small-Scale Measures Fund have to fund a 25 % share themselves.

This result can be seen against the background that volunteers are very engaged after their return to Germany. Furthermore, they demonstrate a strong interest in follow-up measures

connected to *weltwärts*. This may be an indication that volunteers benefit indirectly from *weltwärts* funding.

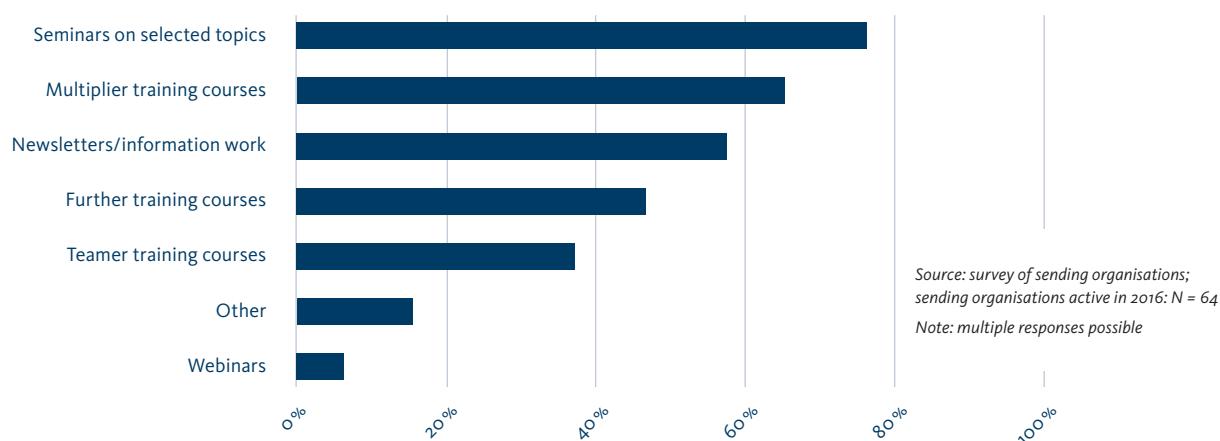
Although according to BMZ the Post-Assignment component does not have ambitions to reach all volunteers without reservation, the low take-up indicates that the Post-Assignment component does not yet directly contribute to fostering the civic engagement of volunteers in line with the programme's aims. The particular strength of *weltwärts* – the returnees' strong willingness to participate in civic engagement – can be developed further in order to achieve the objectives of the programme in Germany more purposefully. The reorganisation of the development education work programmes that was initiated at the end of 2017 could be a first step, if this takes account of the needs of volunteers (on this, cf. Section 3.3).

### 3.4.2 Relevance of *weltwärts* for sending organisations

#### Results on the relevance of the Post-Assignment component

A central assumption of the *weltwärts* post-assignment activities is that sending organisations are also active in post-assignment work and development education work. Hence, the need-appropriateness of the *weltwärts* Post-Assignment component – i.e. the Post-Assignment fund and Small-Scale Measures fund – for sending organisations and aspects of the relevance of *weltwärts* as an instrument of development education work are analysed in this section.

<sup>73</sup> Cf. also the results in the following section on the involvement of returnees in sending organisations.

**Figure 15: Activities of sending organisations in the field of development education work**

Development education work, going beyond the seminars of the education programme, represents a relevant field of activity for 66.0 % of the sending organisations active in 2016. According to experts, the importance of these activities varies depending on the sending organisation (E12, 3, 7), partly because some sending organisations reportedly place a focus on civic engagement within their own organisational or association structure and do not fund development education work directly (E14). Hence, take-up of the Post-Assignment component is not consistent with the priorities of all sending organisations.

If organisations are active in the field of development education work, then activities most frequently comprise seminars on selected topics (cited by 76.6 %, see Figure 15). Multiplier training courses are offered with the second-highest frequency (65.6 %), followed by regular easy-access information, e.g. in the form of newsletters (57.8 %, N = 64; multiple responses possible). Other formats of development education work, e.g. intercultural competence as a profile subject in upper secondary schools, were only mentioned occasionally under “Other”.

Of those organisations carrying out activities in the field of development education work, fewer than half (42.4 %) were

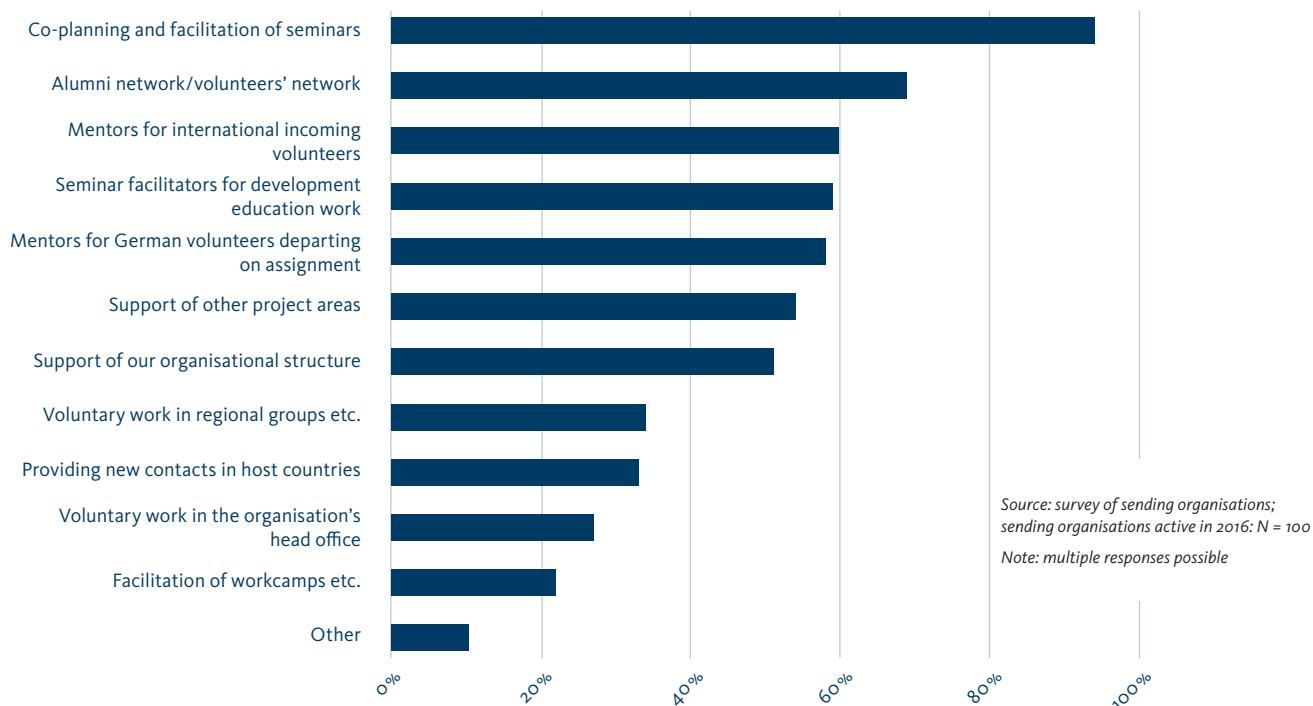
making use of the *weltwärts* Post-Assignment component for financing (N = 59). In relation to all organisations active in 2016 this means that only a good quarter (26.9 %) are accessing the Post-Assignment component (N = 93). Other sources of funding are most frequently stated to be other sources<sup>74</sup> (49.2 %), and funds from church-based organisations (28.8 % of the organisations make use of funding from Bread for the World and 18.6 % from the Catholic Fund) and from the North-South Bridges Foundation (10.2 %, N = 59; multiple responses possible). 18.6 % of organisations active in the field of development education make use of no additional funding sources other than the *weltwärts* Post-Assignment component (N = 59).

The possibility that sending organisations benefit indirectly from Post-Assignment component funding cannot be ruled out, however, since applications can also be submitted cross-organisationally by consortiums. Thus, large sending organisations can submit applications for Post-Assignment Measures from the Post-Assignment fund and implement these jointly, on behalf of or together with other organisations. Applications of this kind are not very common, however. Apart from the three cross-organisational consortium applications of the eFeF, only rarely are there applications in which the applicant sending organisation cooperates with other sending

<sup>74</sup> Among the funding sources mentioned were the following: 39.3 % sources not further specified, 21.4 % (for each of) donations and church funds, 17.9 % own funds, 10.7 % (for each of) FEB and other foundations (N = 28; multiple responses possible).



**Figure 16: Types of returnee involvement in the work of sending organisations**



organisations. Comprehensive information about this is not available, however (HG7). Consequently, no evidence is found of systematic, cross-organisational use of the Post-Assignment component.

The limited take-up of the Post-Assignment component by sending organisations is also reflected in the fact that the funds made available are not completely used up every year.<sup>75</sup> According to experts, a partial explanation for this may be that the administrative load (EI5, 8) and limited resources (EI1, 3, 8) are unduly high barriers for sending organisations (HG5). However, as a contribution from own funds and similar, sometimes more complex application procedures are features of certain other funding programmes<sup>76</sup> which do use up their funding, this reasoning cannot fully explain the discrepancy found here. Perhaps the limited number of sending organisations

involved in development education work is another contributory factor (EI1, 5).

The sending organisations gave a response of moderate satisfaction with the Post-Assignment component.<sup>77</sup> In relation to the Post-Assignment component, sending organisations mainly desired a simplification of administrative procedures (13 out of 33 responses) and changes in the area of financing, such as a higher sum of funding or an obligatory contribution by returnees themselves (6 out of 33 responses). Other points mentioned were desires for the Post-Assignment component to be opened up to non-*weltwärts* volunteers (5 out of 33 responses), and for sending organisations to be trusted more and given more flexibility in implementation (4 out of 33 responses).

<sup>75</sup> Of the €569,000 made available by Engagement Global in 2015, €515,600 was forwarded to sending organisations and volunteers' associations (cf. HG3). Over the course of six allocation decisions in budget-years 2013–2016, an average utilisation rate of 92 % was achieved. See also Chapter 6.

<sup>76</sup> The application process, e.g. with FEB, is more demanding if only because of the partner-approval procedure and the number of documents to be studied when submitting an application (10 documents for FEB as opposed to 5 documents for the Post-Assignment fund; see Engagement Global, 2017d).

<sup>77</sup> For the question about their satisfaction with the Post-Assignment component, the average value of the responses from active and former sending organisations on a scale from 1 ("Very unsatisfied") to 5 ("Very satisfied") is 3.09 (SD = 0.90, N = 97).

Irrespective of the Post-Assignment component and its funding streams, returnees represent an important resource for sending organisations. 85.0 % of the sending organisations active in 2016 responded that they considered returnees to be of at least great significance (N = 100).<sup>78</sup> Organisations active in the field of development education work claimed that, on average, one-third of *weltwärts* returnees (33.4 %) got involved in the organisation's development education work (N = 57).<sup>79</sup> Returnees are involved in co-planning and facilitating seminar work for other volunteers (cited by 94.0 % of organisations, see Figure 16), as mentors for international volunteers (60.0 %) and as seminar facilitators for development education work (59.0 %, N = 100; multiple responses possible). 54.0 % and 51.0 % of sending organisations respectively stated that former volunteers were working in other project areas or within the organisational structure (N = 100; multiple responses possible).

In summary, it can be concluded that only a good quarter of all sending organisations make use of the Post-Assignment component. For one thing, not all sending organisations carry out development education activities over and above the regular education programme. For another, they use other sources of financing in some instances. While consortium-based, i.e. cross-organisational, applications for funding from the Post-Assignment component do happen, they are mainly confined to the eFeF's cross-organisational measures. The moderate satisfaction of the sending organisations with the Post-Assignment component indicates that there is scope to improve the need-appropriateness of the Post-Assignment component. The limited take-up is also evident from the fact that the Post-Assignment component funding is not entirely used up every year. Funding from the Post-Assignment component is thus of moderate relevance for sending organisations.

Some organisations are less focused on development education work, however, and place a more general emphasis on civic engagement of returnees within their own organisations. Newly returned volunteers from the *weltwärts* programme are

considered important by the vast majority of sending organisations and are very frequently involved both in the coaching of new volunteers and in civic engagement within their own organisations.

#### Results on the relevance of the steering structure

As described in Section 3.2, the complex participatory structure – sending organisations and volunteers participate in the steering of the *weltwärts* via the PSC, with partner organisations involved indirectly – is a feature of *weltwärts* that notably differentiates it from other international youth volunteer services.

At the time of the survey, the sending organisations active in 2016 were not fully conversant with the various committees and bodies of the *weltwärts* “*Gemeinschaftswerk*”.<sup>80</sup> Barely half of the sending organisations (47.4 %) knew all the listed committees and bodies; 6.2 % knew only one. The best-known were the quality networks (97.9 %) while the least well-known were the competence centres (58.8 %). The PSC was a familiar concept to almost 80 % of sending organisations. The majority (66.0 %) of sending organisations were not directly represented in any of the committees (in each case N = 97; multiple responses possible). The most frequent reasons given for non-representation were shortage of time and human resources, as well as the indirect representation already taking place through advocacy networks and/or quality networks (53 responses in total).

Similarly in the expert interviews, the status of *weltwärts* as a “*Gemeinschaftswerk*” was found to be of secondary importance for a share of the sending organisations. First it was pointed out that representation via advocacy networks, of which membership is voluntary and not all sending organisations are represented, gives rise to the situation that not all sending organisations can be represented in the PSC even though it is of interest to them (EI4).<sup>81</sup> Moreover, it was claimed that smaller sending organisations, especially, are unable to participate directly due to resource constraints (EI1, 2, 5–7).

<sup>78</sup> On a scale from 1 (“No significance at all”) to 5 (“Very great significance”), 85.0 % of sending organisations rated the significance of involvement by returnees from the *weltwärts* programme with a 4 or 5 (MV = 4.39, SD = 0.84, N = 100).

<sup>79</sup> The sending organisations were asked to state the share of returned *weltwärts* volunteers from the 2014/2015 cohort who had done voluntary work at least once for the given sending organisation since their return to Germany in 2015.

<sup>80</sup> The committees and bodies are: PSC, working groups, ad-hoc working groups, quality networks, advocacy networks, and competence centres addressing so-called new target groups. In some cases the names used to refer to the different committees and bodies can vary, so it is possible that during the survey, not all sending organisations were presented with the terminology familiar to them.

<sup>81</sup> The *Gemeinschaftswerk* is aware of this fact. According to the BMZ, some sending organisations not attached to advocacy networks were asked to consult with existing advocacy networks about the forwarding of information. So far, however, this has been declined by the sending organisations contacted.

But even in sending organisations with more resources, the willingness to participate was described as limited in some cases, since the themes discussed within the PSC are sometimes too remote from the sending organisations' everyday work (EI1, 7) or too complex (EI8).

In contrast to this view, sending organisations overall are found to have moderate satisfaction with various aspects of the *Gemeinschaftswerk*. Their satisfaction is highest with the direct cooperation with BMZ and Engagement Global/the *weltwärts* Coordination Office (Kww), followed by the structure of the *weltwärts Gemeinschaftswerk* overall and the opportunities to be involved in its work; satisfaction is lowest with the cooperation between the state and civil society in the steering committees of the *weltwärts* programme.<sup>82</sup> The expert interviews yielded possible reasons for this. In these it was pointed out that a share of the sending organisations perceive the steering structure mainly as "top-down" steering (EI1, 3, 5–7). A share of the sending organisations also reportedly consider certain requirements specified by *weltwärts*, such as certification or security standards, as adding to their workload. Furthermore, experts reported ad-hoc requests being received from the PSC, a practice detrimental to the sending organisations' way of working, given their constrained time resources. Equally, it was pointed out that since 2013 there has been an observable trend towards a greater number of committees. This is making the sending organisations increasingly overburdened (EI6). By a resolution of the PSC passed in December 2016, however, the permanent working groups (on Procedures and Quality) were dissolved and the committee structure thereby simplified before the evaluation was concluded.

The views of the experts largely coincide with the responses from the sending organisations. In the responses to the open questions in the standardised questionnaire, the sending organisations stated that they desired more cooperation in mutual respect and equitable exchange (15 out of 36 responses), more independence (13 out of 36 responses) and a simplification of administrative procedures (11 out of 36 responses). That aside, they urged attention to the needs of small sending organisations and those working on a purely

honorary basis (6 out of 36 responses) and more respect for the competences of the sending organisations (6 out of 36 responses). In four responses, a desire for improved cooperation with the *weltwärts* Coordination Office was expressed. Positive responses on the steering structure of the *Gemeinschaftswerk* were given by six sending organisations.

In summary, regarding the participatory structure of *weltwärts*, an ambivalent picture is found to emerge. On the one hand, not all sending organisations have detailed knowledge about the steering structure's special form as a "*Gemeinschaftswerk*" [collective venture of state and civil society actors]; on the other hand, because of the current mode of representation through advocacy networks, membership of which is voluntary, there is no certainty that all sending organisations are directly or indirectly represented within it. Apart from these results on the structure of the *Gemeinschaftswerk*, it is evident that in the perception of some sending organisations, the way in which cooperation is structured is not always consistent with their needs: Some sending organisations expressed the desire for cooperation to be more strongly informed by respect and equality, for greater appreciation of their competences and more trust in and recognition of their own work. Furthermore, a reduction of (administrative) workload was requested.

Nonetheless, the sending organisations rated their satisfaction with various aspects of the *Gemeinschaftswerk* as neither satisfied nor unsatisfied. A share of the sending organisations currently experience and use the steering structure of *weltwärts* more as a structure for steering and for transmission of information (EI1, 5), rather than as a genuinely participatory structure. So the "*Gemeinschaftswerk*" is not completely succeeding in communicating its identity as such to all sending organisations. Accordingly, the steering structure of *weltwärts* is of moderate relevance for sending organisations. For the functioning of the *Gemeinschaftswerk*, however, which constitutes an arena of cooperation between state and civil society actors, meeting the sending organisations' needs is a matter of particular importance.

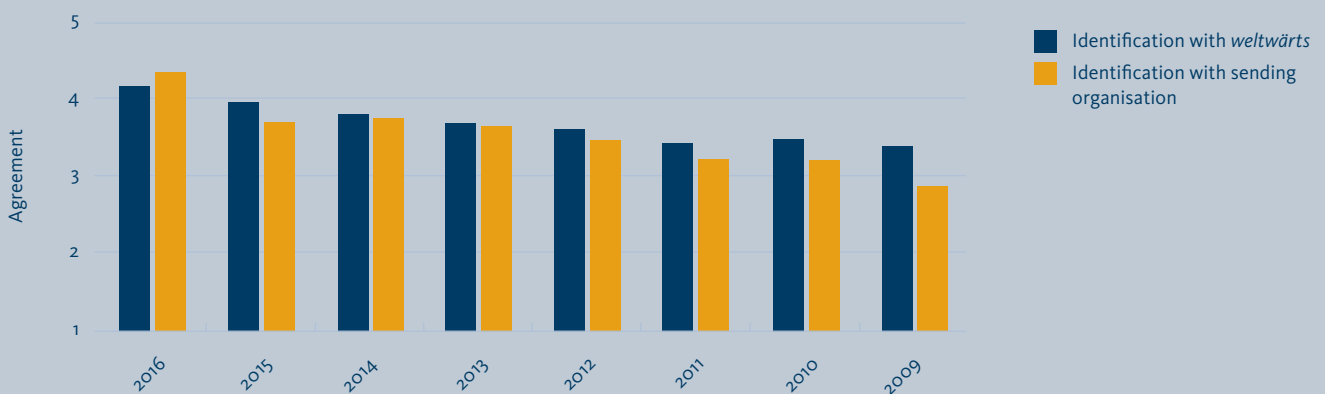
<sup>82</sup> On a scale from 1 ("Not satisfied at all") to 5 ("Very satisfied") the sending organisations active in 2016 rated the aspects as follows: direct cooperation with BMZ/Kww:  $MV = 3.58, SD = 0.99, N = 96$ ; overall structure of the *Gemeinschaftswerk*:  $MV = 3.28, SD = 0.93, N = 95$ ; overall opportunities for involvement:  $MV = 3.13, SD = 0.84, N = 95$ ; cooperation between state and civil society in the steering bodies:  $MV = 2.98, SD = 0.89, N = 95$ .

**Box 5: Excursus: identification of volunteers with *weltwärts* and their sending organisation**

Bearing in mind that *weltwärts* positions itself, with a clearly recognisable name, as a volunteer service steered by the “*Gemeinschaftswerk*” [collective venture of state and civil society actors], but that a majority of the sending organisations already offered their own international

volunteer services before the *weltwärts* programme was introduced, the question asked is whether volunteers identify with both – i.e. the *weltwärts* programme and their particular sending organisation.

**Figure 17: Identification of volunteers from the volunteers' point of view**



Source: survey of volunteers; 2009–2016 cohorts

Note: response scale: 1 (“Don’t agree at all”) to 5 (“Agree completely”); 2016 cohort: identify with *weltwärts*:  $N = 1,475$ ,  $MV = 4.14$ ,  $SD = 0.76$ , identify with sending organisation:  $N = 1,475$ ,  $MV = 4.33$ ,  $SD = 0.75$ ; 2015 cohort: identify with *weltwärts*:  $N = 1,354$ ,  $MV = 3.93$ ,  $SD = 0.91$ , identify with sending organisation:  $N = 1,354$ ,  $MV = 3.68$ ,  $SD = 1.17$ ; 2014 cohort: identify with *weltwärts*:  $N = 977$ ,  $MV = 3.78$ ,  $SD = 0.95$ , identify with sending organisation:  $N = 978$ ,  $MV = 3.73$ ,  $SD = 1.17$ ; 2013 cohort: identify with *weltwärts*:  $N = 837$ ,  $MV = 3.66$ ,  $SD = 1.02$ , identify with sending organisation:  $N = 837$ ,  $MV = 3.63$ ,  $SD = 1.23$ ; 2012 cohort: identify with *weltwärts*:  $N = 947$ ,  $MV = 3.59$ ,  $SD = 1.91$ , identify with sending organisation:  $N = 948$ ,  $MV = 3.45$ ,  $SD = 1.22$ ; 2011 cohort: identify with *weltwärts*:  $N = 913$ ,  $MV = 3.41$ ,  $SD = 1.05$ , identify with sending organisation:  $N = 913$ ,  $MV = 3.20$ ,  $SD = 1.27$ ; 2010 cohort: identify with *weltwärts*:  $N = 966$ ,  $MV = 3.46$ ,  $SD = 1.02$ , identify with sending organisation:  $N = 964$ ,  $MV = 3.19$ ,  $SD = 1.24$ ; 2009 cohort: identify with *weltwärts*:  $N = 467$ ,  $MV = 3.36$ ,  $SD = 1.06$ , identify with sending organisation:  $N = 468$ ,  $MV = 2.87$ ,  $SD = 1.23$

It is clear from Figure 17 that volunteers do so across all cohorts. Prior to departure on assignment, identification with both is strongest. For these volunteers, identification with their own sending organisation is somewhat higher than identification with *weltwärts*, whereas in earlier cohorts the reverse is the case. However, the volunteers are found to identify with both *weltwärts* and their own sending organisation, and not with one or the other exclusively. Sending organisations find it somewhat more important that their volunteers identify more with their

organisation than with *weltwärts* (see Figure 18). Nevertheless, even here no opposing tendency is found in their assessment of the volunteers’ identification: essentially, the principle of volunteers identifying both with *weltwärts* and with their own organisation is important to the sending organisations. The overall evidence therefore shows that identification with *weltwärts* and identification with the sending organisation can exist in parallel with one another.

**Figure 18: Identification of volunteers from the sending organisations' point of view**

### Results on the relevance of the formal administrative conditions

The significance of the *weltwärts* North-South component for sending organisations is manifested with reference to the formal administrative conditions of the programme, among other things, and the question of whether these meet the needs of the sending organisations implementing the programme.

In the expert interviews, the administrative demands of *weltwärts* were described as high (EI5), but no higher than for other comparable volunteer services, such as the IJFD or the EVS, for instance (EI1, 2, 5, 7). It is not so much the administrative conditions that sending organisations find burdensome, the experts say, but rather the imposition of additional requirements by *weltwärts* for the implementation of the service (e.g. certification or the crisis and emergency systems; EI1, 3, 5, 7). The resources of sending organisations were also reportedly burdened by the demands associated with supporting volunteers' families (EI6). The process of establishing a more formalised quality and crisis and emergency management system, which began with the follow-up process to the 2011 evaluation, was also described by

experts as a consolidation process (EI3, 8). As a result of the increased demands of implementing *weltwärts*, in the experts' view, smaller organisations especially tended to have difficulties in putting *weltwärts* into practice or consciously opted out of the higher requirements and hence chose to stop offering *weltwärts* assignments (EI1).

The two most frequently cited reasons for permanently or temporarily ceasing to offer assignments under the *weltwärts* programme – large administrative/bureaucratic workload and a mismatch between the organisation and *weltwärts* (14 responses in total) – reflect this assessment. When questioned about the conditions for recommending *weltwärts* assignments, two respondents mentioned “a lower administrative and bureaucratic workload”, while others suggested changes in the programme design (e.g. more flexibility for sending organisations, opening of the upper age limit, extending the duration of the stay abroad; 4 responses in total).

In the survey of sending organisations, sending organisations rated their overall satisfaction with the formal administrative conditions of the North-South component as moderate (neither satisfied nor unsatisfied).<sup>83</sup> Seven sending

<sup>83</sup> For the question on their satisfaction with the North-South component, the average value of responses from active and former sending organisations on a scale from 1 (“Very unsatisfied”) to 5 (“Very satisfied”) is 3.04 (SD = 0.97, N = 103).

organisations explicitly expressed their satisfaction with the formal administrative conditions. At the same time, a few sending organisations responded that they wanted administrative procedures to be simplified (35 out of 47 responses; of these, 12 responses on reduction of administrative load).

The desire for more flexibility for sending organisations was also reflected in the sending organisations' suggested changes to the formal administrative conditions; for example, in the desire for greater consideration of the sending organisations' experience and needs, and for more recognition and trust (7 out of 47 responses). At the same time, it was pointed out in the expert interviews that sending organisations perceived requirements specified by *weltwärts* as interference in their own autonomous domains of activity, e.g. contractual terms (EI3). Here, at least discursively, there is an evident link with the perception of the *weltwärts* steering structure as a control structure, and the desire by some sending organisations for refinement of that structure to incorporate more cooperation in mutual respect and equitable exchange as well as more recognition of the sending organisations' competences. The sending organisations' need for consideration and recognition was also articulated for the formal administrative conditions.

Despite comments from sending organisations about the high administrative load and high level of additional requirements, many sending organisations consciously choose to remain in *weltwärts* after weighing up the costs and benefits because the programme appears particularly attractive in comparison to the other volunteer services, especially as regards the volume of financial support (EI3). Nevertheless, a small number of sending organisations commented on financing-related challenges; the advance payments sometimes required from

them, for instance, or the non-mandatory contributions of volunteers (4 out of 47 responses).

Overall there are indications that sending organisations do perceive the effort of meeting the formal administrative conditions as high, but not as higher than for other programmes. On average, sending organisations rated their satisfaction with the formal administrative conditions as moderate and in some cases desired a simplification of administrative procedures including a reduction of the administrative load. That aside, substantial requirements are imposed on sending organisations mainly by additional aspects of the programme, e.g. in the areas of security or quality. In some cases, such requirements are perceived as interference in their own domain of activity, and potentially overburden under-resourced sending organisations. Accordingly, in terms of their need-appropriateness, the administrative framework conditions are of moderate relevance for sending organisations.

This finding is clearly in tension with the programme's aspirations, which are high, particularly regarding the security of volunteers and the quality of implementation of the volunteer service. They are an expression of the *weltwärts* programme's aim to be more than a mere funding programme, and partly go back to recommendations of the first *weltwärts* evaluation. The high quality standards also potentially carry across to other international volunteer services (on this, see Section 4.2.3 on unintended effects on civil society). To retain these and, at the same time, to provide administrative conditions which facilitate participation even from less-well-resourced sending organisations, is one of the *weltwärts* programme's challenges.

### 3.5 Overview of results

- Against the background of the development agendas studied, *weltwärts* is **mostly relevant**: as a result of changes in its development profile, the objectives of *weltwärts* are consistent with the goals of current development agendas and their postulated paradigm-shift towards “One World”. Shortcomings are found with regard to making explicit links with international debates and participating in international discussion forums. (Relevance)
- The complementarity of *weltwärts* with other international volunteer services varies depending on the analytical level:
  - In conceptual and content terms, *weltwärts* and the other international volunteer services studied are **mostly complementary**: the link with development issues, the emphasis on post-assignment work and the participatory structure represent unique attributes differentiating *weltwärts* from volunteer services run by other government departments. Shortcomings are found with regard to content overlaps with the BMZ-financed ASA programme, although this is addressed to a different target group.
  - On the level of practice, however, *weltwärts* and the IJFD are **barely complementary**: distinct overlaps are found between the two services on the levels of both sending organisations and places of assignment. Sending organisations often do not differentiate between the two programmes, and send volunteers from both services to the same partner organisations and/or the same places of assignment. The complementarity problem is confined to those countries in which both services actively operate. (Complementarity and Coordination)
  - *weltwärts* and other development education programmes are **not complementary**: clear overlaps are found between the target groups, objectives and funding conditions of *weltwärts* Small-Scale Measures, WinD and AGP, and between those of regular *weltwärts* Post-Assignment Measures and FEB. Thus, the aggregation of different funding programmes in the field of development education work, which was initiated even before the evaluation had been concluded – combining *weltwärts* Small-Scale Measures with AGP and WinD, and integrating regular Post-Assignment Measures into the FEB – is consistent with the present evaluation results. (Complementarity)
- The *weltwärts* volunteer service is **entirely relevant** for participating volunteers: the volunteer service entirely meets the volunteers’ needs in line with their motivations for participating. (Relevance)
- The Post-Assignment component and its sub-components, the Post-Assignment fund and the Small-Scale Measures fund, are **barely relevant** to volunteers: only a very tiny share of volunteers make direct use of the funding opportunities offered by *weltwärts*. Nevertheless, after returning to Germany, volunteers frequently take part in voluntary seminars or training courses offered by sending organisations, which are likely to be financed by *weltwärts*. It is thus possible that volunteers benefit indirectly from take-up of the component by sending organisations. (Relevance)
- The Post-Assignment component including its Post-Assignment fund and Small-Scale Measures fund are of **moderate relevance** for sending organisations. Only a good quarter of all sending organisations make use of the financing instruments. On the one hand, not all sending organisations carry out development education activities over and above the regular education programme. Applications for consortium-based, i.e. cross-organisational, measures are only submitted in rare instances. On the other hand, the sending organisations active in the field of development education sometimes make use of other sources of financing. The limited take-up is equally evident from the fact that the Post-Assignment component funds are not entirely used up every year. The moderate satisfaction with the Post-Assignment component underscores that there is potential to improve its appropriateness to needs. Irrespective of that, *weltwärts* returnees play a significant role in supporting the sending organisations’ activities. (Relevance)

- The steering structure of the *Gemeinschaftswerk* is of **moderate relevance** for sending organisations: the sending organisations are not fully informed about the *Gemeinschaftswerk* [collective venture]. Moreover, because sending organisations are represented via advocacy networks in which membership is voluntary, currently there is no certainty that all interested sending organisations are represented on the PSC. Whereas on average the sending organisations are neither satisfied nor unsatisfied with various aspects of the *Gemeinschaftswerk*, a share of them perceive its structure – despite its participatory design – principally as a steering and control structure. These results point to potential for improving the appropriateness of the structures of the *Gemeinschaftswerk* to the sending organisations' needs. (Relevance)
- The formal administrative conditions are of **moderate relevance** for sending organisations: while the general demands of submitting applications and the reporting obligations are not necessarily perceived as more onerous than the equivalent requirements of other services, the workload for additional aspects such as security or quality is perceived to be high. This points to a fundamental tension between high quality standards, which go back to recommendations from the first *weltwärts* evaluation, and the associated administrative requirements. Maintaining the high quality standards, while putting in place administrative conditions which also facilitate the participation of less-well-resourced organisations, is one of the programme's challenges. (Relevance)





# 4.

## RESULTS II: OUTCOMES, SUSTAINABILITY AND DEVELOPMENT IMPACT

In this chapter, results of the evaluation are presented concerning the effects of the programme, its sustainability and its overarching development impact (BMZ, 2006). Section 4.1 reports and explains the intended and unintended effects on volunteers of participating in *weltwärts* and analyses how persistent these are (evaluation questions 3 and 9). Section 4.2 is dedicated to presenting and explaining the outcomes of the programme in Germany (evaluation questions 4, 5, 6 and 8).

## 4.1 Outcomes for volunteers

### 4.1.1 Individual outcomes: knowledge, competences, attitudes and personality of volunteers

This section presents the outcomes shown in the intervention logic for individual outcomes (see Figure 6) for volunteers (outcome strand of change in knowledge, competences, attitudes, personality and behaviour; see Figure 6). In addition to the intended outcome dimensions, unintended outcomes of the programme were also analysed as part of the evaluation. Accordingly, the following two evaluation questions are answered:

- What contribution does *weltwärts* make to changes in the competences, knowledge, attitudes, personality and behaviour of volunteers? (EQ 3.1)
- What unintended (positive and negative) effects on the individual level does *weltwärts* contribute to, and what factors influence them? (EQ 3.3)

### Procedure

The consolidated Programme Theory (see Section 1.3) elucidates the assumptions about the learning and changes to be expected in the volunteers as individuals. The narrative describes in detail the outcomes that participation in *weltwärts* is intended to bring about (see Annex 9.2). These assumed outcomes (which include enhanced knowledge, extended competences, reinforced attitudes towards Global Learning, and changed personality aspects) were operationalised, i.e. made measurable, with reference to existing scientific constructs. In concrete terms this means that the outcome dimensions found in the programme documents (e.g. positive emotional affinity to the host country; Doc. 4) were aligned with existing scientific constructs (variables, e.g. allophilia) and subsequently measured in the course of the surveys.<sup>84</sup>

Both constructs with a concrete link to the host country (specific constructs, spec.) and constructs relating to a larger group of people or countries beyond the host country (general constructs, gen.) were analysed. In this way, attitudes towards different groups of people could be captured and analysed to establish whether learning experienced in host countries could be decontextualised in such a way that generalisable elements might be transferable to different or additional contexts. Additional constructs were analysed for the dimension of unintended effects (paternalism, exoticisation and risk-taking propensity). These were selected based on existing empirical results on potential negative and positive consequences of *weltwärts* (or similar programmes).<sup>85</sup> Table 2 gives an overview of the constructs used.

<sup>84</sup> The constructs used here represent a selection of potential operationalisations of intended outcomes formulated in programme documents. They were documented in a fully elaborated Programme Theory in the Inception Report of this evaluation and agreed in consultation with the reference group. The operationalisation of the constructs, including their scientific sources, as well as the correlations and reliabilities are presented in full in the [Online Annex](#). In addition to the constructs shown, the constructs “justice beliefs” and “global dependencies” were also tested. Based on the preliminary analyses (factor loadings in principal component analyses and principal axis analyses) these constructs were not integrated into the analysis of effectiveness. The results on the dimension of behaviour are shown in Section 4.2.1 because their outcomes are assumed to apply to the period based in Germany.

<sup>85</sup> For the identification of unintended effects, the research built on existing knowledge about negative consequences of stays abroad for young adults (see *glokal*, 2012). In this context, exoticisation denotes the unreflected idealisation of people from the host country and construction of them as fascinating and different. Paternalism denotes a patronising attitude vis-à-vis people from the host country. Risk-taking propensity was included in order to cover an additional but unintended aspect of the personality of volunteers.

**Table 2: Individual outcomes: overview of outcome dimensions and operationalisation of the constructs**

Outcome dimension	Constructs (operationalisation)
Knowledge	Knowledge about the host country (spec. knowledge); knowledge about other countries (gen. knowledge)
Competences	Language competence; methodological competence; perspective-taking ability vis-à-vis people from the host country (spec. perspective-taking ability); perspective-taking ability vis-à-vis people from other countries/cultures (gen. perspective-taking ability); empathy with people from the host country (spec. empathy); empathy with people from other countries/cultures (gen. empathy); intercultural self-efficacy
Attitudes	Attitude towards people from the host country (spec. allophilia); attitude towards people from other countries/cultures (gen. allophilia); feelings towards people from other cultures; multiculturalism; diversity beliefs; interest in development cooperation; global identity
Personality	General self-efficacy; self-esteem; openness
Unintended effects	Risk-taking propensity; spec. exoticisation; gen. exoticisation; gen. paternalism

Source: Programme Theory

Note: The definitions of the individual constructs as well as their scientific derivations and an overview of the items can be found in the [Online Annex](#).

In order to examine the individual effects, two different analyses were carried out:

- Calculation of mean-value differences between departing volunteers (2016 cohort) and newly returned volunteers (2015 cohort) by means of t-tests. This was done to verify whether values for the analysed constructs differed substantially and significantly from one another between the two cohorts of volunteers. The results of this analysis are referred to below as “simple effects” (Field, 2011).<sup>86</sup>
- Calculation of differences between the intervention and comparison group by means of a difference-in-differences analysis, with reference to the four groups described in Section 2.2.2: *weltwärts* 2016 cohort (Group 1), *weltwärts* 2015 cohort (Group 2), Comparison Group 1 (CG1) as the counterpart to the 2016 cohort (Group 3) and Comparison Group 2 (CG2) as the counterpart to the 2015 cohort (Group 4; cf. Cerulli, 2015). This analysis enables investigation of the extent to which the outcomes for Group 2, the only one of the four groups to have taken part in *weltwärts*, differ from those of the other groups. Results of this analysis are also referred to below as the “interaction effect”.

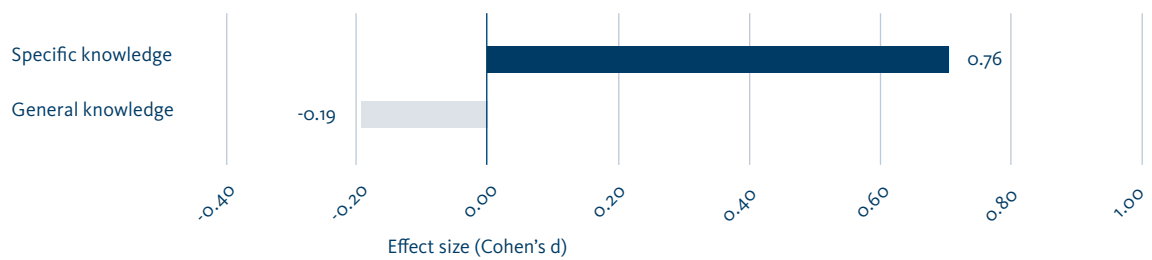
For the first analysis, data from the survey of volunteers was utilised, and for the second, data from the survey of volunteers and comparison groups. Both analyses made use of the matched groups.<sup>87</sup>

Simple effects could be calculated for all constructs. However, it was not possible to carry out a difference-in-differences analysis for variables that related to the host country (such as the host country’s language and the other specific constructs) since the comparison group had not been asked these questions. Interaction effects within the difference-in-differences analysis were thus only calculated for constructs on which equivalent data for the comparison group was available. To ensure that the results are comparable, the figures below initially give an overview-style presentation of the simple effects only. Interaction effects are only shown when deviations from simple effects occur or in order to exemplify the effects described.

In order to triangulate the results of the survey of volunteers and deepen the insights, results from the group discussions were utilised.

<sup>86</sup> In the analysis of the effects, the design effect was also calculated in order to examine whether a multi-level model improves the explanatory power of the results. The effects were analysed across all sending organisations and across all host countries. Effects found or not found are thus valid – in the absence of any explicit indication to the contrary – regardless of which sending organisations sent the volunteers abroad or in which host country they completed their service.

<sup>87</sup> Comparison Group 2 consists of different groups of persons who did not participate in *weltwärts*. They either participated in a volunteer service other than *weltwärts*, or no volunteer service, or embarked on an alternative path in life. Differences between the two groups of persons are minor, however: a difference value in the scale points > 0.20 between the two groups of persons in Comparison Group 2 is found within the following constructs: self-esteem = 0.24, interest in development cooperation = 0.27, behaviour = 0.28, risk-taking propensity = 0.29. Since the difference values in the scale points turn out to be low, there is no further discussion of the differences in the following.

**Figure 19: Effect sizes for the dimension of knowledge (comparison of 2016 and 2015 cohorts)**

Source: survey of volunteers; 2016 and 2015 cohorts, matched

Note: dark bars show substantial effects ( $p < .05$  and Cohen's  $d \geq .20$ ), light bars show non-substantial effects. Response scale 1 ("Don't agree at all") to 5 ("Agree completely"); specific knowledge (moderate effect): Cohen's  $d = 0.76$ ,  $p < .001$ , departing volunteers:  $N = 466$ ,  $MV = 3.17$ ,  $SD = 0.74$ , newly returned volunteers:  $N = 489$ ,  $MV = 3.70$ ,  $SD = 0.65$

## Results

### Knowledge

From the comparison between departing and newly returned volunteers, an increase in knowledge about the host country can be observed. Figure 19 shows that a moderate positive effect occurs for specific knowledge, i.e. newly returned volunteers agreed to the statements more than those about to depart on assignment. On the dimension of general knowledge, i.e. knowledge about other countries generally, no evidence of substantial and significant effects is found.

Knowledge about the host country was also cited in group discussions as an effect of participating in *weltwärts*. In terms of content this encompasses concrete socio-cultural practices, societal structures and the political system of the given host country (GD1–5). Socio-cultural practices in the host country were cited by volunteers in group discussions in connection with religious practices or everyday behaviours (GD 1, 3). The topic is discussed in terms of enhanced knowledge about the host country, among other aspects (GD1, 5). The *weltwärts* stay abroad enables volunteers to compare their knowledge, which may be abstract and derived from books, newspapers, documents, TV etc., with a taste of the reality of people's lives in the host country, so that they arrive at a picture of the host country that exceeds superficial knowledge:

*"I had looked into Hinduism beforehand but [in the host country] we just went along with all the festivals, and we also*

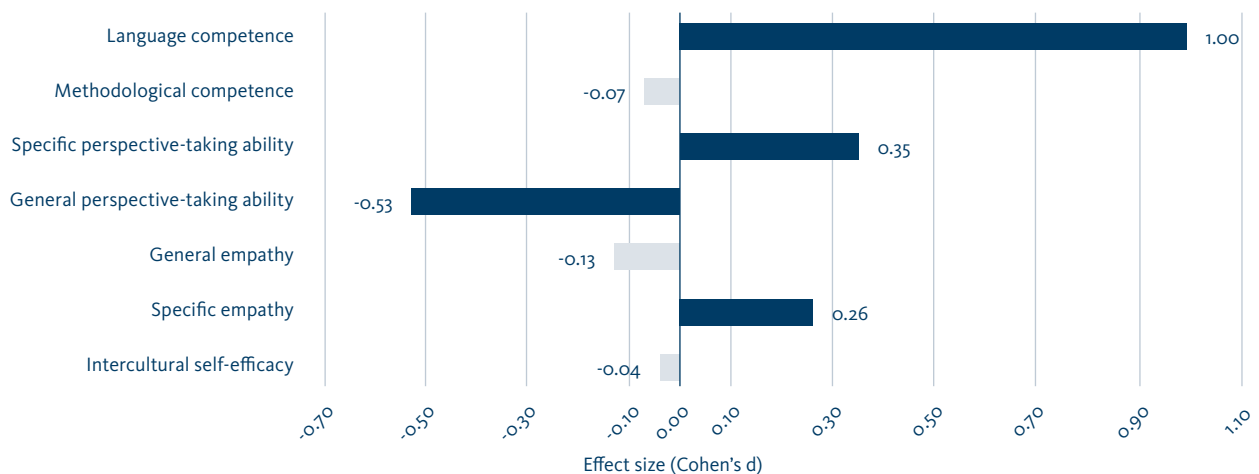
*listened to stories a bit [...] and got to know some of the saints, found out something about them, [...] and learned prayers by heart"* (GD1).

Furthermore, there was mention in the group discussions of a firmer knowledge about the heterogeneity of societal structures (e.g. the religious composition of society) in the host country (GD1, 2, 5). An additional element is knowledge about the political system and political practices in the host country (GD1, 3, 4).

Overall the group discussions thus confirmed and complemented the results of the quantitative analyses. Accordingly there was no evidence in the group discussions of any enhancement of knowledge about other countries generally. Instead it was found that volunteers firstly reported enhanced knowledge about their host country; secondly they mentioned further substantive aspects in which this enhanced specific knowledge becomes apparent.

### Competences

Figure 20 shows the effect sizes of the individual constructs for the dimension of competences. While no effects are observed in the constructs of methodological competence, general empathy and intercultural self-efficacy, they are found in the constructs of language competence, specific and general perspective-taking ability and specific empathy.

**Figure 20: Effect sizes for the dimension of competences (comparison of 2016 and 2015 cohorts)**

Source: survey of volunteers; 2016 and 2015 cohorts, matched

Note: dark bars show substantial effects ( $p < .05$  and Cohen's  $d \geq .20$ ), light bars show non-substantial effects. Response scale: 1 ("Don't agree at all") to 5 ("Agree completely"); language competence (large effect): Cohen's  $d = 1.00$ ,  $p < .001$ ; departing volunteers (2016 cohort):  $N = 466$ ,  $MV = 2.91$ ,  $SD = 1.11$ ; newly returned volunteers (2015 cohort):  $N = 488$ ,  $MV = 3.90$ ,  $SD = 0.85$ ; spec. perspective-taking ability (small effect): Cohen's  $d = 0.35$ ,  $p < .001$ ; departing volunteers (2016 cohort):  $N = 466$ ,  $MV = 3.36$ ,  $SD = 0.80$ ; newly returned volunteers (2015 cohort):  $N = 489$ ,  $MV = 3.64$ ,  $SD = 0.78$ ; gen. perspective-taking ability (negative moderate effect): Cohen's  $d = -0.53$ ,  $p < .001$ ; departing volunteers (2016 cohort):  $N = 465$ ,  $MV = 3.50$ ,  $SD = 0.83$ ; newly returned volunteers (2015 cohort):  $N = 488$ ,  $MV = 3.05$ ,  $SD = 0.88$ ; spec. empathy (small effect): Cohen's  $d = 0.26$ ,  $p < .001$ ; departing volunteers (2016 cohort):  $N = 466$ ,  $MV = 3.33$ ,  $SD = 0.91$ ; newly returned volunteers (2015 cohort):  $N = 489$ ,  $MV = 3.57$ ,  $SD = 0.90$ . The effects for general perspective-taking ability are additionally presented in Figure 21.

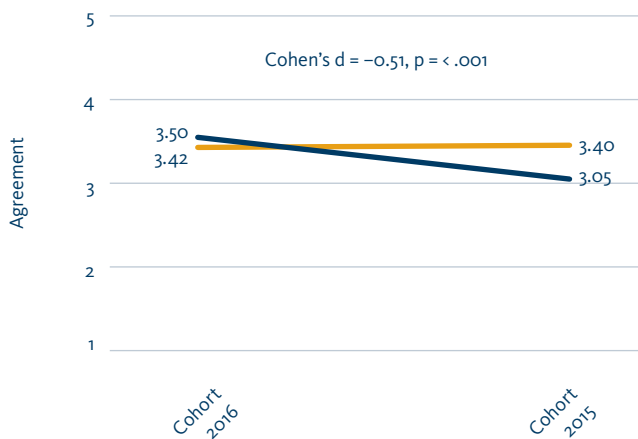
*Language competence (knowledge of the host country's lingua franca):* Unsurprisingly, sizeable effects are found in relation to learning the host country's lingua franca. Newly returned volunteers rate their language competence distinctly higher than departing volunteers.<sup>88</sup> This effect is also cited in the group discussions (GD2, 4). For learning the language, the length of the assignment is seen as a necessary prerequisite (GD2). Moreover the language is seen as a precondition for communication and eye-level encounters with people in the host country (GD4). Although language learning is an intended outcome, the acquisition of a new language is not central to the programme's objectives.

Specific and general perspective-taking ability (ability to put oneself in the position of people from the host country and people from other countries generally): The effects with regard to specific and general perspective-taking ability are found to be opposing to one another: newly returned volunteers exhibit

a higher value for specific perspective-taking ability than volunteers about to depart. They thus assess their competence in being able to put themselves in the position of people from their host country as higher than volunteers preparing for departure. When it comes to general perspective-taking ability, on the other hand, i.e. the ability to put themselves in the position of people from other cultures in general, newly returned volunteers respond with lower values than departing volunteers. This effect is also seen in the comparison between the volunteers and the comparison group (see Figure 21).

Two explanations can be offered for the negative effect in general perspective-taking ability. First, it can be assumed that through participating in *weltwärts*, volunteers are exposed to a reality check and gain a new benchmark for the assessment of their own competences. Based on their recent experiences, they might derive the insight that their general perspective-taking ability is not as high as they assumed before departing

<sup>88</sup> "Language competence" is the only construct where it was necessary to control for the multi-level structure within the individual effects, since the host country level showed separate effects both for departing and returning volunteers (returning volunteers: design effect = 3.14, departing volunteers: design effect = 2.99; Maas and Hox, 2005). This means that the assessments of language competence vary between host countries. However, the finding that newly returned volunteers assessed their language competence as higher than departing volunteers was evident even after controlling for the variance across countries.

**Figure 21: Presentation of the difference-in-differences analysis for general perspective-taking ability**

Source: survey of volunteers and comparison groups; 2016 and 2015 cohorts incl. comparison group, matched

Note: response scale: 1 ("Don't agree at all") to 5 ("Agree completely"); interaction (negative moderate effect): Cohen's  $d = -0.51, p < .001$ ; simple effect (negative moderate effect): Cohen's  $d = -0.53, p < .001$ ; departing volunteers:  $N = 465, MV = 3.50, SD = 0.83$ ; newly returned volunteers:  $N = 488, MV = 3.05, SD = 0.88$ ; comparison Group 1:  $N = 466, MV = 3.42, SD = 0.86$ ; comparison Group 2:  $N = 489, MV = 3.40, SD = 0.94$

on assignment. It could be that after returning to Germany they arrive at a different and more realistic assessment of their general perspective-taking ability. Secondly, while participating in *weltwärts*, particularly in the course of the education programme, volunteers are sensitised to the problems associated with making generalisations. Therefore a further possible explanation seems to be that out of a belief that it was undesirable to make generalising value judgements, volunteers were correspondingly less in agreement with the more general statements in the items after their return.<sup>89</sup>

Should these explanations be accurate, the negative results for general perspective-taking ability could be interpreted – though not explicitly integrated in the Programme Theory so far – as a positive intended effect of the programme: both a more realistic assessment of one's own competences and a heightened sensitivity in respect of making generalising judgements about other people and/or cultures, could be understood as desirable effects of participation in *weltwärts*.

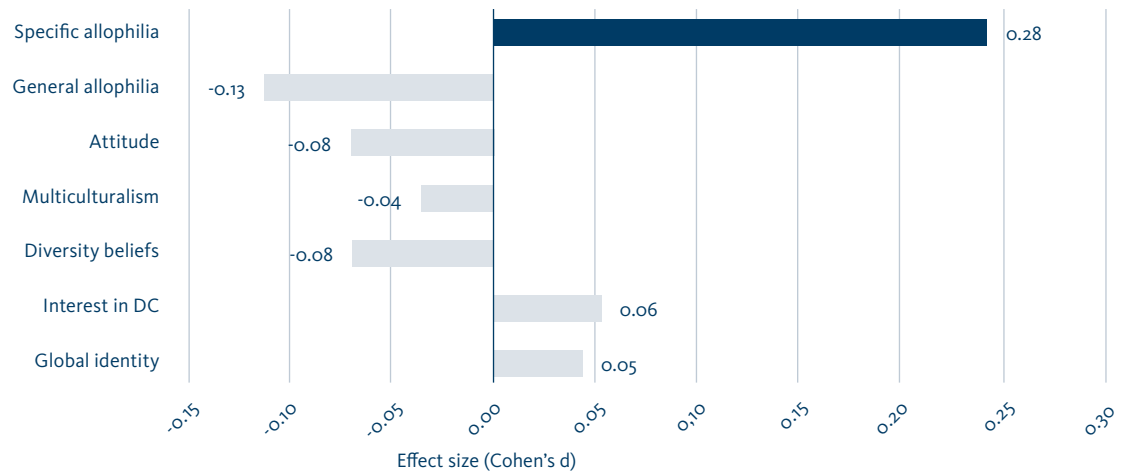
Perspective-taking ability was also cited in group discussions (GD2, 3). Volunteers reported on the experience of having been "foreign" themselves in their host country as the underlying basis for a deeper understanding of the situation of "foreign" people in Germany:

*"I find, what you also notice is how hard it can be [...] sometimes to get inside a foreign culture. That it really is hard, when you come from a different country, to go to another country. Because you always stand out as different. [...] Even if the people are really warm-hearted, despite that [...] you notice that you come from somewhere else and I find the experience helped me unbelievably [...] to understand [...] what it's like to leave your home country and suddenly be somewhere else" (GD3).*

Sensitivity towards social minorities and the challenges of belonging to a minority were also discussed by volunteers in this context (GD3). Volunteers pointed out that through participating in *weltwärts*, they could put themselves in the position of people who had been through similar experiences to their own. Hence the group discussions, in contrast to the online survey results, point to an increase in general perspective-taking ability although this is specifically associated with taking the perspective of "foreign" people in Germany.

*Specific empathy (ability to empathise with people in the host country):* The ability to empathise with people from the host country is found to have higher values in newly returned volunteers than in volunteers about to depart on assignment.

<sup>89</sup> This explanation is supported by the feedback of various volunteers that they perceived particular items in the survey as inviting generalisations. Interestingly, such generalisations related more to making a judgement about people from other cultures; i.e. generalising about people in the host country was rated as less problematic. This could indicate that the volunteers assessed the heterogeneity within their host country to be lower than that between different countries/cultures.

**Figure 22: Effect sizes for the dimension of attitudes (comparison of 2016 and 2015 cohorts)**

Source: survey of volunteers; 2016 and 2015 cohorts, matched

Note: dark bars show substantial effects ( $p < .05$  and Cohen's  $d \geq .20$ ), light bars show non-substantial effects. Response scale 1 ("Don't agree at all") to 5 ("Agree completely"); specific allophilia (small effect): Cohen's  $d = 0.28$ ,  $p < .001$ , departing volunteers (2016 cohort):  $N = 466$ ,  $MV = 4.09$ ,  $SD = 0.65$ , newly returned volunteers (2015 cohort):  $N = 489$ ,  $MV = 4.28$ ,  $SD = 0.70$

In the group discussions, the theme of empathy was not explicitly discussed.

On the dimension of competences overall, returnees are found to demonstrate higher levels of language competence, specific perspective-taking ability and specific empathy. No effects are found for general empathy, methodological competence and intercultural self-efficacy. In addition, negative effects are apparent for general perspective-taking ability. To summarise the findings: for constructs linked to the host country, positive differences are found between departing volunteers and returnees; in the constructs linked to other cultures (outside their host country) newly returned volunteers rated their competences as lower than departing volunteers. Possible interpretations of this result are that volunteers may become sensitised towards generalisations, or may arrive at a more realistic assessment of their own competences.

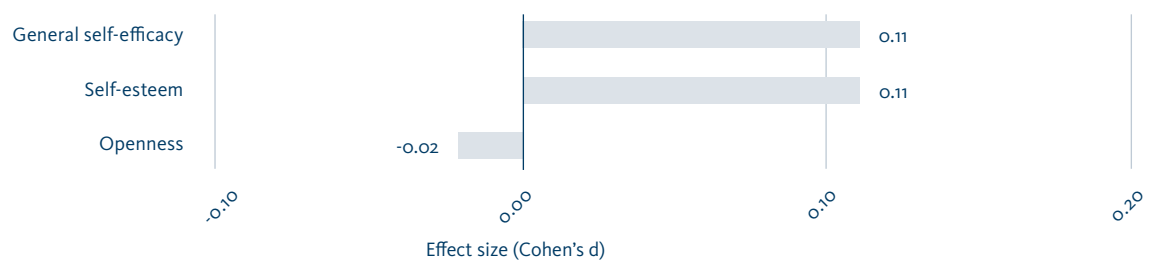
### Attitudes

On the dimension of attitudes, an effect is evident for specific allophilia (see Figure 22). No effects are found for general allophilia, attitude towards people from other cultures

generally, attitudes towards social diversity and diverse composition of society (multiculturalism, diversity beliefs), interest in development cooperation, or for global identity.

*Specific allophilia (positive attitude towards people from the host country):* Newly returned volunteers rate their attitude towards people from their host country as more positive than departing volunteers. Complementing this finding, general attitudes towards people with intercultural backgrounds came up as a topic in the group discussions. Volunteers frequently presented these attitudinal changes with reference to people with refugee backgrounds (GD1–3) and made a link between such changes and the perspective-taking ability they had acquired.

Thus, few differences occur overall between departing and returning volunteers on the dimension of attitudes. This is not consistent with the assumptions of the Programme Theory, nor with existing scientific findings (Allport, 1954; Pettigrew and Tropp, 2011). One explanation might be that the particular people who take part in *weltwärts* have high values on the respective constructs even before departing on assignment

**Figure 23: Effect sizes for the dimension of personality (comparison of 2016 and 2015 cohorts)**

Source: survey of volunteers; 2016 and 2015 cohorts, matched

Note: light bars show non-substantial effects. Response scale 1 ("Don't agree at all") to 5 ("Agree completely")

(see [Online Annex](#)), and for that reason participation in *weltwärts* does not bring about substantial additional changes. On the basis that differences between departing volunteers and the respective comparison group were found in all constructs, this cannot be ruled out. That is to say, volunteers about to depart on assignment have higher baseline values than persons in the corresponding comparison group. Another conceivable possibility is that effects are more likely to be found in terms of the strength, elaboration or stabilisation and security of attitudes rather than changed attitudes (Petty et al., 1995; Tormala and Rucker, 2007). Effects like the stabilisation of attitudes are not explicitly discussed in the Programme Theory.

### Personality

The analyses do not identify any effects in relation to the general self-efficacy, the self-esteem and the openness of volunteers (see Figure 23). Thus, the assumption that participation in *weltwärts* brings about a change in personality is not confirmed.

Whereas it is usually assumed that personality aspects are largely unchangeable, more recent scientific findings indicate that stays abroad can, in some circumstances, cause personality changes in young people and young adults (Greischel et al., 2016; Zimmermann and Neyer, 2013).<sup>90</sup> For example,

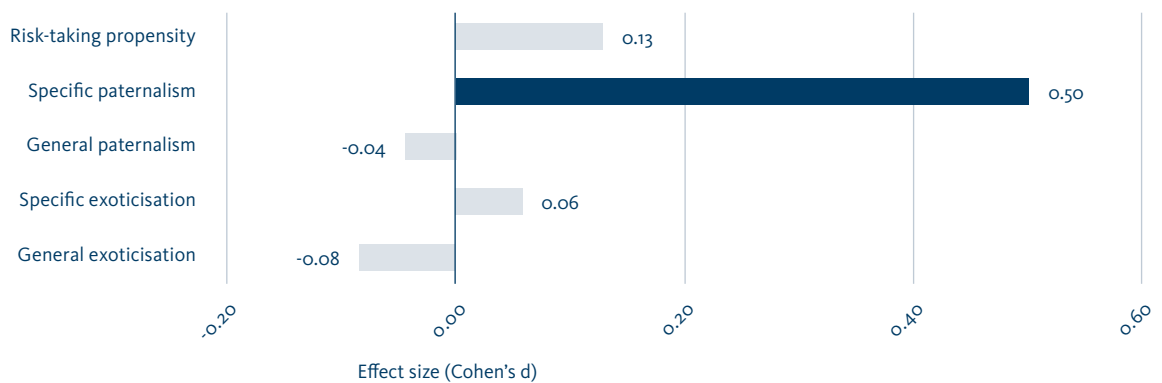
self-esteem and self-efficacy can be raised (Hutteman et al., 2015; Yashima, 2010).

In the group discussions, however, mention was made of changes relating to the self (questioning of one's own identity, self-confidence). Returning volunteers not only talked about a heightened openness to intercultural encounters, but also the effects of *weltwärts* on their general openness to encounters with other people (GD1, 2, 4, 5). The main aspects involved are overcoming their own shyness and reserve towards people they do not know.

It is nevertheless possible that in the qualitative group discussions, volunteers overestimated the positive changes in their own openness in retrospect (cf. Duval and Silvia, 2002; Miller and Ross, 1975). Another possible cause of the discrepancy between the quantitative and qualitative results might be that the quantitative survey and the qualitative group discussions were investigating different components of openness. In the group discussions, the volunteers talked about openness in relation to contact experiences. In the quantitative survey, the wordings of questions on the personality dimension of "openness" focused more on an open and creative approach to anything new, based on the "Big Five" model that originates from personality psychology (Rammstedt et al., 2014).

<sup>90</sup> Because of methodological differences, however, there is only limited comparability between the results from Greischel et al. (2016) and Zimmermann and Neyer (2013) and the results of this evaluation. Those studies did not analyse differences before and after the stay abroad but, rather, differences in the courses of development. Even if both studies demonstrated that the group that travelled abroad showed a more positive development in the domain of openness than the control group, this does not necessarily mean that the group that travelled abroad had significantly higher openness values after returning home than beforehand.



**Figure 24: Effect sizes for the dimension of unintended effects (comparison of 2016 and 2015 cohorts)**

Source: survey of volunteers; 2016 and 2015 cohorts, matched

Note: dark bars show substantial effects ( $p < .05$  and Cohen's  $d \geq .20$ ), light bars show non-substantial effects. Response scale 1 ("Don't agree at all") to 5 ("Agree completely"); spec. paternalism (moderate effect): Cohen's  $d = 0.50$ ,  $p < .001$ , departing volunteers (2016 cohort):  $N = 466$ ,  $MV = 2.39$ ,  $SD = 1.01$ , newly returned volunteers (2015 cohort):  $N = 488$ ,  $MV = 2.91$ ,  $SD = 1.08$

### Unintended effects

Figure 24 shows the effect sizes for the dimension of unintended effects, based on the comparison between departing and newly returned volunteers. No differences show up with regard to general paternalism and specific exoticisation. However, specific paternalism increases in returnees in comparison to departing volunteers (see Figure 24). When the comparison group is brought into the analysis, small effects occur in respect of risk-taking propensity and general exoticisation (see Figure 26).

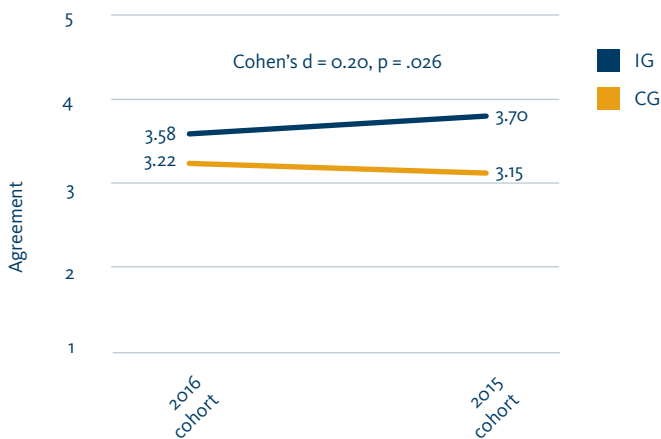
*Specific paternalism (patronising attitude towards people from the host country):* Newly returned volunteers more frequently claimed to know how people in the host country could be helped than departing volunteers. In the group discussions, there were examples in volunteers' narratives indicating a putative sense of superiority vis-à-vis people from the host country (GD1, 3, 5).

*Risk-taking propensity:* When the comparison group is included for the purpose of the difference-in-differences analysis, unintended effects are also evident in relation to risk-taking propensity. Risk-taking propensity is comparatively higher in the 2015 cohort than in all other groups (see Figure 25).

*General exoticisation (unreflected idealisation of people in "developing countries" and construction of them as fascinating and different):* The analysis of general exoticisation by volunteers as opposed to people from the comparison group yields evidence of small negative effects. Volunteers from the 2015 cohort exhibit lower exoticisation of people from other cultures than persons from the other three groups (see Figure 26). In contrast to that finding, however, there were signs in the group discussions of an unreflected idealisation of the practices of people in the host country (GD1, 3–5), which shows similarities with exoticisation. This was expressed firstly in the rejection of behaviours (e.g. European food; GD 1, 3) and development statuses (e.g. modern urban development; GD 1, 3) labelled or understood as "Western". Secondly, in some group discussions there were examples among the volunteers of an unreflected and uncritical romanticisation of poverty (GD1, 4, 5).

*Other unintended effects:* In addition to these findings, the group discussions indicated other unintended effects of *weltwärts*: on the one hand, there was an apparent absence of reflection by volunteers on their own role as "foreigners" in the host country (GD3, 4). This is inherent in many volunteers' astonishment at the exposed role they occupied as "white

**Figure 25: Presentation of the difference-in-differences analysis for risk-taking propensity**



Source: survey of volunteers and comparison groups; 2016 and 2015 cohorts incl. comparison group, matched

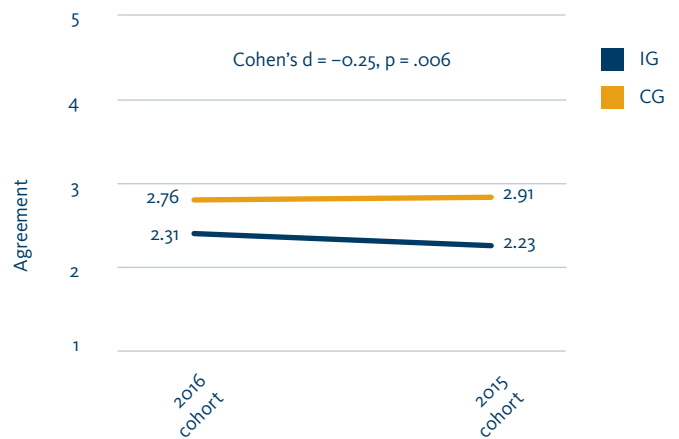
Note: response scale 1 ("Don't agree at all") to 5 ("Agree completely"); interaction effect (small effect): Cohen's  $d = 0.20$ ,  $p = .026$ ; departing volunteers (2016 cohort):  $N = 466$ ,  $MV = 3.58$ ,  $SD = 0.90$ , newly returned volunteers (2015 cohort):  $N = 489$ ,  $MV = 3.70$ ,  $SD = 0.91$ , comparison group 1:  $N = 464$ ,  $MV = 3.22$ ,  $SD = 0.97$ , comparison group 2:  $N = 489$ ,  $MV = 3.70$ ,  $SD = 1.04$

people" in their respective host countries and the fact that they were unable to overcome these role attributions. It also found expression at some points in the denigration of an entire group of people in the host country versus the volunteer's own group (GD1, 4, 5). This phenomenon of "othering" was manifested in the group discussions particularly in relation to socio-cultural practices and everyday behaviour:

*"One month before our return journey, we [...] realised that they sometimes drink cow piss. [...] It was partly to do with religion, [...] they were very religious. But when I happened to hear that they really do that, I [...] asked other adults about it [...] and the children, as well. Most of the children had drunk it before, at one time or another. But they were all very religious too. And it was their choice. But even so, [...] it still surprised me" (GD1).*

On the other hand, a critical view of development cooperation came to light (GD3, 4), i.e. volunteers called into question the

**Figure 26: Presentation of the difference-in-differences analysis for general exoticisation**



Source: survey of volunteers and comparison groups; 2016 and 2015 cohorts incl. comparison group, matched

Note: response scale 1 ("Don't agree at all") to 5 ("Agree completely"); interaction effect (small effect): Cohen's  $d = -0.25$ ,  $p = .006$ ; departing volunteers (2016 cohort):  $N = 454$ ,  $MV = 2.31$ ,  $SD = 0.88$ , newly returned volunteers (2015 cohort):  $N = 487$ ,  $MV = 2.23$ ,  $SD = 0.93$ , comparison group 1:  $N = 464$ ,  $MV = 2.76$ ,  $SD = 0.88$ , comparison group 2:  $N = 487$ ,  $MV = 2.91$ ,  $SD = 0.84$

whole of development cooperation in its current form or reflected about possible changes.

Overall, the results of the group discussions indicated that other unintended effects can occur in individual cases. Since these were not investigated during the survey of volunteers, these results are not transferable to the total population of volunteers and are not therefore incorporated into the assessment of the effectiveness of *weltwärts*.

**Self- and external assessment**

In order to triangulate the results, volunteers and people in their social circles were asked to assess the influence of *weltwärts* on changes in the volunteers as individuals. Comparison between the volunteers' own assessment of the effect of participating in *weltwärts* (self-assessment) with the assessment by persons from their immediate social circles (a parent and/or friend; external assessment) shows that divergences between self- and external assessment are only

Figure 27: Self- and external assessment – comparison between parents and volunteers

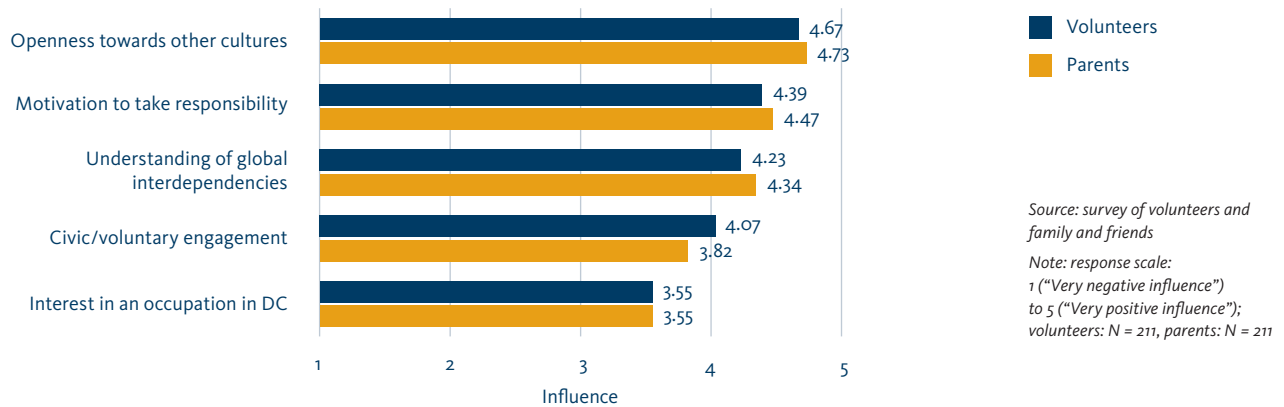
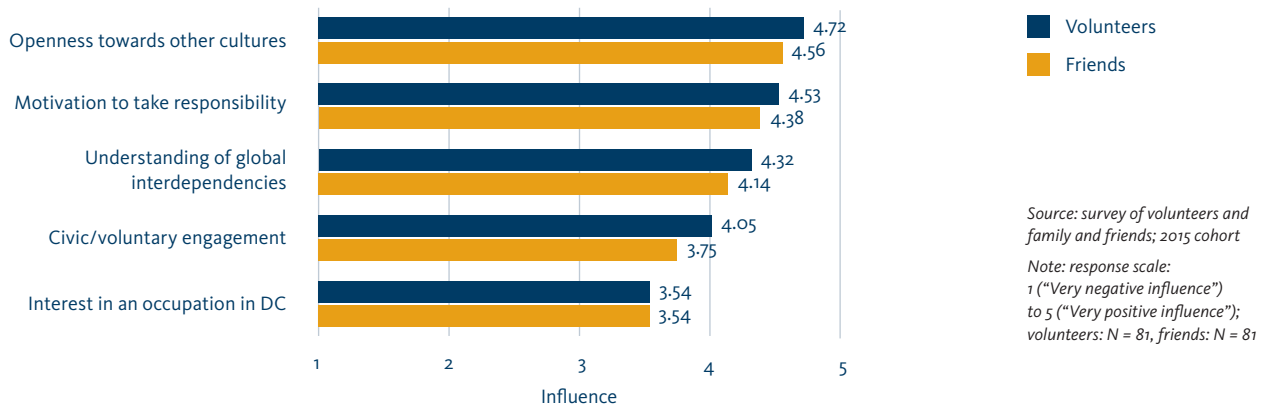


Figure 28: Self- and external assessment – comparison between friends and volunteers



minor and for the most part not statistically significant.<sup>91</sup> The rank order of categories in which changes were reported is the same among all groups of persons (ranked by size of change in descending order): openness towards other cultures; motivation to take responsibility; understanding of global interdependencies; civic engagement; and interest in taking up an occupation in development cooperation.

Conclusion

*Intended effects*

Volunteers learn and change in the course of their stay abroad, especially in relation to their host country. Volunteers who have recently returned from their *weltwärts* assignments possess more knowledge about the host country (knowledge dimension) and a higher perspective-taking ability and empathy (competences dimension) and demonstrate higher allophilia (attitudes dimension) towards people from the host country compared

<sup>91</sup> Only on the variable of civic/voluntary engagement did both parents and friends give a significantly lower rating of the influence of *weltwärts* than the volunteers themselves (comparison of volunteers – parents:  $p = 0.003$ ; comparison of volunteers – friends:  $p = 0.032$ ). In the remaining items, no significant differences are found. The maximum differences per item can be assessed as low ( $\Delta_{\text{volunteers-parents}} = 0,3 [-0.1-0.2]$ ;  $\Delta_{\text{volunteers-friends}} = 0,3 [0.0-0.3]$ ), i.e., in no category do the ratings differ from one another by more than 0.3 scale points.

with volunteers about to depart on assignment. One clear effect is the acquisition of language skills by volunteers, i.e. newly returned volunteers assess their language competence as markedly higher than departing volunteers.

To some extent these results range in with existing studies of the effects of *weltwärts*: for example, volunteers are observed to have stronger social, technical, foreign language, behavioural and culturally-reflective skills (Kühn, 2015; Stern et al., 2011). Intercultural learning, which is expressed in the acquisition of culture-specific knowledge, the enhancement of personality traits such as openness and adaptability, in enhanced conflict-resolution strategies and in behaviour, can also be demonstrated (Moghaddami-Talemi, 2014). Similar results are also reported in scientific studies in the field of contact theory (Allport, 1954; Lolliot et al., 2013; Pettigrew, 1998; Pettigrew and Tropp, 2006; see Annex 9.2).<sup>92</sup> Thus, studies on the effectiveness of contact programmes show that interventions which facilitate positive contact lead to a more positive attitude towards the persons from the contact situation (Lemmer and Wagner, 2015). Moreover a meta-analysis conducted to test contact theory demonstrates that perspective-taking ability and knowledge are fostered and positively influenced by positive contact (Pettigrew and Tropp, 2011).<sup>93</sup> Finally, the results coincide with findings from the field of international volunteer service research: participation in volunteer services may have effects on intercultural competence and openness to intercultural encounters (Lough, 2011; Lough et al., 2014; McBride et al., 2012; Yashima, 2010). In a review by Sherradan et al. (2008), empirical evidence is likewise presented for foreign language acquisition and learning about the host country.

However, the present evaluation also yields results that point to potential for improving effectiveness. For instance, participation in *weltwärts* does not achieve transfer of what volunteers have learned with specific reference to the host country. Nor indeed do they transfer their changed specific attitudes and competences by applying them to a larger group of people or other countries. This is demonstrated by the absence of intended effects found for generally formulated questions about knowledge, attitudes and competences.

This result, too, can be assimilated into the context of scientific findings about changes in attitudes towards groups of people. For instance, studies carried out in connection with contact theory show that effects are first transferred from persons with whom interaction takes place as part of the contact situation (e.g. during the *weltwärts* assignment abroad) to persons in the same group (here: to persons from the host country). This is known as the “primary transfer effect” (Pettigrew, 2009). Subsequently these effects are often transferred to other persons (here: persons from other countries/cultures), which is known as the “secondary transfer effect” (Lolliot et al., 2013; Pettigrew, 2009; Vezzali and Giovannini, 2012). In the course of participating in *weltwärts*, the primary but not the secondary transfer effect occurs.

This initially indicates that the volunteers do not manage to decontextualise their specific knowledge and their specific competences and attitudes and transfer these to other places, situations or people. However, the absence of the secondary transfer effect and particularly the negative effect for general perspective-taking ability might be explained by the possibility that after returning from assignment, volunteers assess their own competence more realistically or reject generalisations. A similar interpretation is found in the course of the first evaluation of the *weltwärts* programme (Stern et al., 2011). Moreover, the interpretation based on the rejection of generalisations is in keeping with research on the “developmental model of intercultural sensitivity”: this describes a development of the perception of differences between one’s own culture and other cultures which are not differentiated any further (the ethnocentric perspective) towards the perception of one’s own culture as one of many possible and equally complex cultures (the ethno-relative perspective; Hammer et al., 2003). These, however, are interpretations of the result, which were not themselves empirically analysed, since they were not elucidated in the Programme Theory.

Likewise for other constructs on the dimension of attitudes, such as attitudes towards a diverse and heterogeneous society, as expressed in the constructs of multiculturalism or diversity

<sup>92</sup> Even if *weltwärts* is not explicitly declared to be a contact programme, it can be understood as a contact or encounter programme since it explicitly fosters contact/encounters between persons from the Global North and the Global South, and strives towards improved relations.

<sup>93</sup> Effects are mainly achieved when the contact situation meets four conditions: equal status among the groups involved in the programme, institutional support, pursuit of common goals, and constructive rather than competitive cooperation (Allport, 1954; Pettigrew and Tropp, 2011).

beliefs, for example, no evidence is found of expected effects in the sense of higher values for these attitudes. This finding coincides with results of evaluations of other development volunteer services. In these it was similarly observed that these kinds of changes in attitude towards multiculturalism do not occur in volunteers (AmeriCorps, 2007). A potential explanation for this is that departing volunteers have a positive attitude towards multiculturalism already. It is therefore possible that changes cannot be captured in the form of stronger agreement with the individual items on the scale, but rather in terms of consolidation or stabilisation of the attitudes in question.

The absence of effects for the dimension of personality might be explained in a similar way: The analysis results do not show a quantitative increase in, for example, openness. Perhaps, instead, a consolidation of openness takes place – an interpretation that is supported by results from the group discussions. The group discussions also point to changes relating to the self in volunteers (e.g. self-awareness/self-confidence), which can be assigned to the dimension of personality. These changes relating to the self, particularly self-confidence or self-efficacy, are likewise found in other studies on the outcomes of participation in volunteer services for volunteers (Fitzmaurice, 2013; Sherraden et al., 2008). Similarly in the research field of student mobility, evidence was found of effects of the stay abroad on personality development in young adults (Zimmermann and Neyer, 2013). This plus the results on self- and externally assessed changes in volunteers as well as the insights from the group discussions indicate that the assumptions made in the Programme Theory about effects on personality in volunteers are not currently described in a sufficiently differentiated manner.

Overall, the results show that volunteers learn and change in the course of their stay abroad. However, they do not change and learn in all the intended dimensions. Accordingly, *weltwärts* is of moderate effectiveness with regard to individual changes. It is conceivable that instead of a gain – as the Programme

Theory currently postulates – on certain knowledge, competence and attitude dimensions, something closer to stabilisation occurs. Another possibility is that dispositions previously rated with high values may be relativised. On the other hand, the non-transfer of specific knowledge, competences and attitudes to other contexts might be traced back to the rejection of generalised statements. Effects of this kind are not yet included in the Programme Theory.

#### *Unintended effects*

As a result of participating in *weltwärts*, patronising attitudes towards people from the host country (specific paternalism) can be amplified. In parallel to this, however, there is also a reduction in general exoticisation and an increase in risk-taking propensity. In the group discussions, there were occasional indications of other unintended effects (e.g. idealisation of socio-cultural practices in the host country, othering, and a critical view of development cooperation).

#### **4.1.2 Influencing factors: individual outcomes**

In the next few sections, the following evaluation question is pursued:

- What factors influence the effects pertaining to competences, knowledge, attitudes and personality? (EQ 3.2)

#### **Procedure**

The analysis of influencing factors was carried out for those constructs in which intended learning effects occurred in volunteers (cf. Section 4.1.1). One construct was selected per outcome dimension in order to cover the spectrum of different effects: for the dimension of knowledge, the selected construct was knowledge about the host country (specific knowledge), for the dimension of changes in competence, specific perspective-taking ability, and for the dimension of attitudes, specific allophilia. On the basis of the assumptions formulated in the Programme Theory (cf. Section 1.3, and in detail in Annex 9.2.1), potential dimensions of influence and influencing factors were derived and operationalised (see Table 3).

**Table 3: Individual effects: overview of influence dimensions and operationalisation of the influencing factors<sup>94</sup>**

Influence dimension	Influencing factors (operationalisation)
Personal motivation	Personal development; utilitarianism; hedonism; altruism
Assessment of <i>weltwärts</i>	Overall satisfaction with participation in <i>weltwärts</i>
Personal mentoring, education programme	Importance of mentor; overall satisfaction with seminars
Accommodation	Accommodation in host family; overall satisfaction with accommodation situation; rural/urban living surroundings
Seeing and experiencing local inequalities	Seeing absolute poverty; seeing wealth
Seeing and experiencing global inequalities	Human Development Index (HDI); Rule-of-Law Indicator; region
Intercultural encounters	Support by people from the host country; positive contact experiences; negative contact experiences; ongoing contact after returning to Germany
Tasks at the place of assignment	Appropriate level of challenge at the place of assignment
Context of the sending organisation	Number of assigned <i>weltwärts</i> volunteers; average age of assigned <i>weltwärts</i> volunteers

Source: *Programme Theory and Evaluation Matrix*

Note: an overview of the items behind the given influencing factors can be found in the [Online Annex](#).

For the analysis, multivariate linear regression models were run based on returnees from the 2015 cohort (Group 2: 2015 cohort, matched). This made it possible to test which influencing factors show statistical correlations with the given values of the returnees' subjectively assessed specific knowledge, specific perspective-taking ability and allophilia.<sup>95</sup> Findings on influencing factors that emerged from the group discussions with volunteers from the 2015 cohort were used to triangulate the statistical results. In the group discussions the returnees explicitly discussed the changes they subjectively perceived and how these came about. Overall, this procedure made it possible to obtain indicators of beneficial and inhibiting factors, i.e. to identify levers that influence the effectiveness of *weltwärts*.

## Results

### *Influencing factors: knowledge about the host country*

Overall it is evident that a high level of knowledge about the host country correlates, after returning to Germany, with influencing factors from the dimensions of intercultural encounters and accommodation during the stay abroad (see Table 4).

For the dimension of intercultural encounters locally, volunteers who stated that they perceived their contact with people from the host country in everyday life, leisure time or in the event of problems to have been supportive assessed their knowledge about the host country as higher ( $\beta = 0.17$ ). There are also indications that after returning to Germany, ongoing contact with people whom volunteers first met during their stay abroad shows a positive correlation with self-reported knowledge about the host country.<sup>96</sup> Both factors indicate that the volunteers who were able to establish contact at eye-level (see Box 6) with people from the host country learned more about their host country.

<sup>94</sup> Additionally, socio-demographic variables (age, gender, religion, parents having university degrees [as compared with parents without university degrees]) were incorporated as covariates or control variables.

<sup>95</sup> Because this evaluation is based on cross-sectional data, these correlations are not to be understood as causal relationships. The existence of a correlation is, however, an important precondition for the identification of causal relationships.

<sup>96</sup> The effect is only significant at the 90 % level ( $\beta = 0.10, p < .10$ ) and is not therefore listed in Table 4.

**Table 4: Factors influencing specific knowledge, specific perspective-taking ability and specific allophilia: results of multivariate linear regression<sup>97</sup>**

Influence dimension	Influencing factors	Model Spec. knowledge	Model Spec. perspective-taking	Model Spec. allophilia
Assessment of <i>weltwärts</i>	Overall satisfaction with participation in <i>weltwärts</i>	-	0.13	-
Accommodation	Overall satisfaction with accommodation situation	0.13	-	-
Intercultural encounters	Support by people from the host country (frequency)	0.17	-	0.23
	Positive contact during <i>weltwärts</i> (frequency)	-	-0.12	0.11
	Negative contact during <i>weltwärts</i> (frequency)	-	0.12	-0.13
	Ongoing contact with persons who were first met in the host country during the stay abroad with <i>weltwärts</i> (frequency)	-	0.15	0.11
Tasks at the place of assignment	Appropriate level of challenge at the place of assignment (as opposed to under-demanding or over-demanding work)	-	0.13	-

Source: survey of volunteers; 2015 cohort matched

Note: N = 425. Only standardised OLS coefficients ( $\beta$ ) for which  $p < .05$  are reported. Model fit: spec. knowledge: adjusted  $R^2 = .079$ , spec. perspective-taking ability: adjusted  $R^2 = .115$ , spec. allophilia: adjusted  $R^2 = .249$ . The complete regression table can be found in the [Online Annex](#).

The model likewise shows that high satisfaction with the accommodation correlates positively with volunteers' knowledge about the host country ( $\beta = 0.13$ ). This potentially points to one role of the accommodation as a place for encounters, where volunteers find out about everyday life and the realities of life in the host country.

The result of this analysis, which points to the importance of experiences of intercultural contact and satisfaction with accommodation, can be confirmed on the basis of the group discussions. From these it emerged that learning about the host country through mere exposure in situ tended to be cited in connection with a superficial knowledge about the host country (GD1–4). Only through contact at eye-level with people from the host country could volunteers acquire deeper knowledge, e.g. about socio-cultural practices (GD3, 4). The precondition for this is overcoming their foreignness – volunteers referred to the experience of being confronted with role attributions in the host country (as a “foreigner”, as a “white person”, as a woman) and corresponding role

expectations (e.g. “All white people are rich”, GD4) and discussed how they dealt with it:

*“[O]n the project, where I simply lived side-by-side [with the people], joined in with activities, somehow showed up for normal everyday life, [...] I got to know the culture there in a completely different way and [...] the people there got to know me, too, and then at some point [they] dropped their prejudices or stopped seeing me as a white person. For example in the hospice at the beginning, I wasn't even allowed to wash up or do things like that, and at some point I was also allowed to help wash up, quite normally, and not just do the higher-grade jobs. That didn't happen when travelling; there I was only ever the white person, end of story. And through this living side-by-side and this daily life, relationships just developed. I found friends and could really get into conversation and ask questions: ‘Why do you do it like that?’, ‘Why do I have to put on this veil now?’ Things like that. I could really understand things” (GD3).*

<sup>97</sup> Interpretation aid: the standardised OLS coefficients state by how many units the value of the dependent variables rises (positive  $\beta$ ) or falls (negative  $\beta$ ) when the value of the independent variables increases by one unit. For example, a 1 scale-point higher satisfaction with the accommodation situation is associated with a 0.13 scale-point higher assessment of specific knowledge.

Another important component of overcoming role attributions that volunteers often point out in the discussions is the duration of the assignment abroad. Only the longer stay in one place makes it possible to overcome “being foreign” and build up contacts with people in the host country (GD4). Additionally there are indications that the experience of local inequalities is

conducive to the acquisition of knowledge. This shows that *weltwärts* in its capacity as an exposure programme can contribute to the volunteers' acquisition of knowledge. Beyond this, *weltwärts* can contribute to a deeper and more differentiated knowledge about the host country if volunteers are enabled to interact at eye-level and/or if they succeed in doing so.

#### Box 6: Definition: “contact at eye-level”

“Contact at eye-level” is defined here and in the following as the meeting of volunteers and people from the host country in mutual respect, and with an interest in learning from and about one another without being reduced to their respective places of origin. With this understanding, on the micro level a focus is turned on the encounter between (at least) two individuals. On this individual level of encounter, relationships building on shared experiences and emotions can be formed (Griffiths, 2016). However, the use of the term “eye-level” in this sense is not intended to mask macro structures of unequally distributed privileges and power positions – scientific literature was already cited in Section 3.1 which emphasises that encounters in the North-South context always also take place against the backdrop of hierarchies, thought structures and behaviour patterns that have evolved historically and are particularly influenced by colonialism (Haas, 2012; Kontzi, 2011). Furthermore, particularly in work between partners from the Global North and South the term “eye-level” has become a topic of critical reflection (glokal, 2017).

At the same time, results of current research suggest that an “encounter in mutual respect and with honest interest” can be accomplished, at least in moments of shared experiences and emotions, i.e. when affective ties are established which go beyond the structures of power and privilege that also need to be acknowledged (Griffiths, 2016). In this connection, contact research makes reference to the concepts of “personal contact” and “developing friendships” and the conditions conducive to the development of these (Wright et al., 2005).

“Contact at eye-level” is understood and used here in the sense of these inter-group friendships and affective ties. It is intended to point to the possibility of equitable individual encounters without ignoring the lines of differentiation that operate on higher levels. In this evaluation the concept is empirically filled by the indicators “positive contact experiences”, “support by people from the host country” and “ongoing contact”:<sup>98</sup>

#### *Influencing factors: perspective-taking ability towards people from the host country*

As was found for the volunteers' acquisition of knowledge, intercultural encounters in situ are also shown to be of importance for perspective-taking ability. In addition, influencing factors from the dimensions of “tasks at the place of assignment” and “assessment of *weltwärts*” correlate positively with self-reported perspective-taking ability (see Table 4). Volunteers' positive experiences of contact with people in the host country correlate negatively with their

specific perspective-taking ability ( $\beta = -0.12$ ). In contrast, a higher frequency of negative contact is associated with a higher assessment of their own perspective-taking ability ( $\beta = 0.12$ ). This can be taken as an indication that difficult intercultural contact situations (and overcoming them) can facilitate productive consideration of other people's perspectives. Experiences of contact during the stay abroad which went beyond a purely superficial relationship, and which are ongoing after returning from abroad, likewise show a positive correlation with perspective-taking ability ( $\beta = 0.15$ ).

<sup>98</sup> The majority of volunteers (2015 cohort) reported positive contact experiences, frequent support by people from the host country and, also frequently, ongoing contacts. The distribution of these indicators in the analysed group is as follows (the frequency of each item was surveyed using a response scale from 1 [“Never”] to 5 [“Very frequently”]): positive contact experiences:  $MV = 4.44$ ,  $SD = 0.78$ ,  $N = 489$ ; support by people from the host country:  $MV = 4.02$ ,  $SD = 0.78$ ,  $N = 488$ ; ongoing contacts:  $MV = 4.17$ ,  $SD = 0.89$ ,  $N = 489$ .



Volunteers who stated that the level of challenge of their task was neither over- nor under-demanding assessed their specific perspective-taking ability as higher ( $\beta = 0.13$ ).<sup>99</sup> In the course of their tasks at the place of assignment, volunteers can learn to accept and adopt other perspectives. Their work as volunteers thus seems to facilitate interaction with others and the adoption of other people's perspectives mainly when the tasks suit their abilities and they feel the level of demand to be appropriate.

Finally, a positive correlation is also found with their overall assessment of *weltwärts*. Volunteers who reported being satisfied overall with their participation in *weltwärts* tended to report a higher value for perspective-taking ability after returning from abroad ( $\beta = 0.13$ ).

In the group discussions, the ability to take different perspectives tended to be understood as putting oneself in the position of people who are “foreign” in a place. Volunteers occasionally cited this ability in connection with the experience of not having been perceived as an individual, at first, but as a “foreigner”, as the representative of a group. This was a catalyst for reflection processes about how people who are considered “foreign” in a society are perceived by the mainstream majority (GD2, 3). Volunteers also pointed out

that they were dependent on contact with people in the host country for orientation in their new surroundings and were forced to shed their shyness (GD2, 3). The importance of intercultural contact – and particularly the favourable role played by overcoming “disturbing factors” such as negative contact experiences – was thus confirmed in the group discussions.

#### *Influencing factors: allophilia towards people from the host country*

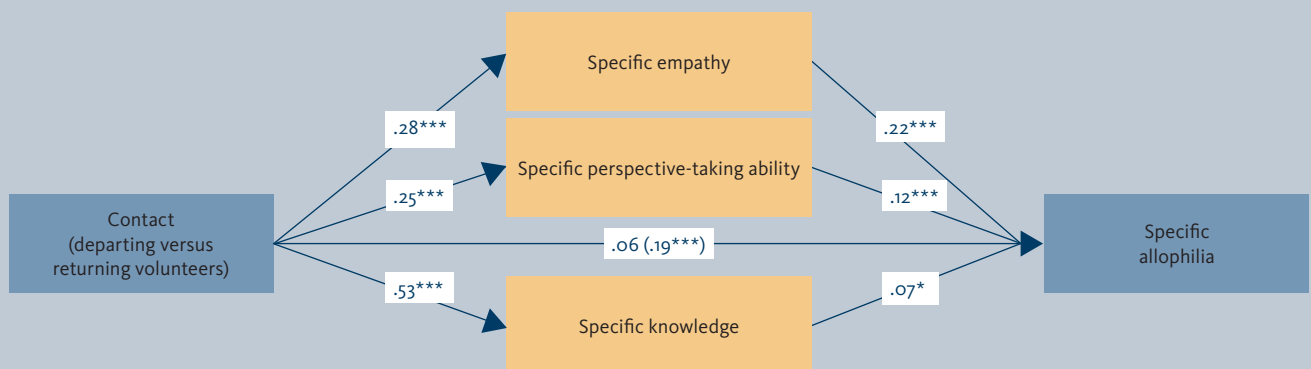
Intercultural encounters are also a relevant factor for allophilia towards people from the host country (see Table 4). The analysis model shows that being supported by people from the host country correlates positively with specific allophilia ( $\beta = 0.23$ ). The same is true for ongoing contact post-assignment with people whom the volunteers first met during their stay abroad ( $\beta = 0.11$ ). In addition, positive contact experiences have a positive influence ( $\beta = 0.11$ ) and negative contact experiences a negative influence ( $\beta = -0.13$ ) on specific allophilia. In contrast to the results for perspective-taking ability, it thus seems that negative contact experiences are not of productive use for allophilia. During the group discussions, allophilia towards people from the host country was not explicitly cited.

### **Box 7: Excursus: empirical study of mechanisms from contact theory**

Social psychological contact theory (Allport, 1954) formulates assumptions on the issue of whether, and how, contact between different groups can change the attitudes of members of these groups towards one another. A hypothesis can be derived from this theory that contact with people from the host country positively influences the volunteers' attitudes towards these people (measured through the construct of “specific allophilia”). Moreover, other hypotheses can be derived from the theory as to which causal psychological mechanisms give rise to this positive attitudinal effect of contact. According to contact theory, the main factors responsible for the more positive attitudes are increased knowledge about the other group, a better ability to put oneself in their position (specific

perspective-taking ability), and more empathy towards them (Lemmer and Wagner, 2015; Pettigrew and Tropp, 2008, 2011). Hence the theory opens the black box between the intervention (here: contact with people from the host country) and effect (here: more positive attitudes towards these people). Contact theory supports a meaningful causal correlation between participation in *weltwärts* and its effects on the aspects of specific knowledge, specific perspective-taking ability, specific empathy and specific allophilia, which are investigated in the present evaluation. This better understanding of causal mechanisms can be helpful when it comes to finding more effective levers to improve the effectiveness of the programme design.

<sup>99</sup> Stern et al. (2011) also show that a more challenging level of tasks at the place of assignment is associated with a greater willingness to adopt different perspectives.

Figure 29: Contact theory mediation model<sup>100</sup>

Source: survey of volunteers; 2015 and 2016 cohorts, matched

Note: 2015 cohort: N = 466, 2016 cohort: N = 466; bootstrap = 10,000; \*p < .05; \*\*p < .01; \*\*\*p < .001

The hypotheses derived from contact theory were tested using what is known as a mediation model (the relevant calculations were run with the statistical software package SPSS, making use of Andrew Hayes' [2013] PROCESS macro). The model's starting point is the observation that returnees have more positive attitudes to people from their host country (higher specific allophilia) than volunteers about to depart on assignment. In other words, the volunteers who have experienced contact with people from their host country (having already spent time there) see them more positively than the volunteers who may be going to the same country but have not yet had any contact with its people. This overall effect of contact on specific allophilia has a coefficient of .19 and is highly significant (see Figure 29). The mediation model now tests what happens to this direct effect when indirect effects of contact (i.e. participation in *weltwärts*) on allophilia, which are mediated via empathy, perspective-taking ability and knowledge, are also incorporated into the model.

Figure 29 shows a complete mediation. While all the indirect effects are significant (indicated by the respective asterisks), the residual direct effect between contact and allophilia now only has a coefficient of .06 and is no longer significant. The effect of contact on specific allophilia can thus be explained entirely by changes in the mediating variables. Hence, our findings are in full agreement with the hypotheses derived from contact theory.<sup>100</sup>

The scientific theory can thus help to deepen the understanding of the relationships between different changes in the *weltwärts* volunteers. The analysis suggests that contact alone is not sufficient to bring about a change in attitude; it is necessary for the mediating pathways to be "active", as it were, at the same time. That is to say, contact must allow people to develop empathy for their counterpart, to be able to put themselves in the other person's position or learn more about them. Contact interventions which make use of all three mechanisms are most effective.

<sup>100</sup> Statistical note: the total effect of contact on specific allophilia before incorporation of the mediators is .19, SE = .04, p < .001, confidence interval (CI) [lower limit confidence interval (LLCI) = .10, upper limit confidence interval (ULCI) = .28]. All three indirect effects analysed are significant, i.e. the confidence interval does not include the value 0: indirect effect on specific empathy (b = .03, SE = .01, CI [LLCI = .02, ULCI = .05]); indirect effect on specific perspective-taking ability (b = .06, SE = .01, CI [LLCI = .04, ULCI = .09]); indirect effect on specific knowledge (b = .04, SE = .02, CI [LLCI = .003, ULCI = .07]). The total effect is reduced by incorporation of the mediators. The remaining direct effect is not significant (b = .06, SE = .04, p = .176, CI [LLCI = -.03; ULCI = .15]).

## Conclusion

Overall and across all constructs analysed, the importance of intercultural encounters for individual learning and individual changes can be emphasised. The results both of the regression models and the group discussions show that primarily contact at eye-level (on the basis of influencing factors including “support by people from the host country”, “contact experiences”, and building relationships that result in “ongoing contact” even after the stay abroad) is associated with greater and more nuanced knowledge about the host country, consideration of various other people’s perspectives, and a positive attitude towards people from the host country. For specific perspective-taking ability, even volunteers’ negative experiences of contact can be of productive use. For knowledge about the host country and allophilia towards its people, close interaction with them at eye-level is key. Contact at eye-level can be accomplished particularly if it is possible to overcome role attributions (e.g. “foreigner”). These results range in with scientific insights from contact research, which especially accentuates the “opportunity to become friends” (Pettigrew, 1998) as a favourable condition for positive effects to result from contact programmes. The mediation analysis of the mechanisms shows that this kind of contact should allow empathy, promote perspective-taking ability, and add to knowledge in order to be effective.

More about the significance, for contact at eye-level, of experiencing “foreignness” and of being confronted with role attributions can be derived from the group discussions. Overcoming “foreignness” forms one of the central prerequisites for the achievement of contact at eye-level with people from the host country (on this cf. also Miller, 2002; Miller and Brewer, 1984).<sup>101</sup> In addition, being confronted with role attributions contributes to the ability to put oneself in the situation of people who are “foreign” in societies.

It can be shown in the regression models that further dimensions of substantial influence are the tasks at the place of assignment, for perspective-taking ability, and the volunteers’ accommodation, for knowledge about the host country. Both the place of assignment and the accommodation represent, among other things, places of potential encounter

which – provided the contextual conditions are right – can foster the volunteers’ individual development. Furthermore, they indicate that the fundamental elements of the stay abroad (assigned task, accommodation) must be arranged in such a way as to facilitate the volunteers’ learning and enable interaction at eye-level. In their model for the conceptualisation of influencing factors and effects of international volunteer services, Sherraden et al. (2008) cite “cross-cultural contact and immersion” in the life of the host country (see also Lough, 2011) as well as the tasks during and the nature and length of the exchange or assignment, as central factors for successful realisation of the concrete design of the volunteer service in the host country.

Overall, the results suggest that *weltwärts* is particularly capable of achieving its intended individual learning effects when it facilitates contacts at eye-level along the lines of an intercultural contact programme.

### 4.1.3 The sustainability of individual outcomes

The following section deals with the sustainability of *weltwärts*, understood to mean the persistence of the programme’s outcomes (cf. Section 1.1.3). It refers to the values for volunteers in the earlier cohorts, both for the intended outcomes documented in the “individual” section of the Programme Theory and for the unintended outcomes, which were analysed in addition. Accordingly, the remainder of this section answers the first part of the following evaluation question:

- How do the competences, knowledge, attitudes, personality and engagement of volunteers change as the time-interval since their *weltwärts* assignment abroad lengthens? (EQ 9.1)

#### Procedure

For the sustainability analysis, the 2009–2014 cohorts were analysed. The presentation of results is based illustratively on the three constructs which form the basis for the analyses of influencing factors (cf. Section 4.1.2): knowledge about the host country, perspective-taking ability and allophilia towards people from the host country. In addition, one-way variance analyses (ANOVA) were run with a Bonferroni correction in order to test for significant differences between the individual

<sup>101</sup> The results of the group discussions go further and indicate that there is potential for unintended effects to occur. If the feeling of being foreign cannot be overcome and the realities of life are only experienced passively, then devaluing generalisations about people in the host country and “othering”, i.e. construction of them as different, are particular consequences that may ensue.

cohorts. The following analysis results permit an insight into the knowledge, competences and attitudes of former volunteers at progressively longer time-intervals since they participated in *weltwärts*.

At the same time it must be noted that causal attribution of the current values for knowledge, competences and attitudes of returnees from earlier cohorts to participation in *weltwärts* is not possible. Furthermore, no comparison group was surveyed for these earlier cohorts.<sup>102</sup> Nevertheless, the current values for the different cohorts can be reported and differences identified; this gives indications of the potential persistence of effects.

### Results

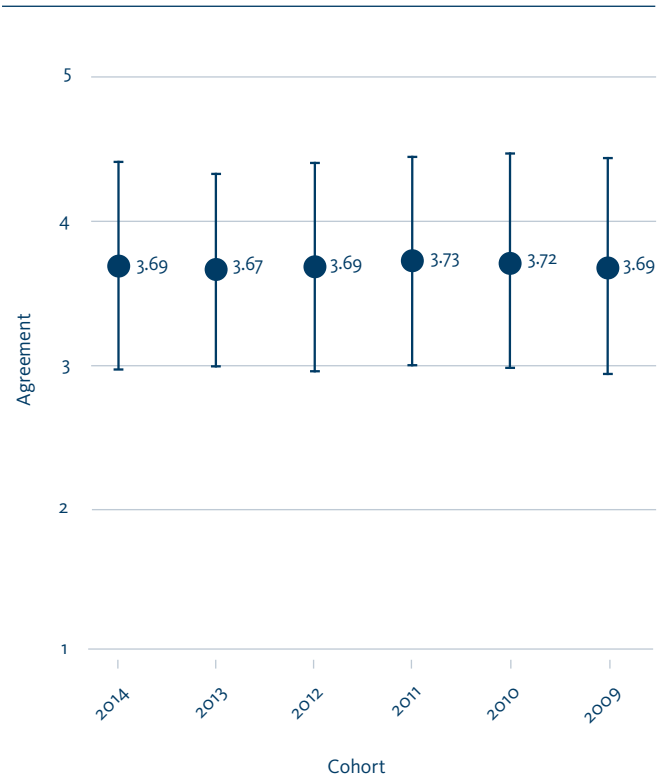
Overall, only marginal differences occur in the average responses of volunteers from different cohorts between their knowledge about the host country, specific perspective-taking ability and positive attitude towards people from the host country (see Figures 30–32). The maximum differences between the individual cohorts on a scale from 1 (“Don’t agree at all”) to 5 (“Agree completely”) can be shown as follows, in descending order of size: 0.14 scale points for perspective-taking ability vis-à-vis people from the host country, 0.11 scale points for specific allophilia and 0.06 scale points for knowledge about the host country.

The values for knowledge about the host country and a positive attitude towards people from the host country in the different cohorts do not differ significantly from each other (for calculations, see [Online Annex](#)). Only for perspective-taking ability are significant differences found. On that construct, only the 2010, 2011 and 2012 cohorts differ significantly from the 2014 cohort. Volunteers from an earlier cohort (2009) do not differ significantly from more recent cohorts.

### Conclusion

Overall, the values found for knowledge, competences and attitudes in the earlier cohorts of *weltwärts* volunteers are largely observed to be equally high. This indicates that the observed effects in the constructs of knowledge about the host country and positive attitude towards people from the

**Figure 30: Persistence of specific knowledge**



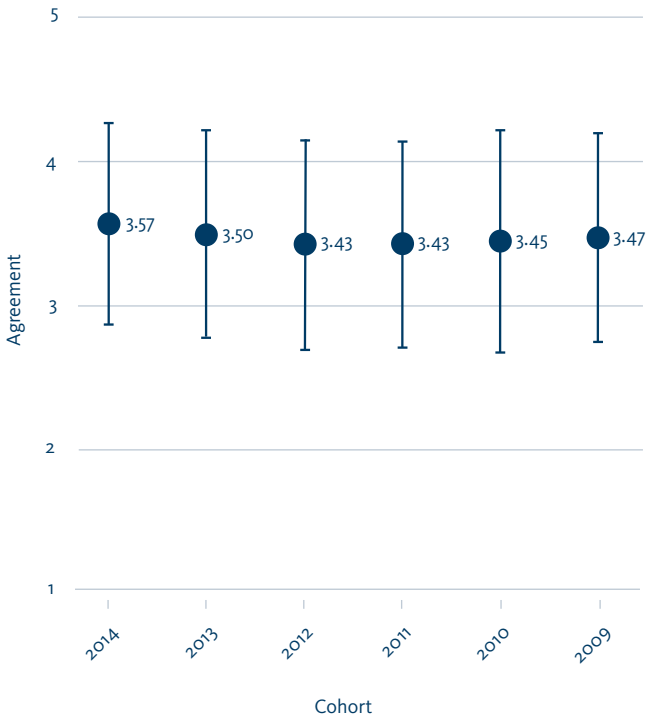
Source: survey of volunteers; 2014–2009 cohorts

Note: response scale: 1 (“Don’t agree at all”) to 5 (“Agree completely”); 2014 cohort: N = 978, MV = 3.69, SD = 0.70; 2013 cohort: N = 837, MV = 3.67, SD = 0.68; 2012 cohort: N = 948, MV = 3.69, SD = 0.72; 2011 cohort: N = 913, MV = 3.73, SD = 0.72; 2010 cohort: N = 967, MV = 3.72, SD = 0.75; 2009 cohort: N = 468, MV = 3.69, SD = 0.74

host country are mostly persistent. For perspective-taking ability, minor but significant differences occur between the cohorts. However, the analyses show no tendential decline in perspective-taking ability as the time-interval since participation in *weltwärts* lengthens. The high overall values of the dependent variables indicate the potential of returnees to be able to contribute to outcomes in Germany even at progressively lengthening time-intervals since their participation in *weltwärts*. This potential is not, as yet, being utilised by *weltwärts* to its full extent.

<sup>102</sup> All in all, this means that time-, maturity-, history-, selection- and drop-out effects cannot be ruled out.

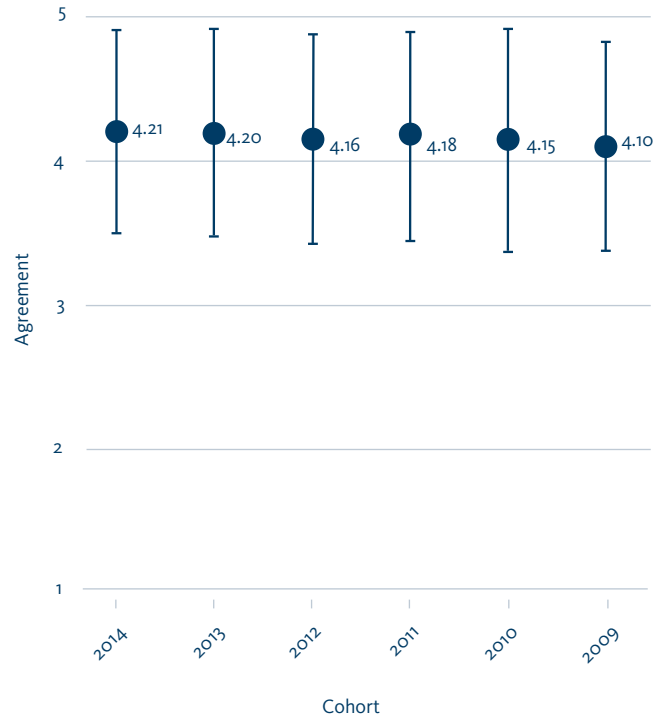
**Figure 31: Persistence of specific perspective-taking ability**



Source: survey of volunteers; 2014–2009 cohorts

Note: response scale: 1 (“Don’t agree at all”) to 5 (“Agree completely”); 2014 cohort: N = 978, MV = 3.57, SD = 0.79; 2013 cohort: N = 837, MV = 3.50, SD = 0.82; 2012 cohort: N = 948, MV = 3.43, SD = 0.84; 2011 cohort: N = 913, MV = 3.43, SD = 0.83; 2010 cohort: N = 967, MV = 3.45, SD = 0.85; 2009 cohort: N = 468, MV = 3.47, SD = 0.88

**Figure 32: Persistence of specific allophilia**



Source: survey of volunteers; 2014–2009 cohorts

Note: response scale: 1 (“Don’t agree at all”) to 5 (“Agree completely”); 2014 cohort: N = 978, MV = 4.21, SD = 0.70; 2013 cohort: N = 837, MV = 4.20, SD = 0.72; 2012 cohort: N = 948, MV = 4.16, SD = 0.73; 2011 cohort: N = 913, MV = 4.18, SD = 0.72; 2010 cohort: N = 967, MV = 4.15, SD = 0.77; 2009 cohort: N = 468, MV = 4.10, SD = 0.73

#### 4.1.4 Influencing factors: sustainability of individual outcomes

In the following, factors are analysed that influence the persistence of the individual learning outcomes in volunteers. This answers the following evaluation question:

- What factors influence the persistence of individual effects in volunteers? (EQ 9.2)

##### Procedure

The procedure is analogous to the quantitative analysis of factors that influence individual learning effects (cf. Section 4.1.2). The same identified effects were analysed: specific knowledge from the outcome dimension of knowledge, specific perspective-taking ability from the dimension of competences and specific allophilia from the dimension of attitudes. In addition to the influence dimensions and

operationalisations identified above (cf. Table 3), influencing factors were identified on three further dimensions which are assumed to correlate particularly with the persistence of individual effects (see Table 5).<sup>103</sup>

The correlations between the influencing factors listed in Table 3 and Table 5<sup>104</sup> and the same three constructs were estimated by means of multivariate linear regression models using the 2013 and 2010 cohorts illustratively.<sup>105</sup> The analysis makes it possible to identify indications of factors that influence the values of the constructs (in the sense of correlations, not causalities) in the different cohorts. On the basis of the cross-sectional data, the current values can be explained, but not volunteers' individual changes. Despite this limitation, patterns can be discovered in the influencing dimensions, along with pointers to conducive and inhibiting factors for the persistence of effects.

**Table 5: Sustainability of individual effects: overview of additional influence dimensions and operationalisation of the influencing factors<sup>106</sup>**

Influence dimension	Influencing factors (operationalisation)
Intensity of <i>weltwärts</i> experience	Sense of "nostalgia" linked to experiences in the host country <sup>104</sup>
Repeated consideration of development issues from various aspects	Consideration of the issue of "global (economic) interdependencies" during training, studies or working life
Volunteers' social circles	People in the volunteers' social circles are interested in cultural exchange

Source: *Programme Theory and Evaluation Matrix*

Note: an overview of the items behind the given influencing factors can be found in the [Online Annex](#).

##### Results

##### *Influencing factors: knowledge about the host country*

The analysis results show that the persistence of specific knowledge mainly correlates with factors from the dimensions

of intercultural encounters, seeing and experiencing local inequalities, personal motivation, intensity of the *weltwärts* experience and repeated consideration of development issues from various aspects (see Table 6).

<sup>103</sup> The assumed influencing factors are taken from the Evaluation Matrix in the Inception Report of this evaluation. This matrix is based on the fully elaborated Programme Theory.

<sup>104</sup> Only the nature of the contact experiences is not included here, since earlier cohorts were not asked the questions about contact experiences during the *weltwärts* assignment abroad.

<sup>105</sup> One cohort (2010) was selected which had participated in *weltwärts* before the first *weltwärts* evaluation (Stern et al., 2011) and one (the 2013 cohort), which completed *weltwärts* after the evaluation and after conclusion of the follow-up process. In the regression for "specific allophilia" a multi-level model was run for the 2010 cohort, since a variation in the effects at country level was found in the null model. A multi-level model deals with this appropriately. The regression coefficients from the multi-level model, called maximum likelihood estimators (ML), are to be interpreted analogously to coefficients from the classic linear regression.

<sup>106</sup> Since retrospective assessments of the affective intensity of an experience are subject to bias, the influence dimension "intensity of the *weltwärts* experience" is operationalised through the emotion of nostalgia felt in the here and now. Although the intensity of what was experienced can also be mis-remembered in the context of nostalgic recollections, the present intensity of the emotion is nevertheless easier to report.

**Table 6: Factors influencing specific knowledge, 2013 and 2010 cohorts: results of multivariate linear regression<sup>107</sup>**

Influence dimension	Influencing factors	Model 2013 cohort	Model 2010 cohort
Personal motivation	Personal development	-	0.07
	Utilitarianism	0.08	-
Seeing and experiencing local inequalities	Seeing absolute poverty	0.09	0.08
Seeing and experiencing global inequalities	Region: Africa (as opposed to other regions)	-	-0.82
	Region: America (as opposed to other regions)	-	-0.80
	Region: Asia (as opposed to other regions)	-	-0.63
Intercultural encounters	Support by people from the host country (frequency)	0.10	0.11
	Ongoing contact with persons who were first met in the host country during the stay abroad with <i>weltwärts</i> (frequency)	0.12	0.19
Intensity of <i>weltwärts</i> experience	Sense of “nostalgia” linked to experiences in the host country	0.09	0.09
Repeated consideration of development issues from various aspects	Consideration of the issue of “global (economic) interdependencies”	0.09	0.14

Source: survey of volunteers; 2013 and 2010 cohorts

Note: 2013 cohort: N = 703, 2010 cohort: N = 814. Only standardised OLS coefficients ( $\beta$ ) for which  $p < .05$  are reported. Model fit: 2013 cohort: adjusted  $R^2 = .103$ , 2010 cohort: adjusted  $R^2 = .152$ . The complete regression table can be found in the [Online Annex](#).

- For the dimension of intercultural encounters, a positive correlation is found in both the 2013 and 2010 cohorts between specific knowledge and support from people from the host country (2013 cohort:  $\beta = 0.10$ , 2010 cohort:  $\beta = 0.11$ ) and ongoing contact with people who were first met in the host country (2013 cohort:  $\beta = 0.12$ , 2010 cohort:  $\beta = 0.19$ ). Here the result familiar from the 2015 cohort becomes visible once again: if contact at eye-level can be achieved,<sup>108</sup> volunteers can succeed in acquiring nuanced knowledge about the host country. There are suggestions in the quantitative analyses of differences according to region (specific knowledge assessed as lower when the assignment was in Africa [ $\beta = -0.82$ ], America [ $\beta = -0.80$ ] or Asia [ $\beta = -0.63$ ] as opposed to other regions in the 2010 cohort [ $p < .05$  for each]), which could indicate that overcoming “foreignness” – an important step for the purpose of contact at eye-level and hence the acquisition of knowledge – is not being achieved with equal success in all assignment regions.
- On the dimension of seeing and experiencing local inequalities, in both cohorts analysed, seeing poverty correlates positively with the volunteers’ knowledge about the host country (2013 cohort:  $\beta = 0.09$ , 2010 cohort:  $\beta = 0.08$ ). Similarly, in the group discussions with the 2015 cohort, pointers to experiencing local inequalities – particularly the contrast between rich and poor – showed up as a factor conducive to the acquisition of knowledge.
- Regarding the volunteers’ personal motivation to participate in *weltwärts*, in the 2013 cohort it is the utilitarian motive ( $\beta = 0.08$ ) and in the 2010 cohort, the motive of personal development ( $\beta = 0.07$ ) that is associated with higher specific knowledge.

<sup>107</sup> Interpretation aid: the standardised OLS coefficients state by how many units the value of the dependent variables rises (positive  $\beta$ ) or falls (negative  $\beta$ ) when the value of the independent variables increases by one unit. For example, in both cohorts a 1 scale-point higher sense of “nostalgia” is associated with a 0.09 scale-point higher assessment of specific knowledge.

<sup>108</sup> As shown in Box 6, the concept of “contact at eye-level” is filled empirically by the indicators “support by people from the host country” and “ongoing contact”. The majority of volunteers (2013 and 2010 cohorts) reported frequent support by people from the host country and, also frequently, ongoing contacts. The distribution of these indicators appears in the analysed groups as follows (the frequency of each item was surveyed using a response scale from 1 [“Never”] to 5 [“Very frequently”]): 2013 cohort: support by people from the host country: MV = 4.04, SD = 0.69, N = 837; ongoing contacts: MV = 3.8, SD = 1.01, N = 837; 2010 cohort: support by people from the host country: MV = 4.03, SD = 0.70, N = 967; ongoing contacts: MV = 3.56, SD = 1.05, N = 967. Data on contact experiences during the *weltwärts* assignment abroad was not collected for these cohorts.

- For the dimension of the intensity of the *weltwärts* experience, the perceived intensity of the *weltwärts* stay abroad correlates positively with the persistence of knowledge after returning from assignment. In both cohorts analysed, higher nostalgia about the host country is associated with a higher assessment of specific knowledge (2013 cohort:  $\beta = 0.09$ , 2010 cohort:  $\beta = 0.09$ ). A perception of the *weltwärts* experience as intense can be the foundation for maintaining a long-term interest in the host country.
- The positive correlation in both cohorts between the dimension of repeated consideration of development issues from various aspects and knowledge about the host country suggests a similar interpretation: repeatedly considering different aspects of development issues is a way of continuously acquiring and maintaining knowledge.

*Influencing factors: perspective-taking ability towards people from the host country*

Influencing factors from the dimensions of personal motivation, assessment of *weltwärts*, accommodation, seeing and experiencing local and global inequalities, intercultural encounters, intensity of the *weltwärts* experience and repeated engagement with development issues correlate with specific perspective-taking ability (see Table 7).

- For the dimension of personal motivation – as indeed for specific knowledge – positive correlations are found with the persistence of perspective-taking ability. For the 2010

and 2013 cohorts, the altruistic motive shows a positive correlation with specific perspective-taking ability (2013 cohort:  $\beta = 0.19$ , 2010 cohort:  $\beta = 0.11$ ); for the 2013 cohort, the same is additionally found for the utilitarian motive ( $\beta = 0.09$ ).

- Satisfaction with participation in *weltwärts*, from the dimension of overall assessment of the programme, is likewise found to correlate positively with the persistence of specific perspective-taking ability (2010 cohort:  $\beta = 0.09$ ).<sup>109</sup>
- Factors from the dimension of accommodation are likewise important for the persistence of specific perspective-taking ability. In the 2013 cohort, accommodation in a host family as opposed to other forms of accommodation is associated with a higher assessment of perspective-taking ability vis-à-vis people from the host country ( $\beta = 0.08$ ). In the 2010 cohort a negative correlation with more urban living surroundings can be found ( $\beta = -0.07$ ). This may be associated with better infrastructure and opportunities, which combine to facilitate encounters with like-minded people. Moreover, urban surroundings can be closer to the contexts familiar to volunteers from their own experience, so that contacts tend to be perceived as positive and pose less of a challenge to their perspective-taking ability. Conversely, more rural living surroundings, being further removed from the contexts familiar to the volunteers from their own past experience, could be used productively for the enhancement of perspective-taking ability.

<sup>109</sup> The correlation between satisfaction with participation in *weltwärts* and specific perspective-taking ability is also positive in the 2013 cohort ( $\beta = 0.08$ ). This effect is only significant at the 90 % level, however (i.e.  $p < .10$ ), which is why the coefficient is not shown in Table 7.



**Table 7: Factors influencing specific perspective-taking ability, 2013 and 2010 cohorts: results of multivariate linear regression<sup>110</sup>**

Influence dimension	Influencing factors	Model 2013 cohort	Model 2010 cohort
Personal motivation	Utilitarianism	0.09	-
	Altruism	0.19	0.11
Assessment of <i>weltwärts</i>	Overall satisfaction with participation in <i>weltwärts</i>	-	0.09
Accommodation	Accommodation in host family (as opposed to other forms of accommodation)	0.08	-
	Rural/urban living surroundings	-	-0.07
Seeing and experiencing local inequalities	Seeing absolute poverty	0.11	0.11
Seeing and experiencing global inequalities	HDI	0.19	0.17
Intercultural encounters	Ongoing contact with persons who were first met in the host country during the stay abroad with <i>weltwärts</i> (frequency)	-	0.10
Intensity of <i>weltwärts</i> experience	Sense of “nostalgia” linked to experiences in the host country	0.12	0.18
Repeated consideration of development issues from various aspects	Consideration of the issue of “global (economic) interdependencies”	-	0.08

Source: survey of volunteers; 2013 and 2010 cohorts

Note: 2013 cohort:  $N = 704$ , 2010 cohort:  $N = 814$ . Only standardised OLS coefficients ( $\beta$ ) for which  $p < .05$  are reported. Model fit: 2013 cohort: adjusted  $R^2 = .143$ , 2010 cohort: adjusted  $R^2 = .189$ . The complete regression table can be found in the [Online Annex](#).

- For the dimensions of seeing and experiencing global and local inequalities respectively, the first finding – in contrast to the analyses on immediate post-assignment effects – is the significance of the national context: host countries that are more similar to Germany in terms of various development indicators appear to make it easier to acquire persistent perspective-taking ability. This is manifested in the positive correlations between the HDI and specific perspective-taking ability (2013 cohort:  $\beta = 0.19$ , 2010 cohort:  $\beta = 0.17$ ). Furthermore, a higher frequency of seeing poverty is associated in both cohorts with a higher specific perspective-taking ability (2013 cohort:  $\beta = 0.11$ , 2010 cohort:  $\beta = 0.11$ ).
- The significance of intercultural encounters (see Section 4.1.2 on individual outcomes) as a conducive influencing factor cannot be given the same emphasis for the persistence of outcomes. Only in the 2010 cohort were volunteers who, at the time of the survey, were still in contact with people whom they had first met during their stay abroad, found to have a higher perspective-taking ability ( $\beta = 0.10$ ). Indications that negative or difficult contact experiences can indeed be helpful for the development of perspective-taking ability are provided by the interpretation of the influence of living surroundings discussed above. Whether there is any correlation between the nature of the contact experienced (positive/negative contact) and perspective-taking ability could not be tested statistically, however, since data was not collected from the 2010 and 2013 cohorts about contact experiences in the host country.
- Influencing factors from the dimensions of intensity of the *weltwärts* experience and repeated consideration of development issues similarly show a positive correlation with persistent high values for self-reported perspective-taking ability: both stronger “nostalgia” (2013 cohort:  $\beta = 0.12$ , 2010 cohort:  $\beta = 0.18$ ) and more frequent engagement with global (economic) interdependencies

<sup>110</sup> Interpretation aid: the standardised OLS coefficients state by how many units the value of the dependent variables rises (positive  $\beta$ ) or falls (negative  $\beta$ ) when the value of the independent variables increases by one unit. For example, in the 2013 cohort, a 1 scale-point higher sense of “nostalgia” is associated with a 0.12 scale-point higher assessment of specific perspective-taking ability.

(2010 cohort:  $\beta = 0.08$ ) are found to have a positive correlation with specific perspective-taking ability. Particularly when volunteers continue to engage with their host country and to some extent with development issues, they can sustain their level of perspective-taking ability even with progressive lengthening of the time-interval since they participated in *weltwärts*.

#### *Influencing factors: allophilia towards people from the host country*

Correlations with specific allophilia are found for the volunteers' personal motivation and their assessment of participation in *weltwärts*, for the accommodation, intercultural encounters and the intensity of the *weltwärts* experience (see Table 8).

**Table 8: Factors influencing specific allophilia, 2013 and 2010 cohorts: results of multivariate linear regression<sup>111</sup>**

Influence dimension	Influencing factors	Model: 2013 cohort	Model: 2010 cohort
Personal motivation	Utilitarianism	0.08	-
	Altruism	0.19	0.07
Assessment of <i>weltwärts</i>	Overall satisfaction with participation in <i>weltwärts</i>	-	0.16
Accommodation	Overall satisfaction with living situation	0.09	-
	Rural/urban living surroundings	0.09	-
Intercultural encounters	Support by people from the host country (frequency)	-	0.16
	Ongoing contact with persons who were first met in the host country during the stay abroad with <i>weltwärts</i> (frequency)		0.07
Intensity of <i>weltwärts</i> experience	Sense of "nostalgia" linked to experiences in the host country	0.17	0.11

Source: survey of volunteers; 2013 and 2010 cohorts

Note: 2013 cohort:  $N = 702$ . Only standardised OLS coefficients ( $\beta$ ) for which  $p < .05$  are reported. 2010 cohort:  $N = 813$ , maximum likelihood estimators (ML) for which  $p < .05$  are reported; model fit: 2013 cohort: adjusted  $R^2 = .142$ , 2010 cohort:  $R^2 = .195$ , restricted -2 log-likelihood (LL) full model = 1824.380 < 2219.404 = LL null model, BIC full model = 1837.703 < 2233.144 = BIC null model. The complete regression table can be found in the [Online Annex](#).

- For the dimension of personal motivation, an altruistic motive is shown to have a positive correlation with specific allophilia in both cohorts (2013 cohort:  $\beta = 0.19$ , 2010 cohort: ML = 0.07). In the 2013 cohort ( $\beta = 0.08$ ) a utilitarian motive additionally comes into play.
- The influence of the volunteers' assessment of their participation in *weltwärts* is manifested in the form of a positive correlation between satisfaction with their own participation in the programme and specific allophilia in the 2010 cohort (ML = 0.16). This may be an indicator that a positive *weltwärts* experience can have positive effects on the attitude towards people in the host country.
- The effects found for the 2013 cohort for the dimension of accommodation can be interpreted in a similar way: the greater the volunteers' satisfaction with their accommodation situation, the higher their values for specific allophilia (2013 cohort:  $\beta = 0.09$ ). If volunteers lived in more urban surroundings, they likewise show higher specific allophilia (2013 cohort:  $\beta = 0.09$ ). Here again, more urban living surroundings may be understood, among other things, as a space offering possibilities for encounters with like-minded people, and hence for positive contact experiences. The effects of where living surroundings are located on the rural-urban continuum are thus opposite for specific allophilia to those for specific perspective-taking ability, given the same location.
- From the dimension of intercultural encounters, in the 2010 cohort support by people from the host country (ML = 0.16) and ongoing contacts (ML = 0.07) make a difference. This underscores the significance of contact experiences at

<sup>111</sup> Interpretation aid: the standardised OLS coefficients ( $\beta$ ; model: 2013 cohort) and the maximum likelihood estimators (ML; model: 2010 cohort) state by how many units the value of the dependent variables rises (positive  $\beta$  or ML) or falls (negative  $\beta$  or ML) when the value of the independent variables increases by one unit. For example, in the 2013 cohort a 1 scale-point higher sense of "nostalgia" is associated with a 0.12 scale-point higher assessment of specific allophilia.

eye-level and ongoing contacts for a positive attitude towards people from the host country.

- With regard to the intensity of the experience, “nostalgia” with reference to the experiences in the host country is found to correlate positively with specific allophilia (2013 cohort:  $\beta = 0.17$ , 2010 cohort:  $ML = 0.11$ ). It is possible, on the one hand, that nostalgia may romanticise the experience and give prominence to the positive memories only; on the other hand, it may also motivate volunteers to maintain their interest in the host country and to remain open to contact with the people they met locally.

### Conclusion

Overall it is evident that factors from some *weltwärts*-specific dimensions (personal motivation, assessment of *weltwärts*, accommodation, intercultural encounters, seeing and experiencing local and global inequalities) and repeated consideration of various aspects of the stay abroad and development issues show a positive correlation with a high value for the constructs analysed.

The persistence of specific knowledge shows a positive correlation with encounters at eye-level (filled empirically here by the indicators “support by people from the host country” and “ongoing contacts after returning from assignment”), with seeing and experiencing local inequalities, with personal motivation and with repeated consideration of various aspects of the experience gathered in the course of *weltwärts* and of development issues. Relevant factors for the persistence of specific perspective-taking ability are personal motivation, a

positive overall assessment of participation in *weltwärts*, the accommodation, seeing and experiencing local inequalities, and to some extent intercultural encounters and repeated consideration of various aspects of the experience gathered in the course of *weltwärts* and of development issues. The persistence of specific allophilia is associated particularly with the volunteers’ personal motivation, accommodation, positive assessment of *weltwärts*, intercultural encounters and intensity of experiences (present in the sense of “nostalgia” about the experiences in the host country).

Especially the volunteers’ enduring interest in their service – expressed in the sense of nostalgia – shows that an intense experience of participation in *weltwärts* can be conducive to the persistence of effects. Insights from the scientific study of nostalgia indicate, among other things, that this is associated with the feeling of “social connectedness” (Wildschut et al., 2010) and hence with maintaining links with ongoing contacts. It can additionally contribute to a reduction of prejudices about others (Cheung et al., 2017) and to an optimistic view of the future (Cheung et al., 2013).

The analyses show that the experiences of the *weltwärts* stay abroad have a positive correlation with the values for knowledge, competences and attitudes even at lengthening time-intervals after having participated. The significance of repeated consideration of development issues from various angles after returning to Germany points to the role that can be ascribed to *weltwärts* post-assignment work.

#### 4.1.5 Overview of results

- *weltwärts* is of **moderate effectiveness** with regard to its contribution to changes in volunteers' competences, knowledge, attitudes and personalities:
  - Volunteers learn and change on three of the four dimensions analysed: on the dimension of knowledge, learning of specific knowledge about the host country is observed; on the dimension of competences, the acquisition of language competence and of perspective-taking ability and empathy towards people from the host country can be identified; and on the dimension of attitudes, increased allophilia towards people from the host country is found. Personality aspects do not change as a result of participating in *weltwärts*, however. Overall, this indicates that volunteers learn and change particularly in relation to their host country. They get to know the country, and their attitudes change mainly towards people from the host country whom they have met while on assignment abroad. (Effectiveness)
  - With regard to other dimensions of learning and change there is, however, potential for improvement. For instance, the knowledge, competences and attitudes acquired by volunteers are not transferred to other countries or to people "from other cultures" generally. In addition, a decline is found in perspective-taking ability vis-à-vis people "from other cultures" generally. Accordingly, a decontextualisation of knowledge, competences and attitudes cannot be observed. Nor do volunteers' attitudes towards a heterogeneous and diverse (German) society, particularly "multiculturalism" and "diversity beliefs", change as a result of the stay abroad. One explanation for these results may be that volunteers already have comparatively positive attitudes towards cultural diversity before they depart on assignment, leaving very little scope for further enhancement. It could also be that, as a result of *weltwärts*, they arrive at a more realistic assessment of responses that were originally inflated, or they come to reject generalisations. Another possible explanation is that attitudes might be stabilised or substantively changed as a result of participation in *weltwärts*, rather than becoming (even) more positive. Effects of this kind were not analysed empirically and are not contained in the Programme Theory. (Effectiveness)
- *weltwärts* additionally shows effects in relation to the unintended changes in volunteers that were analysed. In this area both positive and negative effects are registered: positive with regard to the decrease in general exoticisation, and negative resulting from the increase in specific paternalism. On the other hand, the increase in risk-taking propensity can be rated as neutral. The results of the group discussions also point to other unintended effects: *weltwärts* can lead to a distorting view of the host country – on the one hand in the sense of idealising it, and on the other hand in the sense of a blanket devaluation or construction of people in the host country as different (known as "othering"). (Effectiveness)
- Factors that influence intended effects (knowledge about the host country, perspective-taking ability and allophilia towards people from the host country) are mainly to be found on the dimensions of intercultural encounters, experiencing the realities of life in the host country, and orientation and acclimatisation. Opportunities for encounters at eye-level, in particular, are conducive to individual learning effects. While positive contact experiences are helpful for knowledge and allophilia, productive use can also be made of negative contact experiences to enhance perspective-taking ability. Pointers emerged from the group discussions that, for contact at eye-level to occur, it is necessary to overcome role attributions ("being foreign", "being white"). Other conducive factors include tasks with an appropriate level of challenge at the place of assignment, as well as the type of accommodation, namely with host families. (Effectiveness)
- In the group discussions, the following factors that influence unintended effects pertaining to devaluing generalisations about people from the host country were identified: absence of contact at eye-level because role attributions were not successfully overcome, and

mere exposure to the realities of life in the host country. (Effectiveness)

- There is evidence that returnees' individual dispositions are **mostly persistent**: for knowledge about the host country and allophilia towards people from the host country, differences between the individual cohorts are barely shown to occur. Only on the dimension of perspective-taking ability vis-à-vis people from the host country, minor significant differences between individual cohorts can be observed. Overall, these results indicate that even volunteers who returned some time ago have similar values on the dimensions of knowledge, competences and attitudes to volunteers who have only recently returned from their *weltwärts* assignment abroad. This result carries the caveat that the knowledge, the competences and the attitudes cannot be attributed directly to participation in *weltwärts*. (Sustainability)

- Factors that influence persistently high values for the intended constructs (for example: specific knowledge, specific perspective-taking ability, specific allophilia) are mainly to be found on the dimensions relating to the stay abroad, namely encounters, accommodation, and seeing and experiencing local inequality. To foster specific perspective-taking ability, the volunteers' negative contact experiences can also potentially be put to productive use. In addition, there are pointers to the influence of the country or regional context, suggesting that the possibility of overcoming role attributions as well as the similarity of the host-country society to German society are conducive to the persistence of effects on the dimensions of knowledge, competences and attitudes. Finally, an intense, positive and satisfactory *weltwärts* experience can have a lasting influence on the persistence of effects. (Sustainability)

## 4.2

### Outcomes in Germany

#### 4.2.1 Civic engagement, sustainable consumption and volunteers' interest in development occupations

The civic engagement of volunteers after returning from their assignments abroad, their everyday behaviour and their occupational orientation are key assumed outcomes of the programme. The analysis in the following section concerns outcomes on the dimensions of changes in knowledge, competences, attitudes, personality, behaviour and strengthening of occupational orientation through participation in *weltwärts* ("individual" section of the Programme Theory; cf. Figure 6). Both the engagement and the occupational orientation of returnees form the underlying basis for the programme's outcomes in Germany. The results obtained provide evidence of outcomes of *weltwärts* extending into German society (cf. Figure 7).

#### *Civic engagement of volunteers in Germany*

The following evaluation question is answered in this section:

- What contribution does *weltwärts* make to changes in the civic engagement of volunteers after their return? (EQ 4.1)

#### *Procedure*

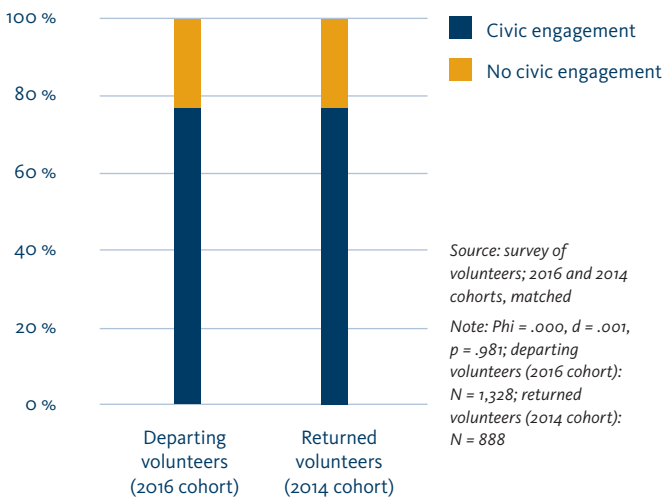
In order to calculate the effect of participation in *weltwärts* on the civic engagement of returnees, a procedure was chosen that was analogous to the analysis of individual changes in knowledge, attitudes, competences and personality (cf. Section 4.1.1). The calculations were run on the basis of data from the volunteers who departed on assignment in 2016 (2016 cohort/Group 1), the volunteers from the 2014 cohort who returned in 2015, and from persons in the comparison group who were matched by means of PSM with the departed and returned volunteers.<sup>112</sup> Findings from all group discussions were referred to for triangulation of the statistical results.

#### *Results: changes in engagement*

As Figure 33 shows, there is no difference between the share of civically engaged volunteers before departing and after

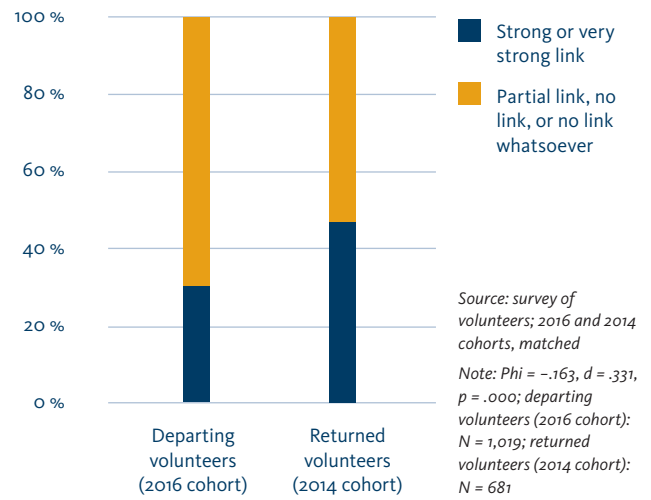
<sup>112</sup> At the time of the survey, volunteers from the 2014 cohort had returned from their *weltwärts* assignments abroad approx. 1 year earlier. Volunteers from the 2015 cohort, in contrast, whose data was used for calculation of the individual changes, had been abroad with *weltwärts* for most of the 12 months preceding the survey.

**Figure 33: Civic engagement of volunteers before and after participation in weltwärts**



returning from assignment. The share of volunteers who have done some civic engagement in the 12 months before the survey stands at 76.7 % in each of the two groups. Regarding the extent of civic engagement in hours per month, again there is no significant difference (departing volunteers: 15 h/month, newly returned volunteers: 16 h/month).<sup>113</sup> Thus, neither the share of civically engaged volunteers nor the extent of volunteers' engagement is seen to increase as a result of *weltwärts*. This result coincides in part with the self- and external assessment of changes in engagement (see Section 4.1.1).<sup>114</sup> Although volunteers and people from their social circles (parents and friends) stated that *weltwärts* has a positive influence on volunteers' engagement, nevertheless the response value for engagement in comparison to other dimensions (e.g. openness towards other cultures) is the second lowest (see Figure 27 and Figure 28). Volunteers and their social circles thus assessed *weltwärts* as having a lower influence on engagement than on other dimensions of the individual changes. However, even before they depart on

**Figure 34: Volunteers' engagement having a link to development issues before and after participation in weltwärts**



assignment, volunteers' level of civic engagement is higher than that of the demographically representative target group of *weltwärts*. In comparison to the 76.7 % of civically engaged departing volunteers (N = 1,328) only 35.3 % of the demographically representative *weltwärts* target group did any civic engagement in the 12 months before the time of the survey (N = 4,483).<sup>115</sup>

As can be seen in Figure 34, the nature of the volunteers' engagement changes. Whereas engagement had a strong or very strong link to development issues for 30.3 % of the civically engaged departing volunteers (N = 1,019), such a link is found for 46.4 % of volunteers who have returned from assignment (N = 681).<sup>116</sup> Although returnees in the group discussions generally emphasised the great significance of participation in *weltwärts* for the civic engagement they undertook after their return, in fact they barely mentioned engagement in development issues in the narrower sense – for example, civic engagement in an association carrying out smaller development cooperation projects. More frequently

<sup>113</sup> There is no significant difference between departing and newly returned volunteers: T = 1.24, p = .21.

<sup>114</sup> This finding, however, relates to the cohort of volunteers who departed in 2015. Comprehensive comparisons of volunteers from the 2014 cohort and their social circles were not possible because too few persons from the social circles of volunteers who departed in 2014 participated.

<sup>115</sup> There is a significant difference between departing volunteers and the demographically representative target group: Phi = 0.35, p = .000. According to the German Survey on Volunteering (Simonson et al., 2017) the share of young adults aged between 14 and 29 years doing civic engagement in the year 2014 stood at 47 %. Again, this comparison shows that *weltwärts* volunteers are a group that demonstrates above-average levels of engagement.

<sup>116</sup> The result that *weltwärts* volunteers are very engaged is also apparent in comparison to other volunteer services: in 2016, 68 % of applications for the Fairwandler Prize for development engagement promoted by the Karl Kübel Stiftung were submitted by former volunteers; of these, 39 % had completed *weltwärts* assignments. The vast majority of engagement by returnees followed on from the project work done in their volunteer phase. After returning home, most volunteers stayed in contact with the people and projects of their places of assignment and supported them from Germany, e.g. through development education work in schools or through fundraising (HG6).

they cited civic engagement involving some aspect of working with new cohorts of volunteers. In this regard, many volunteers stated that they were or intending to be civically engaged with their former sending organisation (GD1, 4, 6, 8). Moreover, engagement or an intention to engage is characterised as linked to development issues in a broader sense. For example, returnees make reference to their civic engagement in working with refugees (GD2–5).<sup>17</sup> Another aspect discussed was civic engagement in social settings (GD1–3), in which case reference was sometimes made to the concrete task previously carried out at the place of assignment:

*“In India I worked in an establishment with people affected by CP. That’s a kind of spasticity. Now I’d like to [...] take a look at that in Germany, maybe help out voluntarily somehow [...], because I’m very interested in what the differences are, how it’s dealt with here” (GD1).*

#### Results: development impact

On the dimension of returnees’ engagement, links can also be established to the overarching development impact of *weltwärts*. The results from the online survey of volunteers show that, of the returnees from all cohorts, 5.5 % (numerically: 349 persons) have founded a non-profit association (N = 6,394). Of these, more than half stated that their participation in *weltwärts* had had an influence on the founding of the association (55.0 %, N = 349). The founding of non-profit associations by returnees can be viewed as an indicator for the contribution made by *weltwärts* to structure-building in Germany. Independently of that, the majority (73.9 %) of these newly founded non-profit associations had a link to development issues, half of the associations (49.6 %) had links to the country of assignment and 31.9 % to the returnees’ places of assignment (N = 349).

#### Conclusion

*weltwärts* volunteers demonstrate an above-average frequency of civic engagement. As a result of *weltwärts* the thematic emphasis of their civic engagement changes, more frequently exhibiting a link to development issues after they return from assignment. In this regard, *weltwärts* can be rated as mostly effective. Neither the share of engaged volunteers nor the extent of engagement are changed, however. Equally, this

result coincides with other findings on the civic engagement of returned *weltwärts* volunteers (Ruser et al., 2016). Comparable findings are also available in relation to other, similar personnel instruments of development cooperation. For instance, a DEval evaluation on the personnel instrument of development workers (DW) arrives at the results that “the assignment [for DW] is not so much an experience that initiates social engagement, but rather the expression of a pre-existing orientation towards the common good” (Roxin et al., 2015, p. 117).

The connection between participation in a volunteer service and subsequent civic engagement is also established for national volunteer services in the German Survey on Volunteering. The share of civically engaged persons is distinctly higher within the group of people who have previously participated in a volunteer service than among people who have not. Also, persons who have taken part in a volunteer service frequently state that it had been very influential upon the nature of their subsequent civic engagement. One last finding from the results is that persons with a background of lower educational attainment more frequently state that the volunteer service was the impetus for later civic engagement (Simonson et al., 2017). Although that group of persons is under-represented in volunteer services, such programmes can nevertheless act as a way in to civic engagement for people with lower educational attainment (cf. Section 5.2).

#### Influencing factors: engagement in development issues

By focusing on the analysis of factors that exert an influence on engagement in development issues, the following evaluation question is answered:

- What factors influence the effects on engagement and on behaviour after returning from assignment? (EQ 4.3)

#### Procedure

It was shown in the previous chapter that the engagement of returnees from the 2014 cohort more frequently had a strong or very strong link to development issues than the engagement of departing volunteers from the 2016 cohort. In order to identify corresponding influencing factors, a logistic regression was estimated based on data from the volunteers of the

<sup>17</sup> In part this focus could be associated with the refugee immigration figures, which were rising markedly in Germany from 2015.

matched 2014 cohort.<sup>118</sup> This analysis was used to investigate which factors correlate with engagement having a link to development issues. The variables included in the analysis as influencing factors were selected based on the factors

postulated in the Programme Theory (see Table 9). Altogether several models with different influencing factors were run, which are shown in the [Online Annex](#).

**Table 9: Engagement having a link to development issues: overview of influence dimensions and operationalisation of the influencing factors<sup>119</sup>**

Influence dimension	Influencing factors (operationalisation)
Assessment of <i>weltwärts</i>	Overall satisfaction with participation in <i>weltwärts</i>
Intensity of <i>weltwärts</i> experience	Sense of “nostalgia” linked to experiences in the host country
Personal mentoring, education programme	Satisfaction with mentor; overall satisfaction with seminars
Accommodation	Accommodation in host family; overall satisfaction with living situation; rural/urban living surroundings
Seeing and experiencing local inequalities	Seeing absolute poverty; seeing wealth
Intercultural encounters	Support by people from the host country; ongoing contact after returning to Germany
Tasks at the place of assignment	Appropriately level of challenge at the place of assignment

Source: Programme Theory and Evaluation Matrix

Note: an overview of the items behind the given influencing factors can be found in the [Online Annex](#).

## Results

As can be seen from Table 10, single factors from the dimensions of the education programme, seeing and experiencing local inequalities, and intercultural encounters with local people are shown to correlate with engagement having a link to development issues.

In terms of the education and mentoring programme, the evaluation results show that where volunteers have a higher

degree of satisfaction with their mentor, this reduces the probability of engagement having a very strong or strong link to development issues ( $\exp[B] = 0.87$ ).<sup>120</sup> This result initially seems counterintuitive. Perhaps satisfaction with the mentor is rather more useful as an indicator for inferring how demanding volunteers’ attitudes were. On that basis the result would suggest that the volunteers making higher demands of their mentors would subsequently undertake civic engagement more readily.

<sup>118</sup> Since the dependent variable only has two values (1: “Strong or very strong link”; 0: “Partial link, no link, or no link whatsoever”), a logistic regression is the appropriate analysis technique. The estimation of an OLS regression is not possible here because of the dichotomous dependent variable.

<sup>119</sup> In addition, covariates were included in order to control for socio-demographic variables (age, gender, religion, parents’ university degrees). These are not interpreted in terms of content, however. Also, three additional models were calculated to cover any possible influences of additional factors: in two further models, macro variables about the host country context and motivational factors were additionally included. An overview of all models can be found in the [Online Annex](#).

<sup>120</sup> This effect is not robust, however; in one of the alternative models (see [Online Annex](#)) this effect is not significant.



**Table 10: Factors influencing engagement having a strong or very strong link to development issues: results of logistic regression<sup>121</sup>**

Influence dimension	Influencing factors	Model (exp[B])
Personal mentoring, education programme	Satisfaction with mentor	0.87
	Overall satisfaction with seminars	1.31
Seeing and experiencing local inequalities	Seeing wealth	1.23
Intercultural encounters	Support by people from the host country	1.31

Source: survey of volunteers; 2014 cohort matched

Note: N = 647. Only standardised odds ratios (exp[B]) for which  $p < .05$  are reported. Model fit: Nagelkerke's  $R^2 = .089$ , Hosmer-Lemeshow test:  $p = .835$ , correctly predicted cases = 60.3%. The complete regression table can be found in the [Online Annex](#).

Satisfaction with the seminar programme shows a positive correlation with engagement having a link to development issues (exp[B] = 1.31). On the dimension of seeing and experiencing local inequalities, seeing wealth in the host country increases the probability that post-assignment engagement will have a strong or very strong link to development issues (exp[B] = 1.23). Seeing prosperity in contexts where poverty is frequently confronted<sup>122</sup> can facilitate the perception of local inequality. Accordingly, seeing wealth may provide an indication of the seeing and experiencing of inequality in the host country. Finally, on the dimension of intercultural encounters, support by people from the host country shows a positive correlation with engagement having a link to development issues (exp[B] = 1.31).

These results coincide with insights from the group discussions. There, too, the significance of the seminar programme was mentioned (GD8) and reference made to the concrete task done at the place of assignment where elements of it are, again, reflected in the civic engagement undertaken post-assignment (GD1, 6). The importance of intercultural encounters also stood out: particularly in relation to civic engagement involving work with refugees, returnees referred to their experiences in the host country and pointed both to positive contact experiences and to experiencing the realities of life there as the foundation for their engagement:

*“And after the year in Ghana – I don’t exactly know why, but now I’m just more open and now I’ve already helped in refugee centres in all kinds of ways, and somehow my views on it have changed completely because I know they need help. It’s not disastrous that the school was closed, that it’s just going to take the pupils 15 minutes longer [...], because the refugees plainly need help. It’s exactly the same when we need help. That’s why I’m engaging just at the moment, to support the refugees in our city” (GD4).*

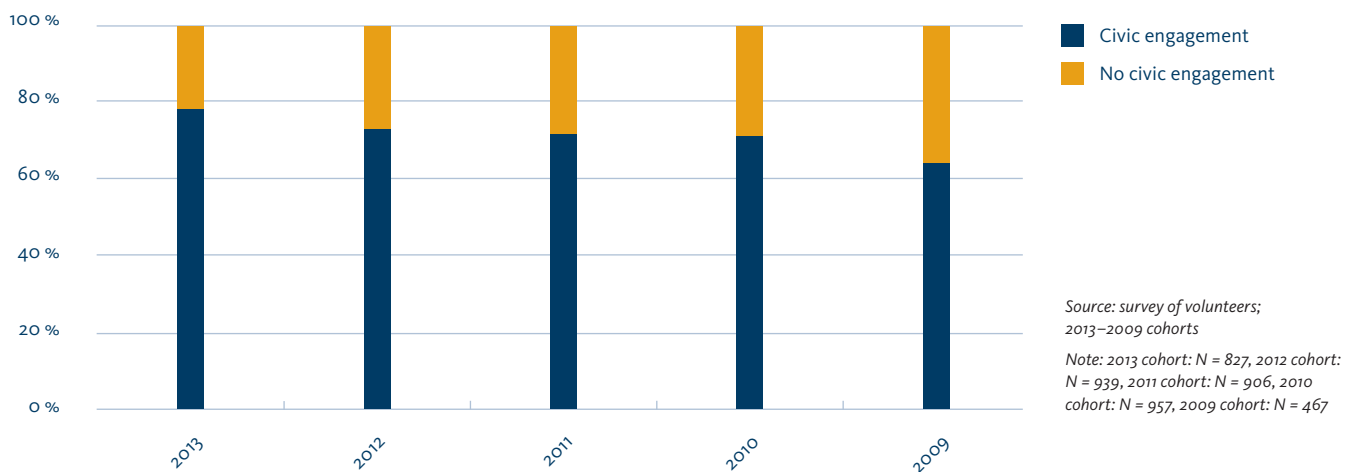
### Conclusion

Overall, a correlation is found between engagement in development issues by returned volunteers and the dimensions of seeing and experiencing local inequalities in the host country, intercultural encounters with people locally, and the education programme provided (expressed here in terms of satisfaction with the seminar programme). The intercultural encounters and the seeing and experiencing of local inequalities, which likewise show a positive correlation with the effects on the volunteers’ knowledge, competences and attitudes, also have a substantial influence on whether civic engagement after returning to Germany is linked to development issues. Furthermore, the education programme – despite not registering among the factors that influence knowledge, competences and attitudes – is shown to have a positive

<sup>121</sup> Interpretation aid: this table presents the results of the binary logistic regression in which the probability of occurrence of an event (here: engagement having a strong or very strong link to development issues) is analysed in dependence on several variables. In the table, the significant effect coefficients (exp[B]/odds ratios) are stated as values, where the significance level is 95%. The effect coefficients state the probability of the event’s occurrence per one-unit rise in the given independent variables. If the value is below 1, the probability of occurrence is reducing; if the value is above one, there is a rising probability of occurrence of the dependent variable.

Example interpretation: with a one scale-point rise in total satisfaction with the seminars, the probability ratio of post-assignment engagement having a link to development issues increases from its original 1:1 to 1.31:1, i.e. the higher the volunteers’ overall level of satisfaction with the seminars was, the greater the probability of a strong or very strong link with development issues in their civic engagement. The effect is significant, i.e. it can be generalised to the population.

<sup>122</sup> Of the volunteers from the 2014 cohort whose data was used for this analysis, 64.5% claimed to have seen absolute poverty frequently or very frequently (N = 906). In contrast, only 43.2% saw wealth frequently or very frequently (N = 907).

**Figure 35: Civic engagement, by cohort (2009–2013)**

influence on returnees' civic engagement being linked to development issues.

#### Persistence of engagement

Across all cohorts of volunteers, the share of individuals who have undertaken civic engagement in the 12 months prior to the time of the survey is universally high (see Figure 35): in none of the cohorts is the share of civically engaged returnees lower than 63.8 %. In all earlier cohorts except for 2010 and 2013, however, the former volunteers' engagement decreases slightly.<sup>123</sup> The somewhat lower rate of engagement in the earlier cohorts can be explained in part by the rising age of the returnees: as they get older, they move into new phases of life and may have less time for civic engagement in some circumstances. This interpretation is supported by results from the German Survey on Volunteering which indicate that lack of time is the main reason for dropping out of civic engagement (Gensicke and Geiß, 2015; Simonson et al., 2017). Furthermore, the share of civically engaged people is lower in the group of employed individuals than among people currently undertaking vocational training or academic studies (Simonson et al., 2017). It must be pointed out, however, that the share of employed returnees in all the cohorts surveyed is only 13.6 %. Students

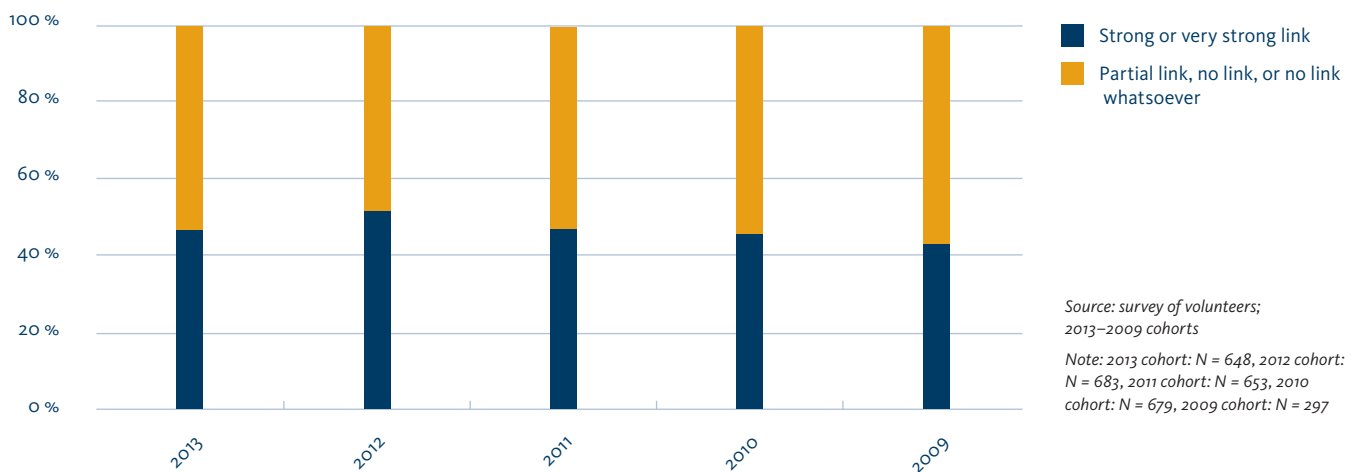
account for the largest group in all cohorts (73.1 % on average, N = 6,361).

In the earlier cohorts the share of returnees whose engagement has a strong or very strong link to development issues is constant for the most part. As Figure 36 shows, the share in all cohorts is between 42.1 % (2009 cohort) and 51.4 % (2012 cohort). As already seen in the analysis of individual effects, differences between the cohorts are scarcely found in civic engagement with a strong or very strong link to development issues. This can be read as an indication of the stability of individual engagement with development issues despite the time-interval since participating in *weltwärts*.

#### Sustainable consumption

Another assumed outcome of *weltwärts* besides civic engagement is that volunteers will adopt aspects of more sustainable and globally responsible behaviour after returning from their assignments. The volunteers' everyday behaviour is taken as a direct expression of the changes in their attitudes, competences, personality aspects and knowledge; hence it is included in the "individual" section of the Programme Theory (on this, cf. Section 1.3.1). In the following, changes in

<sup>123</sup> Correlations between age and civic engagement: 2013 cohort:  $r = -.039, p = .258, N = 827$ ; 2012 cohort:  $r = -.119, p = .000, N = 939$ ; 2011 cohort:  $r = -.074, p = .026, N = 906$ ; 2010 cohort:  $r = -.057, p = .078, N = 957$ ; 2009 cohort:  $r = -.095, p = .040, N = 467$ .

**Figure 36: Engagement having a link to development issues, by cohort (2009–2013)**

sustainable consumption (i.e. an expected increase) are presented as an element of the “acting with global solidarity and responsibility” that is documented in the Programme Theory.<sup>124</sup>

On the basis of the difference-in-differences analysis, no (intensifying) effect on sustainable consumption can be observed to result from participation in *weltwärts*. It is indeed slightly higher for returnees of the 2015 cohort than for the departing volunteers, but the same also applies to the comparison group. Nevertheless, the average value for sustainable consumption among departing and returning *weltwärts* volunteers is higher than in the respective comparison groups.<sup>125</sup> A possible explanation for this may be that the group of *weltwärts* volunteers had a higher-than-average value for awareness of sustainable consumption even before departing on assignment, and therefore that *weltwärts* did not change the scale of their sustainable consumption but its quality. In the group discussions volunteers indicated that sustainable consumption and environmentally responsible behaviour had been intensified as a result of *weltwärts* (GD1–8). On the one hand, this behaviour was described as a conscious rejection of non-sustainable consumption:

*“I pay more attention to whether something comes from child labour or not, I get the facts before I [...] start looking which clothes... [...] and then I looked through several lists on the Internet. And then also [...] made a decision about where not to shop, even if they do have a nice dress for not that much money” (GD1).*

On the other hand, mention was made of avoiding environmentally harmful activities:

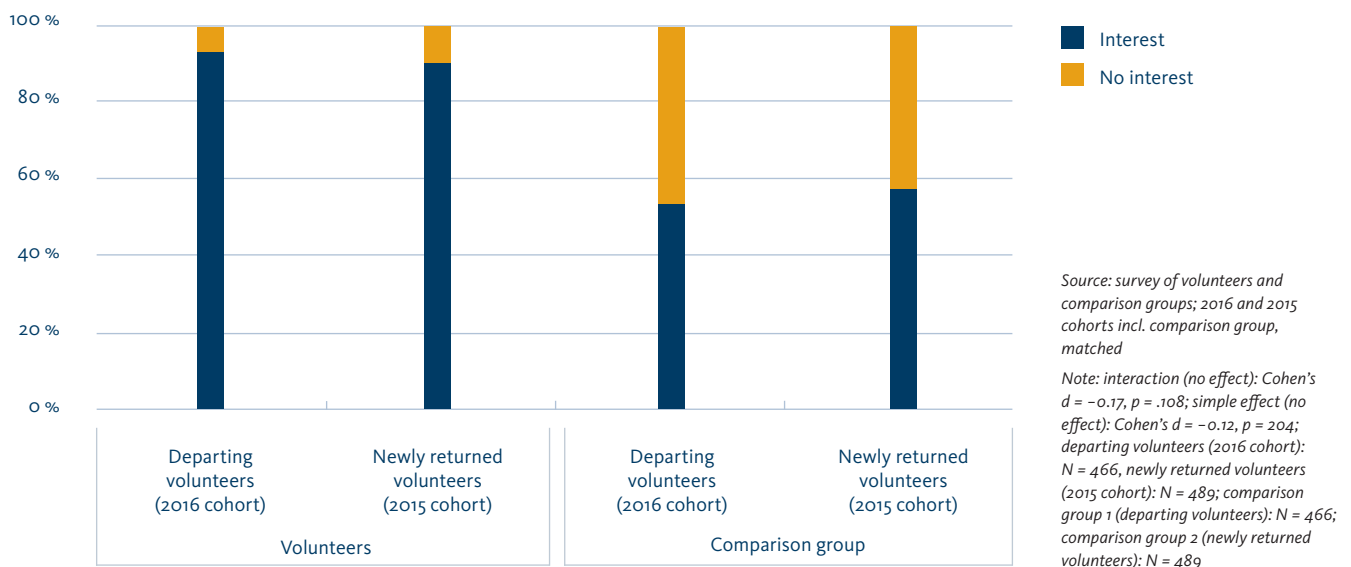
*“For me the ecological aspect has come to matter very much more, this waste separation. I make sure that I recycle furniture, recycle clothing. [...] Or shopping mindfully at the market. Really looking for fresh products and supporting the region and not from some other random country” (GD3).*

#### Occupational orientation of volunteers

In the course of participating in *weltwärts*, volunteers are intended to have the opportunity to consider their future occupational orientation. Irrespective of their choice of occupation, after returning from assignment they are supposed to pass on their knowledge, competences and attitudes in their given occupational context. Crucially, they

<sup>124</sup> Other constructs included in the survey, e.g. the use of public transportation, could not be used for methodological reasons since the single items do not load on a common factor (calculated on the basis of principal axis analyses and factor analyses), making it impossible to construct a scale.

<sup>125</sup> Cohen's *d* = 0.03, departing volunteers: N = 465, MV = 3.41, SD = 0.93; newly returned volunteers: N = 488, MV = 3.52, SD = 0.97; comparison group 1: N = 466, MV = 2.99, SD = 1.02; comparison group 2: N = 489, MV = 3.08, SD = 1.03. Response scale: 1 (“Don't agree at all”) to 5 (“Agree completely”).

**Figure 37: Interest in an occupation in development cooperation**

are also supposed to be given an opportunity to weigh up working in development cooperation. Participating in volunteer service is thus intended to contribute to “fostering young talents in the occupational field of development cooperation” (BMZ, 2016a, p. 4). Analysis of the volunteers’ growing interest in an occupation in development cooperation contributes to answering the following evaluation question:

- What contribution does *weltwärts* make to the entry of returnees to the occupational field of development cooperation? (EQ 4.4)

#### Procedure

This analysis is based on volunteers from the 2016 and 2015 cohorts and from the comparison group. Hence the procedure is analogous to the calculations run on individual changes in volunteers.

#### Results

*weltwärts* does not contribute to any growth in interest in working in an occupational field allied to development cooperation: 93.3 % of departing volunteers ( $N = 466$ ) and

89.9 % of returnees ( $N = 489$ ) are interested in working in development cooperation (see Figure 37). In the comparison group for the departing volunteers, interest in such work stands at 53.0 % ( $N = 466$ ), and at 55.6 % in the comparison group for the returnees ( $N = 489$ ).

They were also surveyed about their interest in working in different locations: 75.9 % stated that, among other options, they were interested in working in development cooperation abroad; 52.1 % could imagine doing such work in Germany, among other options, and 43.8 % also saw this as a possibility in their host country ( $N = 486$ ; multiple responses possible).

In the self-reported changes, the following picture emerges: for 52.8 % of returnees in the 2015 cohort, by their own reports *weltwärts* had a positive or very positive effect on their interest in working in development cooperation; only 12.1 % stated that *weltwärts* had had a negative or very negative effect on their interest in development cooperation ( $N = 489$ ). It follows that more than half of all volunteers declared *weltwärts* to have had a positive effect on their interest in development cooperation. With regard to occupational orientation generally, in the

volunteers' view *weltwärts* had an effect (on both the positive and the negative sides).

If one compares the self-reported change on the dimension of occupational interest with the self-assessments on changes on the other outcome dimensions (cf. Section 4.1.1), it is apparent that interest in working in development cooperation is the dimension on which volunteers think *weltwärts* has the least influence (see Figure 27 and Figure 28).

Similarly, during the group discussions it was mentioned that participation in *weltwärts* as a whole enabled the volunteers to weigh up their own occupational orientation (GD1–8); however, the concrete desire to work in development cooperation was only expressed occasionally (GD1, 4).

### Conclusion

All in all, interest in working in development cooperation is not found to increase. In this regard, then, *weltwärts* is barely effective. Nevertheless, interest in working in development cooperation is very high in departing *weltwärts* volunteers and remains constant, for the most part, even after volunteers return. This is surprising insofar as previous studies (e.g. Stern et al., 2011) suggested that *weltwärts* tended rather to reduce volunteers' interest in taking up an occupation in development cooperation. Perhaps the result can therefore be interpreted as indicative of a cementing of existing interest. However, volunteers themselves rated the effect of *weltwärts* on their occupational interest in working in development cooperation with the lowest value in comparison to the other dimensions covered by the survey. A clear-cut effect indicating a stabilisation of such interest cannot therefore be observed.

#### 4.2.2 Effects in the volunteers' social circles

The strand of outcomes Contributing to Global Learning in Germany in the "Germany" section of the Programme Theory includes a description of the assumption that the volunteers' changed knowledge resulting from their participation in *weltwärts* and their similarly changed attitudes and competences will be passed on to other people in their social circles. The family and friends survey data was analysed to find out whether this assumption is correct. Accordingly, this section answers the following evaluation questions:

- What contribution do returnees make to changing the knowledge, attitudes and behaviours of other people in their social circles? (EQ 5.1)
- What unintended (positive and negative) effects in their social circles do returnees contribute to, and what factors influence these effects? (EQ 5.3)

### Procedure

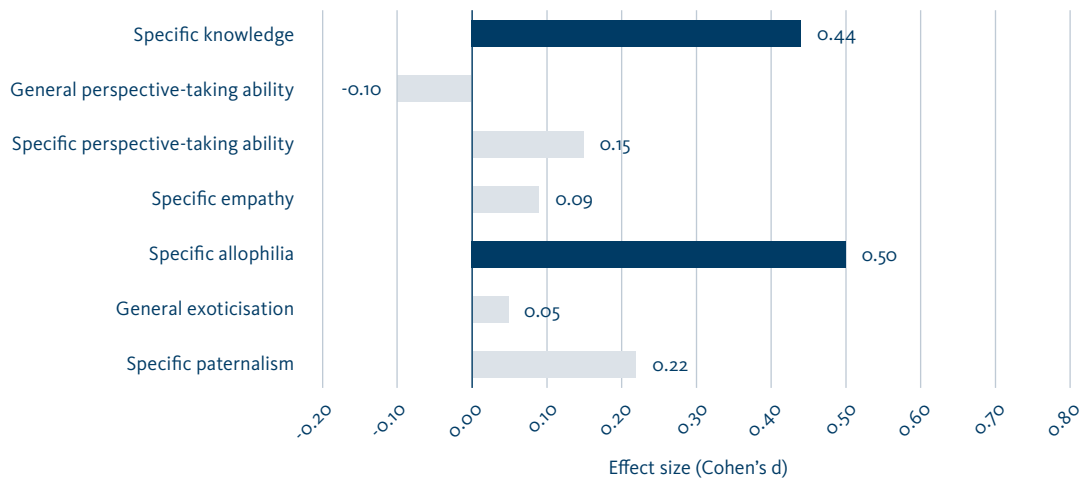
The analysis investigated whether persons from the social circles of the newly returned volunteers (2015 cohort) have higher or lower values in selected constructs than persons from the social circles of the departing volunteers (2016 cohort). The calculations were run separately for the two groups of social-circle members surveyed (parents and friends). The constructs analysed were those in which evidence of effects for volunteers had been found. Accordingly, the analysis covered the following seven constructs: specific knowledge, specific perspective-taking ability, general perspective-taking ability, specific empathy, specific allophilia, general exoticisation and specific paternalism.<sup>126</sup> Because of the low number of participants per social-circle group, no matching was carried out between persons from the social circles of the departing and newly returned volunteers. Furthermore, it is not possible to attribute effects in the volunteers' social circles solely to the volunteers' participation in *weltwärts*, because other factors (e.g. the prior experiences of individuals in the social circle) may also have an influence on such effects. The estimations of effect are thus associated with lower internal validity (causal attribution of the effects to the intervention "participation in *weltwärts*"), meaning that the results are to be interpreted with due caution. Nevertheless, indications of effects in the social circle can be identified.

### Results

Differences are found between persons from the social circles of departing and newly returned volunteers, and occur in the following constructs: specific knowledge, specific allophilia and specific empathy. Within these findings, differences in effects are found between parents and friends: both parents and friends are found to have higher specific knowledge after their respective volunteers return from assignment than before they depart. But whereas the returnees' parents show a higher specific allophilia towards people from their volunteers'

<sup>126</sup> Since data on two of the constructs – language competence and risk-taking propensity – was not collected as part of the family and friends survey, these could not be included in the analyses.

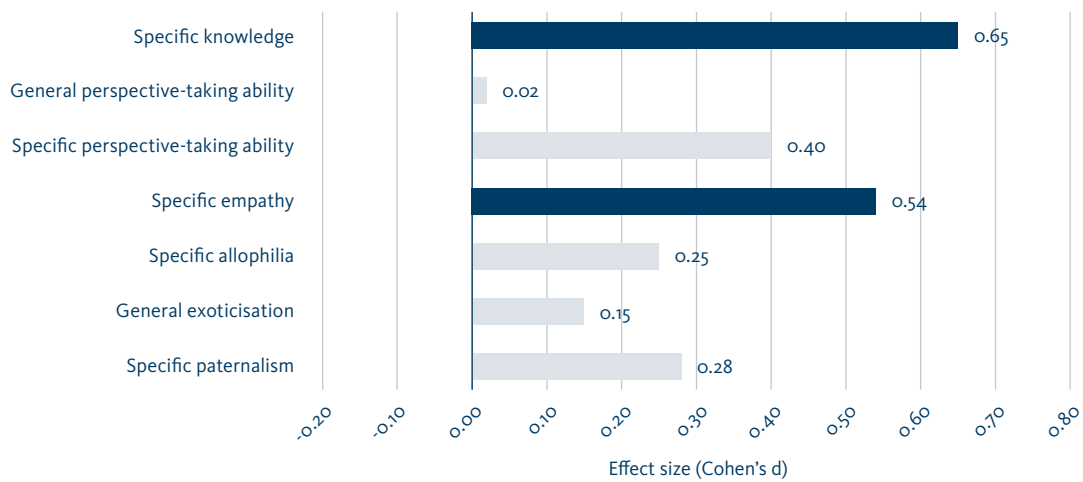
**Figure 38: Effects in a parent**



Source: family and friends survey; parents of the 2016 and 2015 cohorts

Note: dark bars show substantial effects ( $p < .05$  and Cohen's  $d \geq .20$ ), light bars show non-substantial effects. Specific knowledge: Cohen's  $d = .44$ ,  $p < .001$ , parents of 2016 cohort:  $N = 184$ ,  $MV = 2.91$ ,  $SD = 0.83$ , parents of 2015 cohort:  $N = 212$ ,  $MV = 3.28$ ,  $SD = 0.82$ ; specific allophilia: Cohen's  $d = 0.50$ ,  $p < .001$ , parents of 2016 cohort:  $N = 172$ ,  $MV = 3.74$ ,  $SD = 0.72$ , parents of 2015 cohort:  $N = 210$ ,  $MV = 4.09$ ,  $SD = 0.69$

**Figure 39: Effects in a friend**



Source: family and friends survey; friends of the 2016 and 2015 cohorts

Note: dark bars show substantial effects ( $p < .05$  and Cohen's  $d \geq .20$ ), light bars show non-substantial effects. Specific knowledge: Cohen's  $d = .65$ ,  $p < .001$ , friends of 2016 cohort:  $N = 82$ ,  $MV = 2.33$ ,  $SD = 0.86$ , friends of 2015 cohort:  $N = 84$ ,  $MV = 2.96$ ,  $SD = 1.05$ ; specific empathy: Cohen's  $d = 0.54$ ,  $p = .001$ , friends of 2016 cohort:  $N = 82$ ,  $MV = 2.63$ ,  $SD = 0.98$ , friends of 2015 cohort:  $N = 84$ ,  $MV = 3.04$ ,  $SD = 1.05$

host country (see Figure 38), their friends are observed to have higher values for specific empathy (see Figure 39). In the other constructs (specific and general perspective-taking ability, general exoticisation and paternalism), no differences are found.

When returnees participating in the group discussions talked about changes in other people (often close family members), they described changes on the dimension of increased knowledge about the host country (GD3, 6–8). Changes in attitudes and behaviours were also reported (GD2, 7).

### Conclusion

Overall, people in the social circles of the newly returned volunteers are found to exhibit changes on some of the dimensions. The analysis of the social circles of volunteers provides initial pointers to an effect pathway that has not yet been investigated in the scientific and evaluation literature on development volunteer services: the transmission of particular elements of knowledge, competences and attitudes to other people in the volunteers' social circles. Particularly on the dimension of knowledge about the host country, substantial changes in relevant constructs can be identified both for parents and for friends. In addition, a strengthening of allophilia is observed in parents and a heightened empathy towards people from the given volunteer's host country in friends.

These findings take their place among other empirical results of research into "extended contact" (Wright et al., 1997), which is categorised as one of the indirect types of contact and defined as the knowledge that a person from one's own group has a positive relationship with a person from a different group (Vezzali et al., 2014). It has been demonstrated empirically that this extended contact (in this case, for example, the parents' or friends' knowledge that the volunteers had positive contact experiences with persons from the host country) has a positive effect on one's own attitude towards persons from the other group (Lemmer and Wagner, 2015). These extended-contact effects can be replicated in the volunteers' social circles and particularly among their parents, in the course of the present *weltwärts* evaluation.

The result contrasts with findings on knowledge transfer by development workers, a somewhat comparable instrument of German development cooperation. An evaluation of that instrument by DEval showed that only about half of the returned development workers claimed to have inspired people in their immediate social circles to reflect on sustainable development in a global context (Roxin et al., 2015).

### Influencing factors: effects in the social circle

In the following, the analysis investigates which factors favour the observed transmission of knowledge, competences and attitudes, and which ones can inhibit it. This answers the following evaluation question:

- What factors influence the transmission of knowledge, attitudes and behaviours to other people in returnees' social circles? (EQ 5.2)

### Procedure

The assumptions formulated in the Programme Theory about factors that influence the diffusion of changed knowledge and changed competences and attitudes refer principally to the nature and frequency of interaction between volunteers and other people in their social circles. In order to investigate the influence of interaction on high values for the identified effects in other people, linear regression models were run – separately for parents and friends – for every construct in which effects were found: knowledge about the host country for both parents and friends, and allophilia towards people from the host country for parents.<sup>127</sup> Results from the group discussions were utilised for the purpose of triangulation.

### Results

Returnees and persons in their social circles communicate with one another very frequently: 83.9 % of the parents of returnees from the 2015 cohort stated that they spoke with their children very frequently or frequently (N = 211), and 88.1 % of friends said the same (N = 84). In the 12 months prior to the survey, all parents and friends of the newly returned volunteers had spoken with them about their experiences

<sup>127</sup> The calculations were run on the basis of the social-circle groups of the 2015 cohort of volunteers. From the statistical analyses of influencing factors it emerges that knowledge and attitudes in both parents and friends can only partially be explained: the explained share of variance in the model of knowledge about the host country in the parents is 15.2 % (adj. R<sup>2</sup>), and 21.9 % in friends. 13.5 % of the parents' specific allophilia can be explained by the model. It is not possible to explain the empathy in friends in terms of the model, which is not therefore discussed in the following.

whilst participating in *weltwärts*. In addition, 95.3 % of parents and 85.7 % of friends had discussed development issues with their respective returnees in the 12 months prior to the survey (parents: N = 212, friends: N = 84).

**Table 11: Effects in other people in the volunteers' social circles: overview of influence dimensions and operationalisation of the influencing factors**

Influence dimension	Influencing factors (operationalisation)
Frequency and content of interaction with the volunteers	Frequency of interaction; interaction about development issues
Prior experiences of individuals in the social circle	Experience of volunteer service; experience abroad
Intercultural encounters of persons in the social circle	Positive and negative contact experiences
Attitudes of persons in the social circle	Identity as a German; identity as a global citizen; self-reported political alignment (left-right); interest in development issues

Source: Programme Theory and Evaluation Matrix

Note: an overview of the items behind the given influencing factors can be found in the [Online Annex](#).

The regression analyses show, however, that neither the frequency of interaction nor its content correlate with knowledge about the host country (in parents and in friends) or with allophilia towards people from the volunteer's host country (in parents; see Table 12). Instead, the parents' knowledge about the host country is found to have a positive correlation with positive intercultural contact experiences ( $\beta = 0.14$ ) and interest in development issues ( $\beta = 0.23$ ). In

friends, only the interest in development issues correlates positively with knowledge about the volunteer's host country ( $\beta = 0.53$ ). The parents' allophilia towards people from the host country shows a positive correlation with positive intercultural contact experiences ( $\beta = 0.24$ ), identity as a global citizen ( $\beta = 0.23$ ) and left-leaning political views ( $\beta = 0.18$ ). A negative correlation is found where parents have their own experience of volunteer service ( $\beta = -0.16$ ).

**Table 12: Factors influencing the knowledge, competences and attitudes of other people in volunteers' social circles: results of multivariate linear regression<sup>128</sup>**

Influence dimension	Influencing factors	Model spec. knowledge (parents)	Model spec. knowledge (friends)	Model spec. allophilia (parents)
Prior experiences of individuals in the social circle	Volunteer service experience	-	-	-0.16
Intercultural encounters of persons in the social circle	Positive contact experiences	0.14	-	0.24
Attitudes of persons in the social circle	Interest in development issues	0.23	0.53	-
	Identity as a global citizen	-	-	0.23
	Political alignment (left-right)	-	-	0.18

Source: family and friends survey; parents and friends of the 2015 cohort

Note: only standardised OLS coefficients ( $\beta$ ) for which  $p < .05$  are reported. Model fit: spec. knowledge (parents): N = 203, adj.  $R^2 = .152$ ; spec. knowledge (friends): N = 77, adj.  $R^2 = .219$ ; spec. allophilia (parents): N = 201, adj.  $R^2 = .135$ . The complete regression table can be found in the [Online Annex](#).

<sup>128</sup> Interpretation aid: the standardised OLS coefficients state by how many units the value of the dependent variables rises (positive  $\beta$ ) or falls (negative  $\beta$ ) when the value of the independent variables increases by one unit. For example, a 1 scale-point higher interest in development issues is associated with a 0.23 scale-point higher assessment of specific knowledge in parents.



The group discussions made reference to all changes in the social circle (knowledge, attitudes, behaviour). Returnees said that when it came to successful transmission of their experiences during their *weltwärts* assignment abroad, the nature of the relationship mattered: they reported that conversations with friends who had not kept in such close contact had only been possible to a limited extent, the reasons being lack of interest and not having time. In contrast, volunteers described communication with parents as easier because it was possible to have longer conversations with them and they had been fundamentally interested (GD3, 5–7).

For the successful transmission of knowledge, behaviour patterns and attitudes to other people in their social circles, it makes a difference if these people have the capacity to relate to what has been experienced. In the group discussions, being visited by close members of their social circles during the stay abroad was described as helpful in this respect, for example (GD3, 5).

However, another topic raised in the group discussions was how difficult it is to share experiences within the social circle. Aspects mentioned were not just other people's lack of interest but also the volunteers' own communicative shortcomings: volunteers reported that they held back when passing on their experiences to others because they often did not know how to convey their experiences. An important consideration for them was the worry about presenting an abridged version of their experiences or reporting negative experiences and thus reinforcing clichés (GD3–6):

*"I find it difficult because I think it's so easily done or it can happen very fast, that you unwittingly reinforce clichés about Africa, and that's why I always think twice about what precisely I'm about to say. And even from the way people ask, you can sometimes tell what clichés they have, the same as I probably had before I went to Ghana. And it's just so different ... well ... you can't hold it against anyone but it's just hard work, always having to think about the right thing to say. And in principle, if you really want to give those people an authentic picture, you can't do it just like that in a few sentences. Not even if you sit down together for maybe an hour, because you have to start from the very beginning and go over every detail*

*explaining one thing at a time because so many misconceptions and so many clichés abound, which people never really question. And that's why I find it quite difficult to talk about it in more depth" (GD4).*

Moreover, in the group discussions volunteers were clearly astonished by the questions and stereotypes they encountered after their return and described their helplessness to make any difference by telling their stories (GD3). These results possibly indicate that learning by people in the volunteers' social circles may tend to be superficial. Thus, people in the social circle might believe their knowledge to be greater although in fact they mainly acquire rather general knowledge about the host country.

### Conclusion

The frequency and content of the interaction between volunteers and the closest members of their social circles do not explain high values in other people on the dimensions of knowledge, competences and attitudes. Changes in these people depend more upon their individual dispositions. In the group discussions, volunteers pointed out the challenges of communicating experiences. By improving communication there could be scope for further enlargement of effects in other people.

### 4.2.3 Effects on civil society

Alongside contributions to Global Learning in Germany via the development education work done by returnees, the second major strand of outcomes in the "Germany" section of the Programme Theory is the strengthening of (German) civil society.

#### Building and strengthening national and international networks

This section deals with the following evaluation questions:

- What contribution does *weltwärts* make to the building and strengthening of sending organisations' national and international networks? (EQ 6.1)
- What factors influence the building and strengthening of sending organisations' national and international networks? (EQ 6.2)

### Results: building and strengthening international networks

There is great diversity among the sending organisations regarding the numbers of partnerships maintained and the length of time since these were first established: the sending organisations active in 2016 were working with between 1 and 140 different partners (i.e. partner organisations and/or places of assignment).<sup>129</sup> 61.4 % of the sending organisations already had cooperation arrangements with the majority of their current partners before they began sending *weltwärts* volunteers on assignment; 38.6 % stated at the time of data collection that the majority of their cooperation arrangements only dated from the commencement of *weltwärts* assignments (N = 101).

Sending organisations with predominantly new international cooperation relationships only began sending volunteers abroad under the auspices of international volunteer services when, or after, *weltwärts* was introduced.<sup>130</sup> In contrast, those organisations that had offered international volunteer service programmes even before *weltwärts* was introduced were working predominantly with partners from pre-existing cooperations.<sup>131</sup> This indicates that a share of the sending organisations surveyed built up new international cooperation relationships as a result of *weltwärts*. By the same token, it also means that *weltwärts* can benefit from any pre-existing networks maintained by sending organisations rather than having to wait for these to be set up.

In terms of the content of cooperation, on average the sending organisations surveyed stated that cooperation with their partners had intensified and, in part, improved as a result of *weltwärts*.<sup>132</sup> These responses indicate that *weltwärts* – besides having enhanced the sending organisations' international networks in some part – contributes to intensifying their

cooperation with partner organisations and/or places of assignment.

Alongside pre-existing cooperation networks, some sending organisations also credit volunteers with a role – in line with the assumption in the Programme Theory – as providers of “dialogue channels”: 33 % of the organisations sending volunteers abroad in 2016 stated that they used “providing new contacts in host countries” as a way of involving returnees from the *weltwärts* programme in their organisation (N = 100; multiple responses possible).<sup>133</sup>

### Results: building and strengthening networks in Germany

The sending organisations surveyed, namely those active in 2016, responded on average that since the commencement of *weltwärts* assignments they had acquired an average of seven additional new national contacts (i.e. relationships with other sending organisations in Germany).<sup>134</sup> For a good quarter (27.3 %), all current contacts in Germany had only been established since the commencement of *weltwärts* assignments, according to their own responses, while 9.1 % of sending organisations had not made any new contacts (N = 88). Overall, the sending organisations surveyed considered that *weltwärts* had had a positive effect on exchange or network-building, primarily with other sending organisations but also with actors involved in development education work and with other civil society organisations in Germany.<sup>135</sup> The sending organisations on average stated that the programme's influence on exchange or network-building with returnees' initiatives and/or networks was neither positive nor negative.<sup>136</sup>

The experts likewise pointed out that some organisations already had well-established networks with each other before

<sup>129</sup>  $MV = 14.97, SD = 23.18, N = 101$ .

<sup>130</sup> 54.5 % (N = 33) of the organisations that only began to offer international volunteer services when or after *weltwärts* was founded state that the majority of their cooperation relationships have only existed since *weltwärts*, whereas this is only the case for 28.6 % (N = 63) of the sending organisations that already offered international volunteer services prior to *weltwärts* ( $\Phi = -.255, p = .013$ ).

<sup>131</sup> 71.4 % (N = 63) of the organisations that already offered international volunteer services before *weltwärts* state that the majority of their cooperation relationships predate *weltwärts*, whereas this is only the case for 45.5 % (N = 33) of the sending organisations that only began to offer international volunteer services when or after *weltwärts* was founded ( $\Phi = -.255, p = .013$ ). There are also indications of differences according to the organisations' historical origins. For example, for 78.4 % (N = 37) of the sending organisations with a religious or denominational background, a majority of their international cooperation relationships seem to have predated the commencement of assignments abroad under the *weltwärts* programme (the correlation is not significant, however:  $\Phi = -.367, p = .200$ ).

<sup>132</sup> The exact rating of the statements is as follows (scale from 1 [“Don't agree at all”] to 5 [“Agree completely”]): cooperation intensified:  $MV = 3.2, SD = 1.2, N = 98$ ; cooperation improved:  $MV = 3.6, SD = 1.1, N = 98$ .

<sup>133</sup> Furthermore, returnees reportedly contributed to ensuring that certain themes, for example inclusion, post-colonial criticism, anti-racism or critical whiteness would be discussed additionally or more intensely within sending organisations (Elz, 8).

<sup>134</sup> Minimum = 0, maximum = 44,  $SD = 8.1, N = 88$ .

<sup>135</sup> On a scale from 1 (“Very negative influence”) to 5 (“Very positive influence”) the sending organisations rated the influence of *weltwärts* on exchange or networking with different actors as follows: with other sending organisations:  $MV = 4.03, SD = 0.75, N = 95$ ; with development education actors:  $MV = 3.63, SD = 0.72, N = 95$ ; with other civil society organisations in Germany:  $MV = 3.69, SD = 0.80, N = 95$ .

<sup>136</sup> On a scale from 1 (“Very negative influence”) to 5 (“Very positive influence”) the sending organisations rated this statement at 3.47 on average ( $SD = 0.81, N = 95$ ).

*weltwärts* was founded. In particular, this was true of the church-based sending organisations (EI1, 5). For many secular organisations, on the other hand, experts reported that contacts only came about as a result of *weltwärts* (EI3).<sup>137</sup> In the interviews, the experts also emphasised the role of the quality networks and advocacy networks in the building and strengthening of the sending organisations' networks on the national level. They emphasised that sending organisations were primarily connected via their respective quality and advocacy networks (EI2, 5). After the quality networks were established, however, some sending organisations had had to choose which one they wished to join, and connections with certain other sending organisations had been lost in some instances, i.e. *weltwärts* had contributed to changing the networks at the same time (EI1). Nevertheless, *weltwärts* and its associated funding opportunities had improved the building and strengthening of networks overall (EI6).

### Conclusion

The building of new international networks as a result of *weltwärts* occurs mainly in organisations that only started sending volunteers abroad under the auspices of international volunteer services when the *weltwärts* programme came into being. While these sending organisations were able to establish new contacts through *weltwärts*, others benefit predominantly from pre-existing network structures. On the one hand, then, *weltwärts* can be seen as a “door opener” to international networks for sending organisations without established partner structures. On the other hand, when it encounters pre-existing structures the programme barely brings about any further enlargement of networks (in the same vein, cf. discussion in Section 1.2.1). Nevertheless, it is evident that network-building and cooperation with partners can be intensified as a result of *weltwärts* and that, to some extent, “dialogue channels” in host countries can be established by newly returned volunteers.

In a similar way, a diverse picture of the constellation of sending organisations in Germany emerges in respect of network-building. Almost all were able to acquire new contacts

as a result of *weltwärts*. At the same time, organisations with a church-based/denominational background specifically benefit from existing networks in Germany. For organisations that are predominantly secular in background, *weltwärts* in turn functions as a “door opener” to national networks. In addition, they make new connections mainly within their own associations, which equally helps to improve network-building with pre-existing contacts.

### Unintended effects on civil society

In this section the following evaluation question is answered:

- What unintended (positive and negative) effects on the level of civil society in Germany does *weltwärts* contribute to, and what factors influence these effects? (EQ 6.3)

Experts occasionally provide indications that *weltwärts* can also give rise to unintended effects in civil society organisations in Germany. These can be subdivided into the aspects of intra-organisational learning, expansion of the repertoire of activities, valorisation of honorary work, and shrinkage of unregulated volunteer services:

**Intra-organisational learning:** because *weltwärts* is also of interest to sending organisations that had no link to development issues until they commenced sending volunteers abroad under this programme, experts say, on the one hand development issues have been spread to a broader group of civil society actors (EI8). On the other hand, the establishment of the South-North component is reportedly creating potential for intra-organisational learning, particularly within large sending organisations, since in many sending organisations, departments that were otherwise responsible for services within Germany were now implementing the South-North component. Hence these were coming into closer interaction with the persons responsible for international services (EI6).

**Expansion of the repertoire of activities:** for organisations otherwise mainly active in development cooperation, *weltwärts* also presented a way into volunteer work. Many of

<sup>137</sup> The analyses of the data from the survey of sending organisations only give indications of differences in national network-building by historical origin of the organisation and by timing of the beginning of assignments abroad under the auspices of international volunteer services. The share of sending organisations with exclusively new national contacts seems to stand at 18.2 % (N = 33) for sending organisations with a religious or denominational background, for example (the correlation between historical origin of the organisation and only new contacts [yes/no] is not significant, however: Phi = -.417, p = .126). Of the organisations that already offered international volunteer services prior to the founding of *weltwärts*, 21.4 % (N = 56) have new contacts only. For organisations that only began to offer international volunteer services when or after *weltwärts* was introduced, this share is higher, standing at 39.3 % (N = 28; however, this correlation again is not significant: Phi = -.189, p = .084).

these organisations were now implementing volunteer services as a complementary activity to their own project work and were thereby able to expand the activities they offered (EI8).

Valorisation of honorary work: the financial volume of *weltwärts* funding and the financing of administrative costs in the sending organisations have reportedly been the catalyst for a debate within civil society organisations about the role of honorary work. As a result, according to the experts, the pressure has grown to value honorary work and to valorise it by making increased use of expense allowances to compensate honorary activities (EI8).<sup>138</sup>

Shrinkage of unregulated services: the establishment of *weltwärts* has very considerably influenced the breadth and diversity of sending organisations. *weltwärts* (and the other international volunteer services modelled on *weltwärts*) has exerted a slipstream effect on mainly smaller, secular sending organisations, experts say. They report that there is pressure to affiliate with (at least) one of the volunteer services. This may be attributable to the financing of the volunteer service, for example, and the public recognition of large volunteer services, which makes it easier for them to approach volunteers. This is felt to be causing unregulated services to shrink (EI3, 8). Experts mentioned that the decline in private-law volunteer services also shows up in the annual statistics of *Arbeitskreis Lernen and Helfen in Übersee* (AKLHÜ, 2016). At this juncture it must be pointed out that so-called “voluntourism” has increased during the same period, and this may equally have contributed to the shrinkage of private-law volunteer services.

These results give indications of potential unintended effects on civil society. Alongside signs of positive effects relating to learning within organisations, the expansion of activities and the valuing of work done on an honorary basis, there are also indications of negative effects on the make-up of the German volunteer services sector. Against the backdrop of the consolidation of *weltwärts* described in Section 1.2.3, which tendentially overstretches the resources of smaller, under-resourced organisations, there is simultaneously pressure on sending organisations, despite demanding requirements, to remain in or link up with one of the state-regulated volunteer

services. This pressure is intensified particularly by the increase in offerings aimed at “voluntourists”, which were reportedly forcing sending organisations to compete with private-sector actors.

#### Development impact

In this section a contribution is made to answering the following evaluation question:

- To what extent do activities of returnees and/or sending organisations in Germany have a model function, broad-scale effectiveness or structure-building quality? (EQ 8.1)

The experts occasionally made reference to activities with a model function in the implementation of *weltwärts* by sending organisations. Since many sending organisations implement volunteer services from different funding programmes simultaneously, e.g. offering the same seminars for volunteers from different services (EI3; cf. also Section 3.2.2), potential is said to arise for *weltwärts* to have spill-over effects onto the other volunteer services. These spill-over effects may be content-related, perhaps resulting from engagement with development issues, or conceptual in nature, e.g. due to greater reference to Global Learning. This is said to facilitate learning processes within sending organisations, e.g. regarding the quality of the education programme and of assignments abroad in general (EI5, 6). Finally, it was mentioned that amid the discussions about the introduction of the South-North component, many new associations had been founded and had collectively contributed to lobbying for this component (EI8).

This points to the possibility that the implementation of *weltwärts*'s requirements (e.g. on quality) can have a model function for other volunteer services thanks to the implementation of different volunteer services in parallel by some sending organisations. This could be seen as the flip side of the limited coordination of different volunteer services on the level of the sending organisations, described in Section 3.2: precisely because many sending organisations make no distinction between different volunteer services, potential arises to transfer the lessons learned from implementing *weltwärts* to other services.

<sup>138</sup> On this, cf. also the results in the Efficiency chapter (Chapter 6). Overall, this is a trend that is not confined to *weltwärts* alone but is observable in civic engagement in Germany generally, where forms of monetisation are likewise gaining in significance. The second Engagement Report of the BMFSFJ addresses this, pointing out both risks and opportunities of this process (Klie et al., 2016).

#### 4.2.4 Overview of results

- *weltwärts* is **mostly effective** with regard to the civic engagement of volunteers: participation in *weltwärts* changes the thematic emphasis of returnees' engagement such that it more frequently has a link with development issues. However, the higher-than-average share of persons who are already committed to some form of civic engagement before departing on assignment and the extent of their engagement do not increase further as a result of *weltwärts*. (Effectiveness)
- Factors influencing the engagement of returnees in development issues can be found on the dimensions of intercultural encounters in the host country, seeing and experiencing social inequality in the host country, and in the education programme. (Effectiveness)
- The civic engagement of returnees is **of moderate persistence**: in cohorts which participated in *weltwärts* in earlier years, the share of volunteers involved in civic engagement is lower than in cohorts that participated in *weltwärts* more recently. This must be seen against the background that a decrease in engagement may also be attributable to changes in the volunteers' life circumstances. As they advance in age, they move into new phases of life and may have less time for civic engagement in some circumstances. Therefore, a more specific statement of assumptions might be needed concerning changes in civic engagement as the time-interval since participating in *weltwärts* progressively lengthens. (Sustainability)
- In contrast to that, engagement in development issues is **mostly persistent**: the proportion of volunteers engaged in development issues is similarly high in all cohorts. The result comes with the caveat that engagement with development issues cannot be attributed directly to participation in *weltwärts*. (Sustainability)
- In relation to interest in taking up an occupation in development cooperation, *weltwärts* is **barely effective**: no growth in interest in taking up an occupation in development cooperation can be observed as a result of participating in *weltwärts*. The results show overall, however, that both departing and newly returned volunteers display a very high interest in taking up an occupation in development cooperation. It is possible that rather than increasing, interest is being stabilised – an effect that is not included in the Programme Theory and was not analysed empirically. (Effectiveness)
- Regarding the transmission of knowledge, competences and attitudes to other people in the volunteers' social circles, *weltwärts* is of **moderate effectiveness**: effects are shown in relation to specific knowledge (in both parents and friends), specific empathy (in friends) and specific allophilia (in parents). On some other dimensions analysed, no effects are found either in parents or in friends. Nevertheless, it must be underlined that this is the first time that evidence of effects in the volunteers' social circles has been found. (Effectiveness)
- The nature and frequency of interaction between volunteers and persons in their social circle has no influence on effects in the social circle. Changes in other people depend far more upon their individual attitudes and experiences. (Effectiveness)
- Regarding the strengthening of civil society in Germany, *weltwärts* is **entirely effective**: *weltwärts* can be seen, on the one hand, as a "door opener" to international and national networks for sending organisations without established networking structures. On the other hand, *weltwärts* encounters pre-existing structures in which it barely brings about any additional network-building. In these cases, *weltwärts* contributes to intensifying the exchange with existing contacts. (Effectiveness)
- There are occasional indications of unintended effects on civil society. In sending organisations, for example, changes can be assumed in the areas of intra-organisational learning and the expansion of their repertoire of activities. On an overarching level there are signs that the establishment of *weltwärts* has led to a greater appreciation of work done on an honorary basis and to a progressive shrinkage of unregulated services in civil society organisations offering international volunteer services. (Effectiveness)

- In relation to overarching development impact in Germany there are occasional indications of activities designed explicitly to have broad-scale effectiveness, a model function or structure-building effect. However, it is not possible to assess these based on the available empirical evidence. With regard to civic engagement, the results make it clear that on the aspect of structure-building, the associations founded by returnees frequently have a link to *weltwärts*. Moreover, on the aspect of the model function, it is shown that the content and quality criteria of the programme are being transferred via the sending organisations to other volunteer services. This can be understood as the flip side of the lack of coordination between different volunteer services: since some sending organisations do not differentiate between volunteer services, spill-over effects onto other volunteer services come about. (Development impact)



# 5.

## RESULTS III: EQUITABLE PARTICIPATION OF DIFFERENT POPULATION GROUPS IN *WELT WÄRTS*

The aspects to be analysed in this chapter are access to and participation in *weltwärts* by different population groups (evaluation question 11). It was mentioned at the start that, among other findings, a marked over-representation of persons with high educational qualifications and an under-representation of people with disabilities and with so-called migrant backgrounds occur within *weltwärts* (on this, see Section 1.1). Since lower rates of participation also apply to other demographic groups, e.g. men (Stern et al., 2011), the first question to be pursued in the following is which groups of persons are not participating in the programme proportionately to their share of the population. There follows a discussion of the impediments to participation in *weltwärts* for the population groups – people with disabilities, with vocational qualifications and with so-called migrant backgrounds – actively targeted for outreach by the programme through the competence centres. Finally, their participation in the programme's positive effects is analysed.

As outlined in Section 1.2.3, the homogeneity of the group of volunteers is a known fact and the programme is already carrying out concrete measures to achieve more diversity among the volunteers actually participating in the programme. Among these efforts, a concept paper on the subject was issued in 2012 (Engagement Global, 2015a) and, after a pilot phase from 2012 to 2014, in the year 2015 competence centres were founded, addressed to people with disabilities and with vocational qualifications (Engagement Global, 2017c). A competence centre addressed to people with so-called migrant backgrounds was still at the application and establishment stage at the time of data collection.

This targeted outreach to and funding of particular population groups is distinctly more prominent in *weltwärts* than in other international youth volunteer services. The particular significance that the *Gemeinschaftswerk* attaches to diversification activities is demonstrated in the inclusion of people with disabilities, among other areas. The costs of specific extra needs of people with disabilities are covered by *weltwärts*, and the age limit has been raised for this group. Moreover, the special role of an inclusive development volunteer service is explicitly mentioned in the BMZ Action Plan for the Inclusion of Persons with

Disabilities (BMZ, 2013), and activities in this area can be considered exemplary within German development cooperation (Schwedersky et al., 2017).

Assessing the effectiveness of these measures to increase the diversity of the group of *weltwärts* volunteers is not, however, a focus of analytical interest within the remit of this evaluation. Instead, current access to the programme and the diversity of the present group of participants are recorded, with the objective of identifying potential for improvement in these areas.

## 5.1

### Participation of different population groups in *weltwärts*

The following evaluation questions are addressed in this section:

- Are persons with so-called migrant backgrounds, with disabilities, and with vocational qualifications participating in the programme proportionately to their share of the population? (EQ 11.1)
- Are persons with other socio-demographic characteristics participating in the programme proportionately to their share of the population? (EQ 11.4)

#### Procedure

In order to investigate whether and in what respect volunteers participating in *weltwärts* diverge from the programme's actual target group, both departing volunteers and persons from the demographically representative comparison group were included in the analysis. Group membership (*weltwärts* volunteers versus demographically representative comparison group) was explained by means of a logistic regression. In this way, factors having an influence on participation in *weltwärts* were identified. In order to discover differences between volunteers and the target group, variables covering the socio-demographic background of the respondents, their attitudes, their prior experiences and their personalities, as well as characteristics of people in the respondents' social circles, were incorporated into the analysis (see Table 13).



**Table 13: Participation in weltwärts: overview of influence dimensions and operationalisation of the influencing factors**

Influence dimension	Influencing factors (operationalisation)
Socio-demographic background	Age: 19 years or older (as opposed to 18 years or younger); schooling (Abitur as opposed to no Abitur); vocational qualification (as opposed to no vocational qualification); gender (male as opposed to female); disability (as opposed to no disability); so-called migrant background (as opposed to no so-called migrant background); religious affiliation; place of origin (grew up in eastern as opposed to western Germany); self-reported social class
Attitudes	Self-reported political alignment (left–right); interest in development issues
Prior experiences	Civic engagement
Personality	Openness; risk-taking propensity
People in the respondents' social circles	Interest in development issues; experience of volunteer service

Source: own compilation

Note: an overview of the items behind the given influencing factors can be found in the [Online Annex](#).

## Results

The probability of participating in *weltwärts* is higher if the person is younger than 19 years old, holds an *Abitur*, does not hold a vocational qualification, is a woman, does not have a disability, is Christian and not of another faith (e.g. Muslim or Jewish), grew up in a former West German federal state (excluding Berlin) and self-identifies as upper class (see Table 14). Furthermore, the probability of participating in the programme increases if the person has a more left-leaning political alignment, demonstrates a stronger interest in development issues, has undertaken civic engagement in the 12 months prior to the survey, and is open and prepared to take risks. Neither having a so-called migrant background (according to the Federal Statistical Office's definition), nor the interest and experiences of people in the respondents' social circles have any statistically significant influence on whether a person participates in *weltwärts* or not.

Some of the influencing factors show clear differences from one another. The probability of participating in *weltwärts* is most markedly reduced by being over 19 years of age ( $\text{exp}[B] = .07$ ), affiliated to another religion (e.g. Islam or Judaism;  $\text{exp}[B] = .27$ ) and having a disability ( $\text{exp}[B] = .39$ ). The probability of participation in *weltwärts* is increased

particularly by an *Abitur* ( $\text{exp}[B] = 8.96$ ) and by civic engagement ( $\text{exp}[B] = 2.92$ ).

Of the population groups that *weltwärts* would like to target via the competence centres (see Section 1.2.3), people without an *Abitur* or with vocational qualifications and people with disabilities are under-represented in *weltwärts*. This is not true of people with so-called migrant backgrounds (according to the Federal Statistical Office's definition) per se. Although they account for a 26 % share of the comparison group ( $N = 4,482$ ) and an 18 % share of the group of *weltwärts* volunteers ( $N = 1,437$ ), the results show that other factors – which were included in the analysis and can be associated with so-called migrant backgrounds; e.g. religious affiliation, education or social class – are better predictors of participation in *weltwärts*: persons with so-called migrant backgrounds who have an *Abitur*, self-identify as upper class, or are Christian in religion show an equal probability of participating in *weltwärts* as people without so-called migrant backgrounds who share these attributes. Conversely this means that, for example, people with another (i.e. non-Christian) religious affiliation tend to be under-represented in *weltwärts*, irrespective of whether they have a so-called migrant background or not.<sup>139</sup>

<sup>139</sup> *weltwärts* volunteers with so-called migrant backgrounds differ from volunteers without so-called migrant backgrounds, for example with regard to their age, religious affiliation and self-reported social class. Volunteers with so-called migrant backgrounds are significantly older, significantly more frequently have “no” or “another” religious confession, and more frequently identify themselves as belonging to the working class or middle class. Full information on this can be found in the [Online Annex](#). Also possibly contributing to the result of a non-significant influence may be the fact that “migrant background” was used for this evaluation on the basis of the Federal Statistical Office's definition, which is based on citizenship. Accordingly, persons are deemed to have a so-called migrant background if they are foreigners, naturalised former foreigners, ethnic German (late) repatriates, or offspring born as Germans in Germany to the groups of persons specified above (Statistisches Bundesamt, 2017). This broad definition does not permit any differentiation: the category encompasses people with citizenship of a European Union country and people from so-called Third Countries alike.

**Table 14: Factors influencing participation in weltwärts: results of logistic regression<sup>140</sup>**

Influence dimension	Influencing factors	Model (exp[B])
Socio-demographic background	Age: 19 years or older (as opposed to 18 years or younger)	0.07
	Abitur (as opposed to no Abitur)	8.96
	Vocational qualification (as opposed to no vocational qualification)	0.58
	Male (as opposed to female)	0.52
	Disability (as opposed to no disability)	0.39
	Religious affiliation: Christian (as opposed to no confession)	1.64
	Religious affiliation: another (as opposed to no confession)	0.27
	Place of origin: grew up in eastern Germany (as opposed to grew up in western Germany)	0.47
	Self-reported social class: lower class (as opposed to upper class)	0.51
	Self-reported social class: preferred not to say (as opposed to upper class)	1.69
Attitudes	Political alignment (left–right)	0.46
	Interest in development issues	1.84
Prior experiences	Civic engagement	2.92
Personality	Openness	1.14
	Risk-taking propensity	1.48

Source: survey of volunteers and target group; 2016 cohort

Note: Volunteers (2016 cohort):  $N = 1,364$ , target group:  $N = 4,316$ . Only standardised odds ratios (exp[B]) for which  $p < .05$  are reported. Model fit: Nagelkerke's  $R^2 = .687$ , Hosmer-Lemeshow test:  $p = .828$ , correctly predicted cases = 89.9 %. The complete regression table can be found in the [Online Annex](#).

In this context experts pointed out that, in the first place, the concept of “people with migrant backgrounds” has not been given a clear-cut definition within *weltwärts*, and that in some cases the groups of persons referred to do not use any clear self-designation, either. Alternatively, concepts such as “people with an international history”, “immigrant families” and “new Germans” (E110) were said to be in use. Secondly, in the discussion of the factors inhibiting participation, reference was often made to Muslim communities or to particular barriers for young people with Muslim backgrounds (E110, 12, 13). This indicates that the concept “migrant background” overlaps with the terms “religion” and “cultural influence”.

A further group that came up in the discussion on participation by people with so-called migrant backgrounds are “people with experience of racism” or “people of colour” (E112), i.e. persons who are read as “non-white” by German mainstream society. It was pointed out that while “people of colour” and the statistically defined “people with migrant backgrounds” do overlap, persons can also fall into just one ascription category or the other (E112).<sup>141</sup>

It seems that the term “migrant backgrounds” used by *weltwärts* is a catch-all that can mean Muslim young people, young people of colour, and young people from the largest immigrant groups in Germany (e.g. ethnic German [late] repatriates, people originating from Turkey, and people with

<sup>140</sup> Interpretation aid: this table presents the results of a binary logistic regression in which the probability of an event (here: participation in weltwärts) is analysed in dependence on several variables. In the table, the significant effect coefficients (exp[B]/odds ratios), with a significance level of 95 %, are stated as values. The effect coefficients state the probability of the event's occurrence per one-unit rise in the given independent variables. If a value is below 1, there is a reducing probability and if a value is above 1, a rising probability of occurrence of the dependent variables. Example interpretation: the variable “vocational qualification” is a dichotomous variable with the values 0 (“No vocational qualification”) and 1 (“Vocational qualification”). When a vocational qualification has been gained, the probability ratio of participation in weltwärts falls from an original 1:1 to 0.58:1, i.e. participation in weltwärts becomes less probable when persons are holders of a vocational qualification. The effect is significant and can thus be generalised to the population.

<sup>141</sup> White children of migrants would have a so-called migrant background but would not be “people of colour”; black Germans whose parents did not migrate to Germany and do not hold foreign citizenship perhaps position themselves as “people of colour” but would not have so-called migrant backgrounds.

family roots in other former countries of immigrant worker recruitment; El10, 12, 13). This is the context for the results of the selection analysis described above on the significance of the respondents' religious, economic and educational backgrounds.

### Conclusion

The empirical results of this evaluation show that the bulk of those making use of the programme are still currently preponderantly persons from a privileged, well-educated and, more often than not, Christian-influenced social milieu. The (statistical) migrant background, in contrast, is not a factor that has any influence on non-participation in *weltwärts*. It can be assumed that outreach to "people with migrant backgrounds" by the *weltwärts* programme has specific groups in mind. For example, people with a Muslim faith, who are in fact under-represented in *weltwärts*, or "people of colour" might be meant implicitly. This is indicated by the finding that people with other (i.e. non-Christian) religions as opposed to people without a confession tend not to participate in *weltwärts*.

Results from the German Survey on Volunteering show that civic engagement by people with so-called migrant backgrounds varies depending on whether they have German citizenship or not. People with so-called migrant backgrounds and German citizenship undertake civic engagement with similar frequency to people without so-called migrant backgrounds (Vogel et al., 2017). Possibly this may offer an additional explanation for the absence of any effect associated with statistical migrant background. Moreover, this result supports the interpretation that people with so-called migrant backgrounds are not a homogenous group, and that only certain persons from this group are under-represented in *weltwärts*.

The finding that the volunteers actually participating in *weltwärts* constitute a selective group and, among other factors, are mostly well educated, makes sense in the context of youth volunteer services in general: only a very small share of the residential population, i.e. all persons officially registered at addresses in Germany, participate in a youth volunteer service. Thus, youth volunteer services generally constitute a very specific form of civic engagement (Simonson et al., 2017). According to the German Survey on Volunteering, the same is

true of national youth volunteer services, i.e. the bulk of their participants are well-educated, too. In that report, the under-representation of less well-educated young adults is mainly attributed to economic constraints.

The over-representation of women in national youth volunteer services can also be observed, although it is assumed that the proportions of men and women will level out following the abolition of mandatory military service in 2011. The results of the evaluation of the BFD/FSJ/FÖJ show a similarly specific socio-demographic profile of participants in a national volunteer service. For instance, the educational qualifications of BFD/FSJ/FÖJ volunteers under the age of 27 are higher than the demographic average. However, the share of *Abitur*-holders in the BFD/FSJ/FÖJ, at 59 % (Huth et al., 2015), is distinctly lower than in *weltwärts*, where it registered 94 %, for example, for the cohort of volunteers that departed in 2016 (N = 1453). In other international youth volunteer services, the share of volunteers holding the *Abitur* is also found to be higher than in national youth volunteer services. In 2015 the rate of 92 % among both IJFD and *kulturweit* volunteers was about as high as for *weltwärts*, while the rate of 85 % in the EFD in 2015 was somewhat lower (AKLHÜ, 2016).

## 5.2

### Impediments to participation by particular population groups

In this section the following evaluation question is answered:

- What impediments to participation exist for persons with so-called migrant backgrounds, persons with disabilities and persons with vocational qualifications? (EQ 11.2)

#### Procedure

To answer the question about impediments to participation by the three population groups targeted for special outreach, results from the expert interviews were utilised. In particular instances, information was additionally drawn from the survey of sending organisations for the purpose of triangulation. The presentation focuses on reasons that crystallised out from the qualitative content analysis as overriding and particularly relevant for the three groups. That is not to say that the

reasons presented have blanket validity for all groups; individual differences and particularities can always occur.

## Results

In addition to the general impediments (see Section 3.4.1), specific motives can be identified for the non-participation of those population groups that *weltwärts* aims to address through its competence centres (people with disabilities, with vocational qualifications and with so-called migrant backgrounds). The reasons can be contextualised in the areas of information, programme-inherent structures and procedures, personal reasons and overarching societal structures.

Firstly, challenges in the area of information arise for potential volunteers from all three population groups targeted for special outreach. On the one hand, these relate to knowledge about the very existence of *weltwärts*, and on the other hand, to the subjective impression of whom the programme is open to (EI9, 11, 13). According to one expert, *weltwärts* is perceived as “a programme for *Abitur*-holders” in which volunteers “only work with children” (EI11) instead of also carrying out practical, technical tasks.<sup>142</sup>

On the level of the sending organisations, there was said to be a requirement for additional information, e.g. about extra needs and support options (mainly for people with disabilities and with vocational qualifications; EI9, 11). In order to attract more people with so-called migrant backgrounds to the programme, it was suggested that migrant and diaspora organisations should also be contacted and recruited as *weltwärts* sending organisations. Many sending organisations were said to be perceived as “white-Christian-influenced organisations” (EI10, 12, 13).

Moreover, targeted outreach to particular population groups was not a special concern for many of the sending organisations active in 2016. In the survey of sending organisations, 23.5 % of the organisations responded that they were doing no targeted outreach to particular population groups. 28.4 % claimed to offer needs-oriented support, however (N = 102). Also, only 58.8 % of the sending organisations were familiar with the

competence centres at the time of data collection (N = 97; multiple responses possible; cf. Section 3.4.2).

Irrespective of whether targeted outreach to particular population groups is a focus of activity by sending organisations, it was pointed out in the expert interviews that reaching out to and supporting particular population groups requires time, financial and human resources that not all sending organisations have at their disposal (EI9, 12, 13). Of the organisations offering those kinds of measures, according to their own responses 65.3 % targeted their outreach to young adults with vocational qualifications/vocational school-leaving certificates, 42.9 % to young adults in religious/church communities, 40.8 % to those with work experience, 14.3 % to young adults with so-called migrant backgrounds and 10.2 % to those with disabilities (N = 49; multiple responses possible).

Secondly, there are various points at which programme-inherent structures and procedures present barriers to participation for the three groups. First of all, the demanding and onerous application process was mentioned: experts said that this is not always designed to be barrier-free (e.g. in the sense of accessible forms or simple language; EI9) and puts off those who are not well-versed in the required formats and phraseology (EI11, 12). A requirement for foreign-language skills (EI11) or the tendency to have to submit formalised/certified documentation, of civic engagement for example (EI12), were also said to have an off-putting effect.

These high requirements are likewise reflected in the sending organisations' selection criteria. Almost half (49.0 %) of the sending organisations stated in the online survey that they required documentary proof of civic engagement. Even more frequently mentioned were sharing or supporting the given organisation's values and ideas (73.5 %) and demonstrable motivation on the part of volunteers (98.0 %, N = 102; multiple responses possible). The experts added that the specific needs of the three population groups targeted for special outreach were not always reflected and met in the education programme (EI9, 11, 12).<sup>143</sup>

<sup>142</sup> In reality, as shown in the preceding section, it is predominantly *Abitur*-holders (university-track school leavers) who take part in *weltwärts*. The homogeneity of the volunteers actually participating in *weltwärts* was already noted in the first evaluation (Stern et al., 2011). Formally, however, the programme is open to all, and particularly to those in possession of “a lower or intermediate secondary school leaving certificate and vocational qualifications, a subject-specific or a general higher education entrance qualification, or other aptitude along with relevant personal experience” (BMZ, 2016a, p. 5).

<sup>143</sup> “Many people with vocational qualifications feel ill at ease/out of place in the seminars because they are in a large group with many *Abitur*-holders (i.e. university-track school leavers). *Abitur*-holders are more familiar with this kind of seminar format than many persons with vocational qualifications” (EI11).

Apart from the application process, it was also felt that aspects of the programme design (volume and security of financing and insurance coverage, age limit) and programme cycles or time-lines (e.g. scheduling of seminars; the 11 to 12-month duration of the stay abroad in most cases) were barely practicable for people with disabilities, with vocational qualifications or with so-called migrant backgrounds. For example, programme structures could not be brought into harmony with school and examination periods at vocational schools, or with workplace holiday/leave arrangements. Moreover, there is reportedly a frequent preference for shorter stays abroad. 73.3 % of sending organisations did in fact state that the minimum duration of service was 11 months or more, while only 9.9 % also offered a six-month service period (N = 101). Furthermore, the volunteers' own financial contribution required by many sending organisations was considered to present a hurdle for many people from the three population groups targeted for special outreach. Finally, there are said to be people who do not want to embark on volunteer service until they are older but may then be impeded by the programme's upper age limit (EI9–11). *weltwärts* adopted a first measure to meet these needs by raising the age limit for people with extra needs to 30 years. At the same time, attention is drawn to the fact that needs arising due to age or phase of life can equally constitute elements of the specific needs, already mentioned above, that are sometimes not met within the education programme.<sup>144</sup>

Thirdly, it is pointed out that personal reasons also impede people from the three groups targeted for special outreach insofar as there is not always a good fit for these groups between the completion of a stay abroad with *weltwärts* and people's individual life planning or current phase of life, perhaps due to other general priorities (e.g. starting a career, and hence the pursuit of specific paid employment; EI10, 11, 14; see also Simonson et al., 2017). Especially for young people with so-called migrant backgrounds, parents might also play a role in the decision about whether or not to participate in a volunteer service (EI10, 12, 13).

Fourthly, overarching societal structures need to be considered: if schools, companies, communities and/or associations show only limited willingness to support the planned period of volunteer service, this could equally be an impediment (EI9, 11, 13, 14). Other possible causes mentioned were macro-societal barriers and structures of discrimination and disadvantage, since these have effects on young people's school careers, access to information or financial situations (EI12). Non-participation by people with disabilities, with vocational qualifications and with so-called migrant backgrounds therefore needs to be understood within these overarching societal structures: *weltwärts* is one of many volunteer services drawing participants from a very specific group of people (cf. Section 5.1).

Overall, experts emphasised that greater participation by people from the population groups targeted for special outreach could constitute an enrichment for other volunteers (EI9, 11) as well as for people in the host countries. Such volunteers could also be role models and positive examples who demonstrate that participation in *weltwärts* is possible and, at the same time, change the image of the "typical" *weltwärts* volunteer (EI9, 11). It was further observed that some partner organisations desire more skilled volunteers (e.g. with vocational qualifications; EI9, 10). Finally, it was pointed out that volunteers with so-called migrant backgrounds from countries to which *weltwärts* volunteers are assigned or from partner countries of German development cooperation could be particularly well placed to build bridges and contribute their viewpoints, cultural backgrounds, knowledge and contacts to the design of development cooperation and development policy (EI12).

These motivations are reflected in the objectives of the "Concept for the diversification of target groups in the *weltwärts* programme" (Engagement Global, 2015a): increased participation by people from different population groups is intended to enhance diversity in the programme, motivate new target groups to engage with development issues and

<sup>144</sup> At this juncture, reference is made to programmes with a link to development issues or development cooperation, which are equally intended to facilitate exchange and intercultural learning and are open particularly to older people or those with professional experience (e.g. "Weltendienst 30+" [World service 30+]).

heighten awareness of *weltwärts*. In addition, recent studies emphasise the potential of volunteer services to motivate people with lower and intermediate school leaving qualifications to take up civic engagement, and hence to reduce social inequality in civic engagement over the life course (Simonson et al., 2017).

### Conclusion

The analysis results identify current impediments to participation for people with disabilities, with vocational qualifications and with so-called migrant backgrounds. These can be information-related, programme-inherent, personal or structural in nature. *weltwärts* has varying degrees of scope to work towards the elimination of these inhibiting factors. On the one hand, non-participation of these population groups has to be understood in the context of overarching societal structures (cf. also Section 5.1). Macro-societal barriers, such as structures of discrimination and disadvantage, can have consequences for young people's school careers, access to information or financial situations. The significance of these societal structures is also reflected in research projects, for example, such as the "Access study", a comprehensive study being conducted through to 2018 on information deficits and barriers to access affecting international youth exchange formats in general (FPD, 2017). On the other hand it is evident, particularly on the dimension of programme-inherent structures and procedures, that *weltwärts* is essentially geared towards young people from more educated family backgrounds: "the [*weltwärts*] system works with this target group in its sights" (E14). Aspects emphasised here are the design and demands of the application process, the nature of the education programme, and the programme cycles and time-lines, all of which add to the difficulty of participation if the group of volunteers does actually become more diverse. That said, steps are already being taken within *weltwärts* to address such structural barriers (cf. discussion at the start of this chapter and Engagement Global [2015b] for an overview of measures accomplished).

## 5.3

### Participation of different population groups in the positive effects of *weltwärts*

In this section the following evaluation question is answered:

- Are persons with so-called migrant backgrounds, with disabilities and with vocational qualifications benefiting equitably from the positive effects of programme participation? (EQ 11.3)

#### Procedure

Effects in the different groups were analysed, making use of difference-in-differences analyses (see Section 2.2.2), in analogy to the approach for the analysis of individual effects (cf. Section 4.1.1). For these analyses the following four groups were selected: 1. departing volunteers with so-called migrant backgrounds or with vocational qualifications respectively (2016 cohort), 2. newly returned volunteers with so-called migrant backgrounds or with vocational qualifications respectively (2015 cohort), 3. departing volunteers without so-called migrant backgrounds or without vocational qualifications respectively (2016 cohort), 4. newly returned volunteers without so-called migrant backgrounds or without vocational qualifications respectively (2015 cohort). It was not possible to carry out separate quantitative inferential statistical analyses for persons with disabilities owing to insufficient numbers of cases.<sup>145</sup>

For the first two groups of persons, the analysis examined the three constructs of knowledge about the host country (knowledge dimension), perspective-taking ability vis-à-vis people from the host country (competences dimension) and attitudes towards these people (attitudes dimension) exactly as for the factors influencing individual effects. Within the difference-in-differences analyses, a significant result points to effects that differ between the groups of persons. If test results are not significant, this can be taken as an indication that there are no differences. Feedback from the expert interviews was additionally utilised for triangulation of the results.

<sup>145</sup> In the 2016 cohort there were 14 persons with disabilities among the respondents, and in the 2015 cohort, 7 persons.

## Results

When the groups separated for the respective analyses, i.e. of volunteers with and without so-called migrant backgrounds and with and without vocational qualifications, are analysed together (analysis of the interaction effect), no significant differences in the changes in specific knowledge, specific perspective-taking ability and specific allophilia can be observed between departing and newly returned volunteers from the different groups. As an example, the results for specific perspective-taking ability are presented in Figure 40 (volunteers with and without so-called migrant backgrounds) and Figure 41 (volunteers with and without vocational qualifications). The lines between the mean values of the respective groups of departing and newly returned volunteers do not diverge from each other significantly.

However, when the mean-value differences between departing and newly returned volunteers with and without so-called migrant backgrounds and with and without vocational qualifications within the respective groups are considered one at a time (simple effects analysis), it can be observed that departing and newly returned volunteers with vocational qualifications do not report significantly different self-assessments of specific perspective-taking ability. Thus, while the overall finding is that all groups participate in equal measure in the positive effects of *weltwärts*, there are indications of limitations on effectiveness with regard to specific perspective-taking ability in people with vocational qualifications.

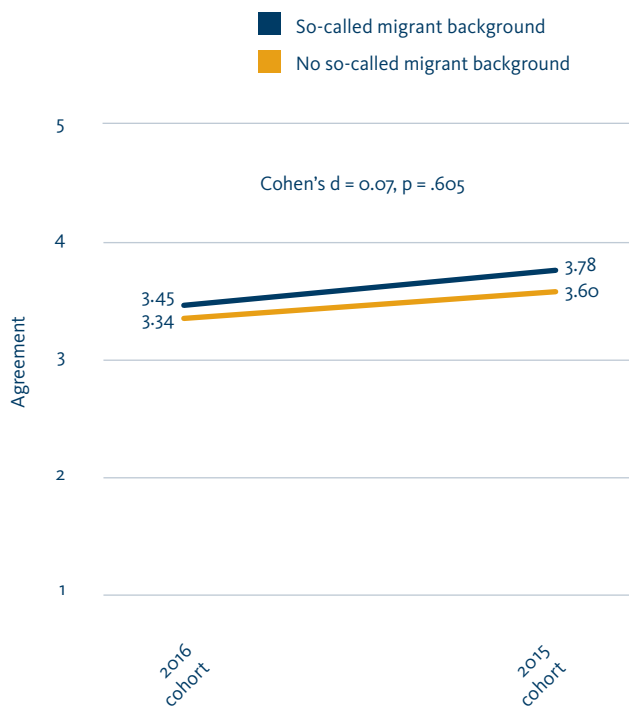
The expert interviews confirmed the quantitative results for volunteers with so-called migrant backgrounds and volunteers with vocational qualifications, and complemented them for all three population groups targeted for special outreach. In the experts' view, *weltwärts* basically brings about the same effects for people from all three groups. In some cases, however, young people with disabilities, with vocational qualifications and/or with so-called migrant backgrounds contended with different specific experiences, thematic interests and perhaps also motivational aspects than other volunteers (EI9, 11–13).

For volunteers with disabilities, for example, the experience of limitations and the themes of freedom and autonomy might take on special relevance (EI9). Volunteers with vocational qualifications are reportedly more concerned in some cases with gathering practical experience in their own training occupation in a different country, and hence mainly with learning in an occupational context (EI11). For volunteers with so-called migrant backgrounds, questions of their own identity and sense of belonging could be especially relevant, not least in connection with the experience of how they are read as “Germans” abroad – on the one hand, the potentially encouraging experience of being accepted as “German”, but on the other hand, the difficult experience of being perceived as not “typically German” and perhaps being confronted with a similar kind of racism abroad (EI12–14). International studies give additional pointers to the fact that precisely those volunteers from disadvantaged/marginalised population groups benefit in greater measure from participating in an international volunteer service, such as by gaining in self-assurance or freeing themselves of negative attributions/stereotypes (Sherraden et al., 2008).

## Conclusion

People with so-called migrant backgrounds and people with vocational qualifications participate in the positive effects of *weltwärts* in equal measure. When the groups of volunteers with and without so-called migrant backgrounds and with and without vocational qualifications are analysed together, no significant differences can be observed between departing and newly returned volunteers from the different groups in the constructs from the dimensions of knowledge, competences and attitudes. However, the results also point to the possibility that on certain of the constructs, the effects might not occur for people with vocational qualifications. These may be indications of the significance of the structural barriers, described in Section 5.2, inherent in the programme design, which makes it difficult for some groups to learn as envisaged by the Programme Theory, e.g. if the content and approach of the education programme is particularly geared towards people with the *Abitur*.

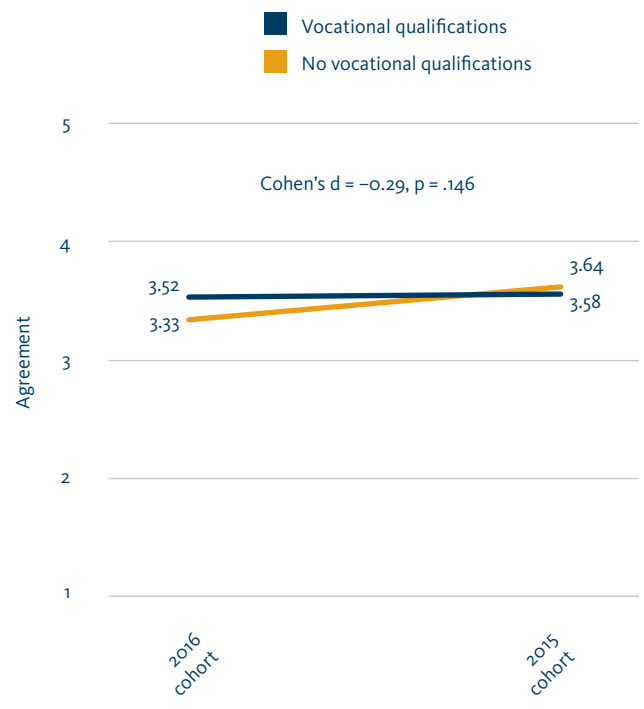
**Figure 40: Presentation of the difference-in-differences analysis for specific perspective-taking ability: people with and without so-called migrant backgrounds**



Source: survey of volunteers; 2016 and 2015 cohorts

Note: response scale: 1 ("Don't agree at all") to 5 ("Agree completely"); interaction (no effect): Cohen's  $d = .07$ ,  $p = .605$ ; volunteers without so-called migrant backgrounds: 2016 cohort:  $N = 382$ ,  $MV = 3.34$ ,  $SD = 0.80$ , 2015 cohort:  $N = 389$ ,  $MV = 3.60$ ,  $SD = 0.81$ ; volunteers with so-called migrant backgrounds: 2016 cohort:  $N = 82$ ,  $MV = 3.45$ ,  $SD = 0.84$ , 2015 cohort:  $N = 100$ ,  $MV = 3.78$ ,  $SD = 0.81$

**Figure 41: Presentation of the difference-in-differences analysis for specific perspective-taking ability: people with and without vocational qualifications**



Source: survey of volunteers; 2016 and 2015 cohorts

Note: response scale: 1 ("Don't agree at all") to 5 ("Agree completely"); interaction (no effect): Cohen's  $d = -0.29$ ,  $p = .146$ ; simple effect: comparison of departing volunteers and newly returned volunteers without vocational qualifications (effect): Cohen's  $d = 0.38$ ,  $p < .001$ ; simple effect: comparison of departing volunteers and newly returned volunteers with vocational qualifications (no effect): Cohen's  $d = 0.09$ ,  $p = .700$ ; volunteers with vocational qualifications: 2016 cohort:  $N = 71$ ,  $MV = 3.52$ ,  $SD = 0.64$ , 2015 cohort:  $N = 36$ ,  $MV = 3.58$ ,  $SD = 0.75$ ; volunteers without vocational qualifications: 2016 cohort:  $N = 391$ ,  $MV = 3.33$ ,  $SD = 0.83$ , 2015 cohort:  $N = 453$ ,  $MV = 3.64$ ,  $SD = 0.78$



#### 5.4 Overview of results

- *weltwärts* has **not yet achieved the equitable participation of diverse population groups**: *weltwärts* participants differ from the programme's overall demographically representative target group in many individual and socio-demographic characteristics (age, education, gender, religious affiliation, place of origin within Germany, subjective class attribution, disabilities). Differences in attitudes (political attitudes, interest in development issues) and personal dispositions (risk-taking propensity and openness) are also found between actual and potential *weltwärts* volunteers. (Cross-cutting question on equitable participation in *weltwärts*)
- Of the population groups addressed by the competence centres, only the group of people with so-called migrant backgrounds (according to the Federal Statistical Office's definition) is not under-represented per se in *weltwärts*. Other migration-related factors are also of substance, however, such as membership of a non-Christian faith community. Overall the results provide indications that usage of the phrase "people with migrant backgrounds" in the context of *weltwärts* implicitly refers mainly to people of the Muslim faith and "people of colour". (Cross-cutting question on equitable participation in *weltwärts*)
- Factors currently inhibiting participation by people with disabilities, with vocational qualifications and with so-called migrant backgrounds are information-related, programme-related, personal and structural in nature. In particular, certain structures and procedures inherent to the *weltwärts* programme (for example, the design and demands of the application process, the nature of the education programme, and the programme cycles and timelines) are still hardly geared towards the needs of diverse population groups, in many cases. (Cross-cutting question on equitable participation in *weltwärts*)
- **Equitable participation in positive effects is mostly the case for persons with so-called migrant backgrounds and with vocational qualifications**: persons with and without so-called migrant backgrounds and with and without vocational qualifications benefit in equal measure from the *weltwärts* programme's intended positive learning effects and changes. As a caveat, on certain single constructs only, there are results indicating that the effects potentially do not occur in persons with vocational qualifications. This could be associated with structural barriers inherent to the programme design which, for some groups, hamper the learning envisaged in the Programme Theory. (Cross-cutting question on equitable participation in *weltwärts*)



6.

RESULTS IV: EFFICIENCY

In this chapter, the material and non-material costs<sup>146</sup> of *weltwärts* are presented transparently (description of costs; Winker and Koy, 2015). Information is given about the allocation of financial resources to the different actors and cost components in the budget years 2008–2015 and about the estimated detailed (additional) costs incurred by sending organisations and volunteers. This answers the following evaluation question:

- What are the costs of *weltwärts* in aggregate and itemised for the different programme components and actor groups, currently and over time? (EQ 7)

#### Procedure

To answer the evaluation question, a two-step procedure is adopted. In the first step, an overview is presented of the overall material costs of the *weltwärts* components analysed in the course of the evaluation. The South-North component is not taken into consideration since it was evaluated separately during the same time period as the present evaluation. The analysis looks into how costs are distributed across the various actors and programme components and how they developed over time from 2008 to 2015 inclusive. In the second step, the costs incurred by actors for particular programme components are broken down in greater depth, specifically for the budget year 2015. Furthermore, information is presented on additional material and non-material costs.

#### Selected time-frame and actors

The material costs of *weltwärts* are presented from the beginning of the first North-South assignment in the year 2008 up to and including the year 2015. Since no final data was available for the budget year 2016 at the time of the evaluation, this was not taken into consideration in the analysis. Accordingly, data from the budget year 2015 was utilised for the more detailed account of costs.

Actors of the *weltwärts* programme are the BMZ, Engagement Global, quality networks, country contact persons, sending

and partner organisations, competence centres, volunteers, the volunteer representation *Politische Freiwilligenvertretung internationaler Freiwilligendienste* (PFIF) and other returnees' associations. The analysis of overall costs focuses on the BMZ, Engagement Global and the sending organisations; the detailed presentation of costs for the budget year 2015 also includes the quality networks, country contact persons and volunteers.<sup>147</sup>

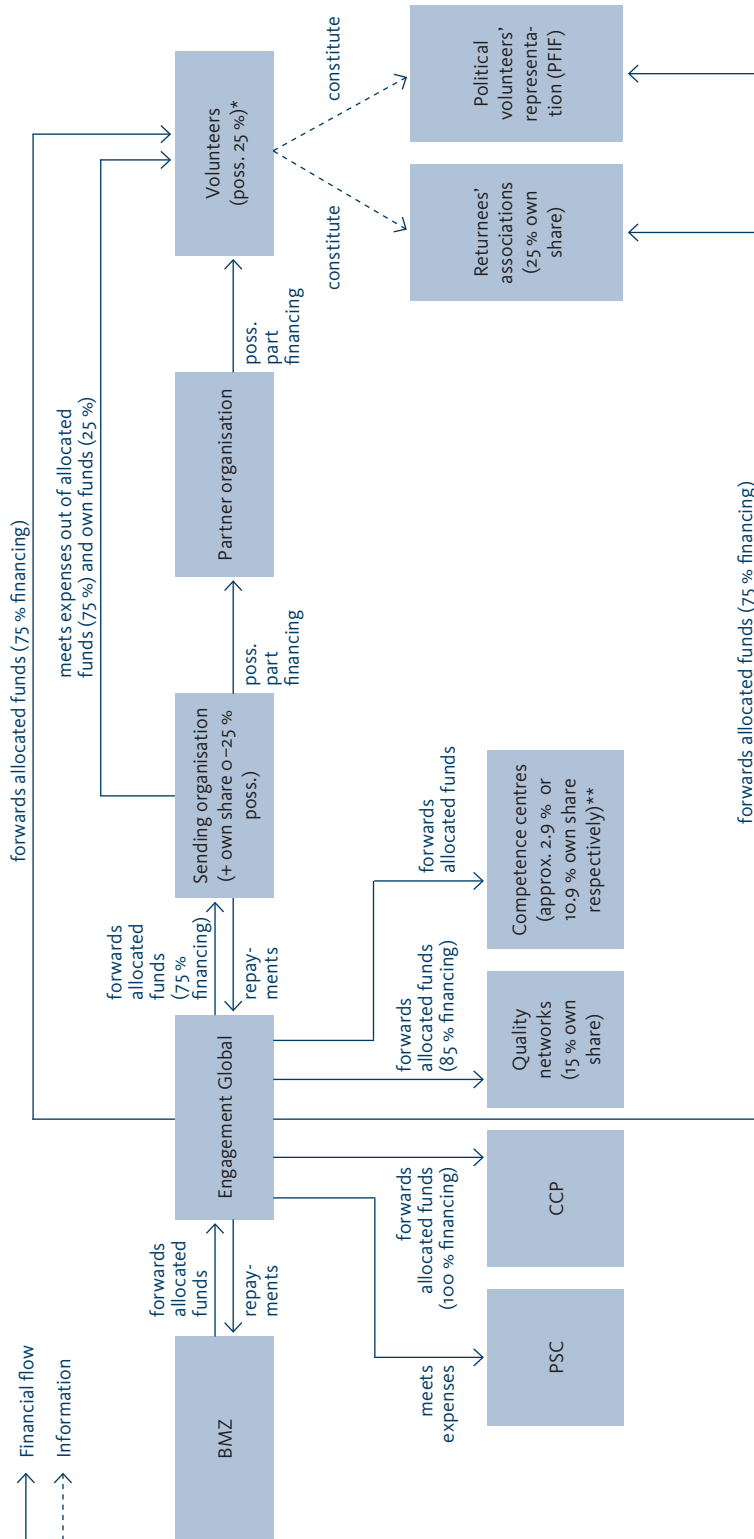
The following actors participate in the financial flows (see Figure 42):

- *BMZ* – the BMZ covers 100 % of the funding of programme implementation within BMZ and Engagement Global, and also forwards funding allocated to additional actors to Engagement Global. It normally finances up to 75 % of project costs, the remaining 25 % being covered by contributions from the sending organisations' own and third-party funding (North-South assignments, Accompanying Measures and post-assignment work). In the event of justified exceptions, projects may receive financing of over 75 % (if they serve a particular federal-government interest, e.g. the financing of partner conferences, quality networks, country contact persons and competence centres [HG1; Engagement Global, 2016]).
- *Engagement Global* – Engagement Global is responsible for forwarding the funds allocated by the BMZ (Engagement Global, 2016). Engagement Global returns any unspent funds to the BMZ by issuing repayments.
- *PSC* – the PSC is the steering committee of the *weltwärts* programme (see Section 1.2.3; BMZ, 2015a); the participants' expenses are reimbursed.
- *Quality networks* – until the budget year 2016 the quality networks received 85 % of their funding from the BMZ via Engagement Global; the remaining 15 % was financed from own funds (partly contributed from sending organisations' funding; HG2). In the year 2017, the financing of quality networks was changed and the costs were accounted for via an apportionment method of financing quality work.

<sup>146</sup> Following Wältje (2016, p. 29) costs are understood as "value of all goods and services consumed in a period [here: calendar year] for the production of the 'actual' [...] operational output". In contrast, expenditures are understood as a "decrease in monetary assets" or in the "value of all received goods and services in a period".

<sup>147</sup> Because information was unavailable on costs in partner organisations, PFIF, returnees' associations and competence centres, these are not itemised separately in the subsequent analyses. In substantive terms the actors incur costs in the following components: partner organisations – e.g. costs of volunteers' board and lodging, if funding for these is forwarded by sending organisations to the partner organisation; PFIF – e.g. travel expenses to participate in the PSC, 100 % of which are reimbursed via Accompanying Measures; returnees' associations – e.g. projects that have up to 75 % of total costs funded via Accompanying Measures; competence centres – e.g. activities of the competence centres that have at least 75 % of total costs funded (after the first application phase ended in the year 2016, the percentages of total costs covered by the BMZ were increased; BMZ, 2015a; Engagement Global, 2014b).

Figure 42 : Actors and financial flows in *weltwärts* in the budget year 2015



Source: own presentation; presentation for the budget year 2015

Note: a detailed description of the financial flows can be found in the [Online Annex](#).

\*Own share of 25% only occurs in connection with Small-Scale Measures, which are financed directly by Engagement Global. \*\*Source: HG6.

- *CCP* – the country contact persons are employed within the quality networks. They receive 100 % of their funding from the BMZ via Engagement Global (HG1).
- *Competence centres* – at least 75 % of the competence centres' financing comes from funding administered by Engagement Global and up to a maximum of 25 % is contributed from its own funding (HG1).
- *Sending organisations* – the sending organisations finance the implementation of assignments and additional Accompanying Measures and post-assignment work by means of funding from the BMZ along with their own and third-party funding.<sup>148</sup> Sending organisations receive this funding after their applications have been reviewed by Engagement Global. As part of implementation of the assignments, sending organisations make funding available for their volunteers to cover such items as board and lodging for the duration of the assignment abroad, the education and training seminars, and pocket money. Disbursement of the funding for the volunteers' board and lodging can also be delegated to the partner organisation. In the event that "released funds" are not spent, these are repaid by transferring them back to Engagement Global.
- *Partner organisations* – the costs incurred by partner organisations for the volunteers' board, lodging and mentoring are eligible for funding. Where the sending organisations do not meet the costs themselves, the corresponding financial transfers from the sending organisation to the partner organisation can be accounted for as the sending organisation's education and training or programme implementation costs (Engagement Global, 2016).
- *Volunteers* – volunteers receive a monthly pocket-money allowance from sending organisations. They do not have to contribute to their *weltwärts* assignment from their own pockets but have the option of supporting the financing of their *weltwärts* service via a "fundraising group". Furthermore, former volunteers whose return date was no longer than 5 years earlier can apply for funding from the Small-Scale Measures fund. This is administered by Engagement Global. As registered non-profit associations, organised associations of returnees can apply for financial

resources from the regular Post-Assignment fund. The volunteer representation PFIF carries out its work essentially on an honorary basis. It does, however, receive resources through the association *grenzenlos – Vereinigung internationaler Freiwilliger e. V.*, which has successfully applied to Engagement Global for funding for conferences and a communication platform. In addition, representatives of PFIF receive reimbursement of expenses incurred in the course of *weltwärts* committee work (travel, board and lodging). Accordingly, PFIF receives funding indirectly and for specific costs incurred.

#### Cost components

The data available on the monetary costs of *weltwärts* were broken down, based on the *weltwärts* Funding Guideline (BMZ, 2016a), into North-South assignments and Accompanying and Post-Assignment Measures, and assigned to the particular actors. In addition, Programme Implementation was also incorporated as a cost component in order to be able to reflect the corresponding costs (e.g. administration within the BMZ and Engagement Global). Furthermore, details regarding monetary and non-monetary costs on the part of volunteers and sending organisations (e.g. civic engagement) have been presented in order to make it possible to obtain in-depth knowledge concerning the costs of *weltwärts*. The cost components attributable to the different actors are:

- *BMZ* – programme implementation: on the level of the BMZ, costs are incurred under the heading of *weltwärts* programme implementation, e.g. staff costs and costs of materials.<sup>149</sup>
- *Engagement Global* – programme implementation: costs for the administration and coordination of *weltwärts* used to be and continue to be incurred by the administratively responsible organisations respectively (DED/GIZ up to 2012). They include staff, material (e.g. travel expenses, fees, business supplies) and other costs.<sup>150</sup>
- *Engagement Global, sending organisations* – Accompanying Measures: since the 2011 evaluation the Accompanying Measures have been differentiated into the following subcategories (Engagement Global, 2012):

<sup>148</sup> Provided that the funds in question are not federal funds (cf. Engagement Global, 2017f).

<sup>149</sup> Information on costs other than staff costs (e.g. costs of materials) was not available; therefore these were not itemised separately.

<sup>150</sup> Data is also available for the *weltwärts* Secretariats at DED and GIZ. Since these figures derive from different sources, they are not used for a detailed comparison. Costs of programme implementation in the sending organisations cannot be itemised separately because the available data is insufficient.

cross-organisational Accompanying Measures include, among other things, cooperation and network activities of the partner organisations abroad (e.g. partner conferences), strengthening of the *weltwärts* structures in the host countries (e.g. country contact persons), and the quality networks; regular Accompanying Measures include the qualification and training measures within partner organisations focused on the education and training programme for volunteers, and cooperation and network-building activities of the participating *weltwärts* actors in Germany (BMZ, 2016a).<sup>151</sup> For both kinds of Accompanying Measures, applications are submitted by the organisations responsible and funding is forwarded to these after being approved by Engagement Global.

- *Sending organisations* – North-South assignments: the cost component encompasses all measures under the heading of North-South assignments. Specifically the following costs are incurred: education programme (e.g. fees for conceptual work, expenses for selection, preparatory, interim and follow-up seminars, special expenses for supporting partners locally, expenses for quality assurance and development [Engagement Global, 2016]); implementation (e.g. expenses for volunteers' pocket money, board and lodging, liability and accident insurance, volunteers' travel expenses, language courses, visa fees, international flights, special expenses for supporting partners locally [Engagement Global, 2016]); healthcare (e.g. health insurance abroad, other allocations of funding relevant to health [Engagement Global, 2016]).<sup>152</sup>
- *Sending organisations* – Post-Assignment Measures: the central purpose of Post-Assignment Measures is the funding of development education and information work.
- *Sending organisations* – additional programme implementation costs: alongside the cost of assignments and of Accompanying and Post-Assignment Measures, sending organisations incur non-monetary costs (e.g. additional unpaid working

- hours or civic engagement by members of staff), other monetary costs (e.g. if costs exceed the maximum permitted amount of funding), as well as costs in the course of their membership in advocacy network, which are often financed by sending organisations. Furthermore, they make staff resources available to work on the programme's steering committees. No information is available about the sending organisations' costs of membership in advocacy networks.
- *Volunteers* – additional programme implementation costs: in addition to board, lodging and travel expenses, volunteers are also provided with monthly pocket money, normally amounting to € 100 by the sending or partner organisation. Any spending by volunteers in excess of the pocket-money amount is not funded by the BMZ and must come from their own money.<sup>153</sup> Furthermore, under the Post-Assignment component, volunteers are eligible to receive funding for development education and information work under the heading of Small-Scale Measures (Engagement Global, 2014c).<sup>154</sup>

## 6.1

### Transparent presentation of costs

#### 6.1.1 Overall costs of *weltwärts*

Figure 43 shows the development of the *weltwärts* programme's overall costs based on the funding spent in the period 2008–2015. This includes all expenditure on *weltwärts* eligible for funding after deduction of repayments. The BMZ normally funds up to 75 % of expenditure eligible for funding, while sending organisations contribute a 25 % share from their own funds. With regard to the presentation of results, it should be borne in mind that the programme implementation costs for the years 2008–2012 relate to the former Secretariats of *weltwärts* based at DED and subsequently GIZ. Hence, there is limited comparability with programme implementation costs at Engagement Global. Therefore, although all known costs for

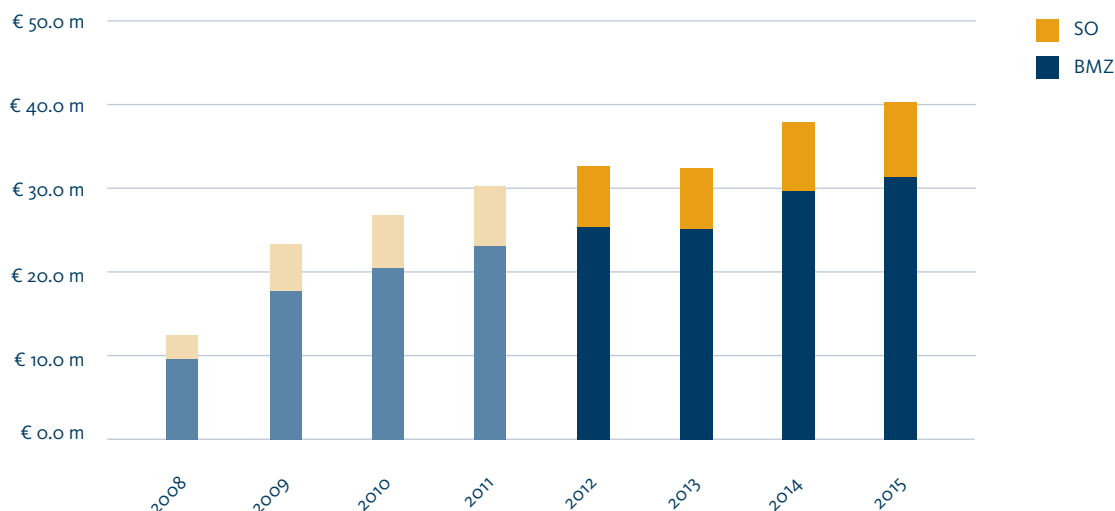
<sup>151</sup> Since no data was available for the years 2008–2011 quantifying the costs of the Accompanying Measures, these were only considered in the analysis from 2012 onwards.

<sup>152</sup> The maximum eligible funding amount for North-South assignments was increased in 2016 due to unfavourable exchange rates from € 580 per volunteer per month plus health care (special educational support: € 230, implementation: € 350) to € 620 plus an amount of funding for quality work and health care (Engagement Global, 2016). From 2013, the financing plan item "Health care" replaces the previous financing plan item "Health insurance abroad". It includes all spending relevant to health as well as the expenditures for health insurance abroad. It includes all work-related travel expenses (e.g. costs of travel to seminars, costs of international travel to the place of assignment, and travel costs incurred in the host country in connection with the assignment).

<sup>153</sup> Volunteers have the option to participate in the financing of *weltwärts* both materially (e.g. via donations or via fundraising groups to be established voluntarily) and non-materially (e.g. in the form of information events at schools or stalls at Christmas markets). In the case of a donation, this must not exceed 25 % of the expenditures eligible for funding per measure (Engagement Global, 2016).

<sup>154</sup> The maximum amount of funding for small-scale measures is € 510 or 75 % of the costs. The volunteer's own share of 25 % can be raised in the form of participant fees, donations or other income. Measures eligible for funding include events, production of information material, administrative expenditures, expenditures for board, lodging and travel, and expenditure on professional fees (Engagement Global, 2014c). Because of incomplete data, the Small-Scale Measures were not itemised separately in the analysis.

Figure 43: Overall costs of weltwärts in the years 2008–2015



Source: own calculations; financial data from Engagement Global

Note: light bars indicate findings based on incomplete data. BMZ = BMZ share of financing (incl. staff costs and material and other costs within BMZ, Engagement Global and DED/GIZ and general overheads at Engagement Global from 2012 to 2015); SO = share of financing provided by sending organisations. The proportion of costs funded by BMZ varies in the different cost components. This was taken into account in calculating the state-funded and SO shares of financing.

the years 2008–2015 are shown, a comparison or development of costs is only compiled for the years 2012–2015 (the period of time with consistent cost information).

The overall costs of weltwärts in 2015 amounted to approx. € 40.4m in total. Of this, € 31.3m was incurred by the BMZ and € 9.0m by sending organisations (see Figure 43).<sup>155</sup> The average costs between 2012 and 2015 were around € 35.9m (BMZ: € 27.8m; sending organisations: € 8.0m).<sup>156</sup> Overall costs are found to have increased by € 7.7m or 23.7 % over the course of the years 2012–2015. This can be ascribed largely to a marked rise between 2013 and 2014.

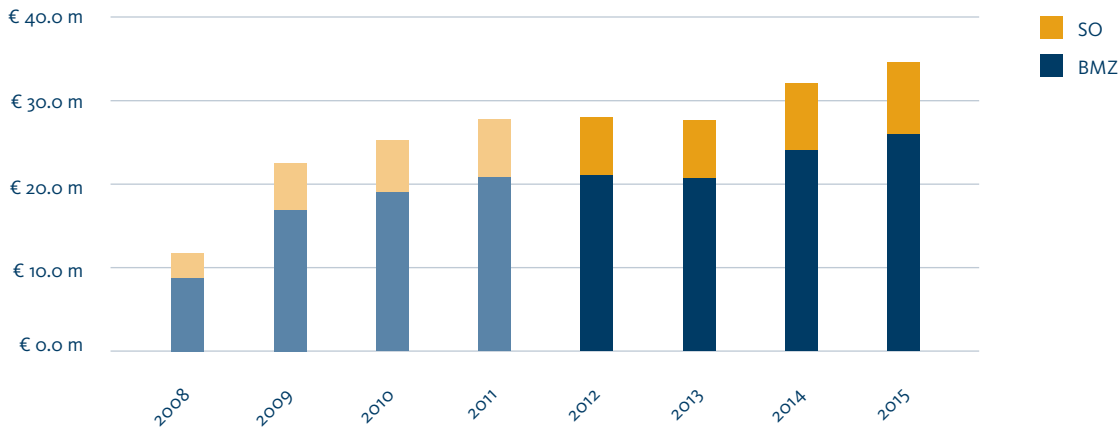
Figures 44 and 45 assign the overall costs to the selected actors and their cost components. The average rank order of the absolute and relative costs of individual cost components from 2012 to 2015, starting from the cost component with the highest financial volume, can be presented as follows: North-South assignments, Engagement Global programme implementation, cross-organisational and regular Accompanying Measures, Post-Assignment Measures and BMZ programme implementation.<sup>157</sup> Because of the large differences in volumes of financing, the North-South assignments cost component is presented in a separate figure.

<sup>155</sup> Divergences in the totals of BMZ and sending organisations' costs from the values stated in the text are due to rounding of the figures.

<sup>156</sup> The value of sending organisations' costs is based on an estimation of their respective shares from own funding. If for example sending organisations assigning volunteers under the North-South component cover a 25 % share from their own funding, this was calculated on the basis of the funding spent by the BMZ, taking into account that the share from own funding can vary for each of the various cost components.

<sup>157</sup> Financing volume and share of total costs for: North-South assignments: € 30.4m, 84.8 % (BMZ: € 22.8m [63.6 %], sending organisations: € 7.6m, [21.2 %]); cross-organisational and regular accompanying measures: € 1.7m, 4.7 % (BMZ: € 1.4m [4.0 %]; sending organisations: € 268,000 [0.8 %]); post-assignment measures: € 662,000, 1.9 % (BMZ: 496,000 € [1.4 %]; sending organisations: € 165,000 [0.5 %]); Engagement Global programme implementation: € 2.8m [8.0 %]; BMZ programme implementation: € 235,000, 0.7 %.

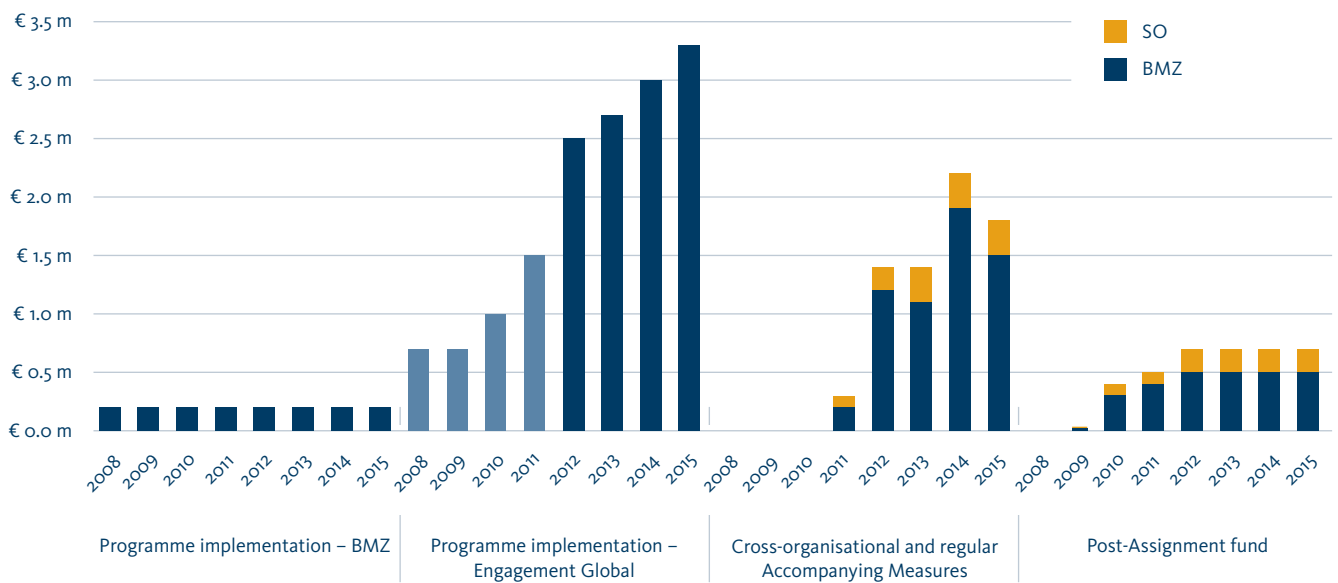
**Figure 44: Development in North-South assignment costs in the years 2008–2015**



Source: own calculations; financial data from Engagement Global

Note: light bars indicate findings based on incomplete data. BMZ = BMZ share of financing; SO = share of financing provided by sending organisations. The sending organisations' 25 % share from own funds refers to an estimated value, since the sending organisations' share exceeds 25 % if costs exceed the maximum amount eligible for funding.

**Figure 45: Breakdown of costs by actors and components in the years 2008–2015**



Source: own calculations; financial data from Engagement Global

Note: light bars indicate findings based on incomplete data. BMZ = BMZ share of financing; SO = share of financing provided by sending organisations. The 25 % share provided by sending organisations refers to an estimated value, since some Accompanying Measures (CCP, partner conferences and quality networks) receive funding in excess of 75 %. Moreover, it is possible that the sending organisations' share exceeds 25 % where costs exceed the maximum amount eligible for funding (€ 580 per volunteer per month). Only incomplete programme implementation costs are available for the years 2008–2011 as it was no longer possible to obtain precise estimates of the overhead costs at DED/GIZ.



Figure 45 shows the BMZ's costs for programme implementation and Post-Assignment Measures to be more or less stable between 2012 and 2015. Increases in this period amounted to € 6.6m (23.6 %) for North-South assignments, € 771,000 (30.8 %) for Engagement Global's programme implementation costs, and € 406,000 (35.1 %) for Accompanying Measures.

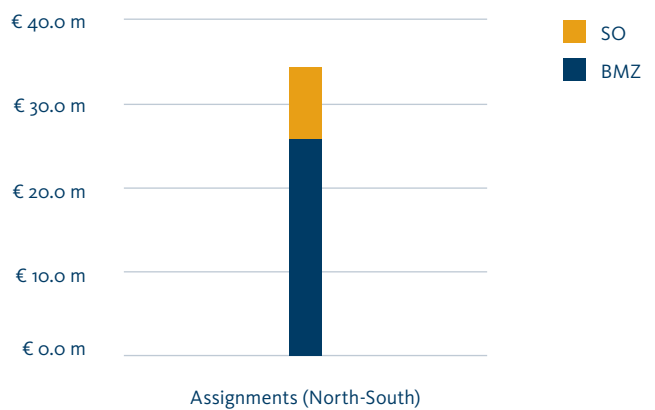
On closer examination of these last two cost components for the funding period 2013 and 2014 – during which the largest change in overall costs took place –, cost increases are seen of € 4.4m (15.9 %)<sup>158</sup> for North-South assignments, € 314,000 (11.8 %) for programme implementation costs at Engagement Global, and € 745,000 (66.3 %)<sup>159</sup> for Accompanying Measures.

The rise in costs under the heading of North-South assignments can be traced back to a slight increase in assignments and the eligibility of health costs since 2014. The higher costs for the Accompanying Measures are attributable to BMZ funding inputs, because the share from own funding contributed by sending organisations for Accompanying Measures decreased during the same period. The increase can partly be explained by the fact that cross-organisational Accompanying Measures came into being. For example, more funding was made available because of an increased federal government interest in the programme elements of quality networks, partner conferences and country contact persons.

**6.1.2 Detailed presentation of the costs of weltwärts in the budget year 2015**

This section gives a detailed breakdown of the costs of weltwärts for the budget year 2015. Figures 46 and 47 show the absolute level of costs per component, broken down by actors. The cost items and the actors incurring the costs can be ranked, in descending order of size, as follows: North-South assignments/ sending organisations (€ 34.4m; 85.3 %), costs of programme implementation/ Engagement Global (total € 3.3m; 8.1 %), cross-organisational Accompanying Measures/ Engagement Global (total € 1.3m; 3.1 %), Post-Assignment Measures/ sending organisations (€ 663,000; 1.6 %), regular Accompanying Measures/ sending organisations (€ 521,000; 1.3 %) and programme implementation by the BMZ (€ 235,000; 0.6 %).

**Figure 46: Overview of North-South assignment costs in the budget year 2015**



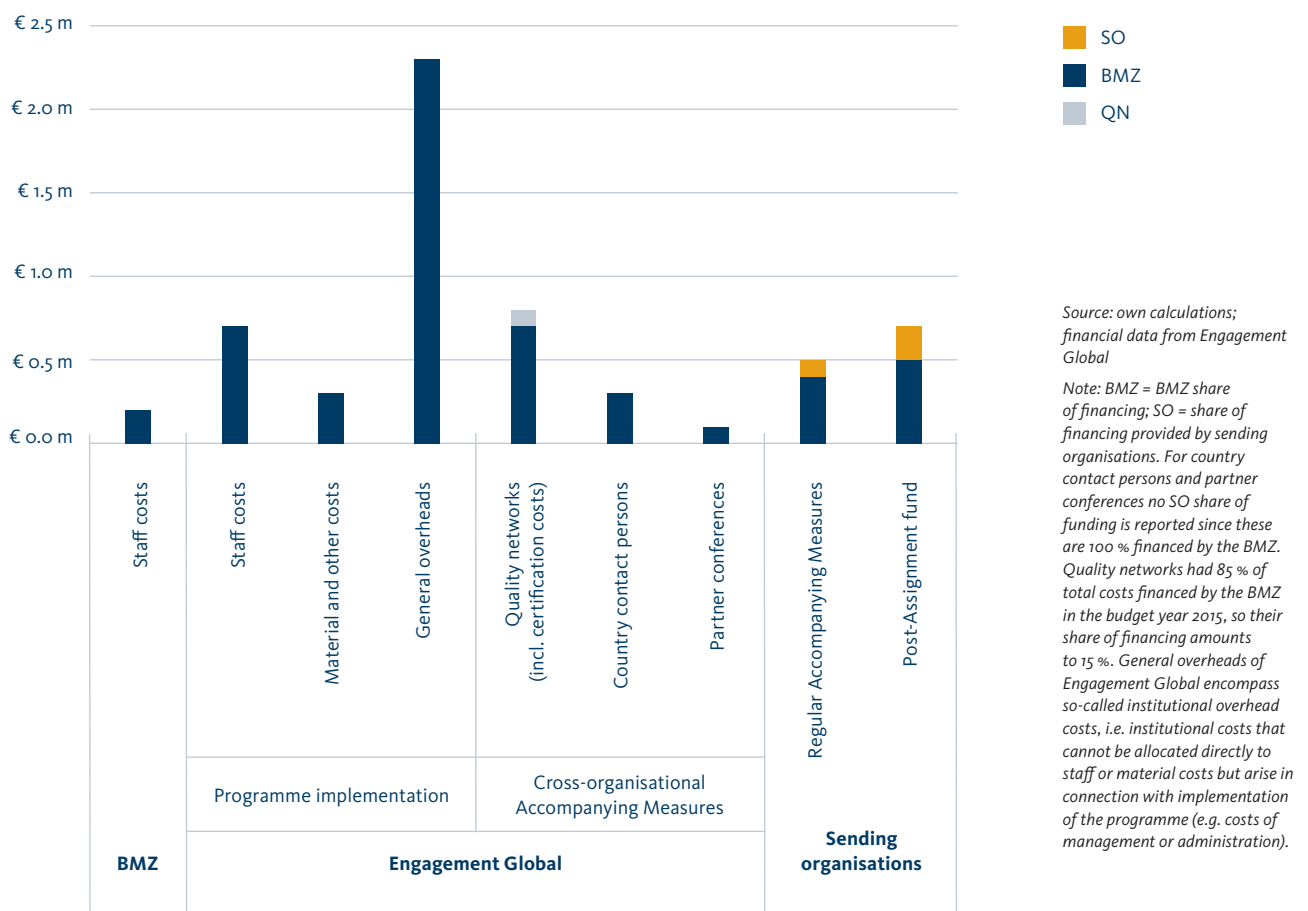
Source: own calculations; financial data from Engagement Global  
 Note: BMZ = BMZ share of financing; SO = share of financing provided by sending organisations. The sending organisations' share from own funds of 25 % refers to an estimated value, since the sending organisations' share exceeds 25 % if costs exceed the maximum amount eligible for funding.

Alongside the more detailed presentation of the costs of weltwärts for the budget year 2015, information additionally obtained from sending organisations (for the 2014 and/or 2015 cohorts of volunteers) and from volunteers (2014 or 2015 cohort) on the distribution of monetary and non-monetary costs has been processed in such a way as to create transparency, including with regard to the non-monetary contributions by sending organisations and volunteers from their own resources (Winker and Koy, 2015).<sup>160</sup>

As part of the standardised online survey, the sending organisations were asked to estimate the amounts of the individual elements of the North-South assignments cost component in the budget year 2015. The sending organisations stated that – irrespective of the funding received from Engagement Global – on average they spent a total of approximately € 845<sup>161</sup> per volunteer per month on the implementation of weltwärts. This includes resources for the assignment of volunteers in the host country (e.g. support for

<sup>158</sup> Extent of increase, in absolute and relative values: total: € 4.4m (of which: BMZ: € 3.3m [75.0 %]; sending organisations: € 1.1m [25.0 %]).  
<sup>159</sup> Extent of increase, in absolute and relative values: total: € 745,000 (of which: BMZ: € 799,000 [71.1 percent]; sending organisations: € -54,000 [-16.5 %]).  
<sup>160</sup> All volunteers were included in the analyses who were abroad with the weltwärts programme between 01.01. and 31.12.2015.  
<sup>161</sup> MV = € 844.49, SD = € 453.02, N = 64.

Figure 47: Detailed overview of overall monetary costs by actor and component in the budget year 2015



partner organisations or places of assignment, remuneration paid to mentors), volunteers’ living expenses in the host country (e.g. travel expenses, pocket money, or costs of accommodation), for the implementation of *weltwärts* at the organisation’s headquarters (e.g. rental, staff, administrative or material costs) and for other costs (e.g. the education programme, N = 64). Hence the total funding spent by sending organisations is somewhat higher than the resources made available for the cost component North-South assignments, of approximately € 773 per volunteer per month (€ 580 per

volunteer per month financed via the BMZ plus € 193 per volunteer per month from own funds).<sup>162</sup> This share from own resources is financed via donations (88.2 %), own funds (73.1 %), contributions from partners (15.1 %), foundations (4.3 %) and/or other sources <sup>163</sup> (10.8 %, N = 93; multiple responses possible).

Among other aspects, the volunteers were asked about the level of pocket money provided by the sending organisation during the assignment. They responded that they had received

<sup>162</sup> Here it is necessary to add that part of the costs shown are presumed to be covered by the cost component “regular accompanying measures” and post-assignment measures funding, as the case may be, and cannot be attributed unequivocally to the North-South assignments component. In addition, sending organisations can also claim administrative expenses, which are then financed as part of the programme. Moreover, as these costs are estimates by the sending organisations and showed strong variation (SD = € 449.2 per volunteer per month), the figures can only be seen as indicative of the true value of the costs.

<sup>163</sup> Contributions from the sponsoring church, from relatives of the volunteers, parents’ contributions, fundraising group donations, sponsoring members, fundraising, collections from the established regional church, solidarity campaigns, solidarity circle.

approx. € 155 per volunteer per month from their sending organisations (N = 2,290). They also stated that they had spent, on average, an additional € 34 per volunteer per month on board, lodging and travel expenses (N = 2,287) and around € 70 per volunteer per month on recreation (N = 2,286). Over the course of their stay they required approx. € 40 altogether for other expenditures, e.g. associated with selection procedures or for insurance coverage (N = 2,265).<sup>164</sup> The costs to be met by volunteers themselves thus amount to approx. € 104 per volunteer per month plus an additional amount of € 40 overall.

For these figures, it must be pointed out however that part of this relates to private activities which do not necessarily bear any relation to *weltwärts*. Likewise, the responses consisted of very varied estimated values, so that these figures once again should only be taken as indicative of the true values. At the same time it is pointed out that volunteers can potentially continue to receive child benefit during their assignment abroad, so that they might essentially have additional resources at their disposal.

On the sending organisations side, 11.8 % stated that as of 31.12.2015, their work to implement the North-South component was done exclusively by honorary staff members (N = 93). Of the sending organisations that do not work on a purely honorary basis, 87.5 % stated that their full-time staff were also supported by honorary staff (N = 72); there were approx. 17 honorary staff members on average (N = 63).<sup>165</sup> The average total number of hours worked on an honorary or voluntary basis for the implementation of the North-South component amounts to 72.9 hours/month.<sup>166</sup>

Additional work on activities carried out as part of the North-South component of *weltwärts* which are not, or not fully, eligible for funding, can arise in the following areas according to the sending organisations' responses (enumerated in descending rank order of responses): public relations work (80.6 %), partner work (77.4 %), management of civic engagement<sup>167</sup> (65.6 %), provision of places of assignment (24.7 %), other projects (7.5 %, N = 93; multiple responses possible).<sup>168</sup> The sending organisations stated that the working time devoted to other activities was an average of around 36 hours/month (N = 55). Of this around 23 hours/month is attributable to the implementation of the North-South component (N = 45).<sup>169</sup> During the survey of sending organisations, mention was likewise made of costs incurred in the form of unpaid overtime.

### Conclusion

Overall, the information presented in this chapter facilitates a transparent exchange about the costs of *weltwärts*. On the one hand, it shows the amounts contributed by both government and civil society to the overall costs of the programme, which are particularly concentrated on the North-South assignments cost component. On the other hand, it emerges equally clearly that over and above their respective shares from own funding, sending organisations and volunteers alike make minor additional amounts available from their own resources for the implementation of *weltwärts* or to participate in the programme.

<sup>164</sup> Additional information on the distribution of responses: money from sending organisations: SD = ca. € 91 per volunteer per month; board, lodging and travel costs: SD = ca. € 40 per volunteer per month; recreation: SD = ca. € 57 per volunteer per month; other costs: SD = ca. € 36 per volunteer per month. Other costs may be e.g. visa expenses, costs associated with the selection procedure, and recurrent costs (e.g. insurance coverage). Since volunteers were giving responses per year or per stay, the stated costs were divided by the average length of stay (11.21 months).

<sup>165</sup> MV = 17.3, SD = 29.8, N = 63.

<sup>166</sup> SD = 67.2, median = 41.7 hours/month, N = 71.

<sup>167</sup> This refers to making contact with and providing coordination, training and competence-building for returnees.

<sup>168</sup> Application management, fundraising, information seminars, small projects, assistance at sector conferences, in-situ support, and administrative activities.

<sup>169</sup> According to one expert's statements, voluntary work and additional costs are also substantial for sending organisations under the following headings (E16): seminar work carried out voluntarily by North-South or South-North volunteers, work by mentors or instructors within the partner organisation, participation in events, expenditures for volunteers' passports, gifts for hosts, partner visits, volunteers' insurance, funding procedures workshops for partner organisations, co-payments for medicines, mobile phone usage during emergency on-call duty, preparatory seminars in the country of origin, and expenditures incurred abroad without obtaining receipts.

## 6.2 Overview of results

- The absolute total costs of *weltwärts* (excl. South-North component) in 2015 amounted to approx. € 40.4 million (BMZ: € 31.3m; sending organisations: € 9.0m). The average costs between 2012 and 2015 were around € 35.9m (BMZ: € 27.8m; sending organisations: € 8.0m). In comparison to other international volunteer services in Germany, *weltwärts* is thus one of the most extensively financed international youth volunteer services.
- Between 2012 and 2015 the absolute overall costs of *weltwärts* rose by € 7.7m, i.e. 23.7 % (BMZ: € 6.0m; sending organisations: € 1.7m). This rise is mainly attributable to rising costs for North-South assignments and Accompanying Measures between the years 2013 and 2014. For the North-South assignments cost component, costs rose both for the BMZ and for the sending organisations; for Accompanying Measures, only the BMZ was affected by higher costs. This can probably be ascribed to the additional costs of the cross-organisational Accompanying Measures.
- The average rank order of the relative costs of the various cost components from 2012 to 2015 is: North-South assignments, Engagement Global programme implementation, cross-organisational and regular Accompanying Measures, Post-Assignment Measures, and BMZ programme implementation.
- Both sending organisations and volunteers incur costs in excess of the amount allocated via the programme and the specified contributions from own funds. Moreover, non-monetary costs arise in sending organisations in the implementation of the North-South assignments component: these can be allocated mainly to the areas of civic engagement and honorary staff for the implementation of the North-South assignments and the category of unpaid overtime. Major fluctuations are found in the responses of both volunteers and sending organisations, however, which may possibly be ascribed to differences within the organisational landscape. Accordingly, although these figures provide initial insights into the costs for sending organisations and volunteers, they still require further validation.



# 7.

## CONCLUSIONS AND RECOMMENDATIONS

## 7.1

### Relevance, and coherence, complementarity and coordination

In this chapter, conclusions are derived on the basis of the evaluation results, and recommendations formulated. For the evaluation criteria of relevance as well as coherence, complementarity and coordination, for this purpose *weltwärts* was initially considered in various contexts and assessed against other measures and instruments. In addition, the significance of single aspects of the programme for volunteers and sending organisations was analysed.

#### Considering *weltwärts* in its different contexts

Initially the significance of *weltwärts* in the following contexts was explored: as an instrument of development policy, *weltwärts* was contextualised in contemporary development discourses; as an instrument of development education work, it was compared with a series of other development education measures; and as an international youth volunteer service, it was viewed in the context of other international youth volunteer services in Germany.

#### The context of current development agendas

Based on the continuing development of *weltwärts* into a learning service following a first evaluation in 2011 (Stern et al., 2011), the objectives of *weltwärts* are consistent not only with the SDGs contained in Agenda 2030 but also with the priority areas of the Charter for the Future “ONE WORLD – Our Responsibility”. Clear links can be shown, for example, between *weltwärts* and Goal 4 of the SDGs (“Quality Education”). In addition, links to other SDGs can be established. Overlaps in content exist, for example, between the concept of Global Learning that informs the *weltwärts* programme and Goal 12 of the SDGs (“Sustainable Consumption”).

Definitive for these overlaps is the paradigm shift intrinsic to current development agendas towards a global concept of development, and the concomitant understanding of “Germany as a developing country”. This understanding corresponds with the focus of *weltwärts* on the volunteers’ learning and the intended effects in Germany that are expected to occur in the post-assignment phase. The steering and implementation

structure of *weltwärts* is also found to be mostly consistent with the new understanding of partnership postulated in the agendas. As a *Gemeinschaftswerk* [collective venture, in this case between state and civil society actors] implemented by civil society sending and partner organisations and jointly steered by BMZ, Engagement Global, advocacy networks of the sending organisations and volunteers’ representations, *weltwärts* fulfils the aspiration towards multi-actor partnerships.

Qualifying these findings, however, the evaluation results show that despite these clear overlaps, so far no explicit link to the SDGs or the Charter for the Future has been established in the *weltwärts* programme documents. Moreover, the ongoing development of the programme has proceeded largely independently of international discussions about potential opportunities for linkage between international volunteer services and the SDGs. Because of the overlaps in content, however, *weltwärts* can still be assessed as mostly relevant against the background of current development agendas.

In scientific articles dealing with *weltwärts* from the perspective of post-colonial theory, the programme is nevertheless criticised in relation to certain aspects of the partnership principle. Among other issues, on the individual level it is contended that – despite efforts within the education programme to address the global contextualisation of volunteers – the North-South component still harbours potential for the reproduction of stereotypes and racisms, and of colonial behaviour patterns and thought structures, due to the role assigned to volunteers, for instance. On the structural level, fault is found with the absence of partner involvement in the design and steering of the programme. There is awareness within the programme of these points of criticism, and they are being taken into account in the steering of the programme: since 2013 *weltwärts* has been doing more than other international volunteer services to involve partners in programme steering, by means of partner conferences, for example. Likewise, the continuing development of the South-North component following its evaluation will include the implementation of three partner workshops.

### *The context of other international youth volunteer services in Germany*

As an international development volunteer service for young adults, conceptually *weltwärts* has many unique differentiating attributes in relation to international youth volunteer services run by other departments of the German government (IJFD, *kulturweit*) or the European Union (EVS). Among its unique attributes are the link with development issues, the emphasis on post-assignment work and the participatory structure of the *Gemeinschaftswerk*. ASA, a BMZ-financed development learning and qualification programme dedicated to development cooperation, is the only programme with which content overlaps are found. ASA does not define itself as a youth volunteer service, however, and is aimed at a somewhat different target group. Accordingly, in conceptual and content terms, *weltwärts* is assessed as mostly complementary to other international youth volunteer services.

Overlaps do occur in the operational implementation of the various volunteer services, however, particularly between *weltwärts* and the IJFD. A share of the sending organisations send volunteers from both programmes abroad, sometimes placing them with the same partner organisations and at the same places of assignment. In countries to which both services send volunteers on assignment, this means that the programmes are only barely complementary in practice. Thus, while complementarity is currently found between *weltwärts* and the IJFD in conceptual and content terms, it is not manifested consistently in the practical implementation.

However, the evaluation also identifies unintended effects arising from these operational overlaps between *weltwärts* and IJFD: learning effects and quality improvements take place in the sending organisations when *weltwärts*'s stricter requirements are applied in practice to the IJFD.

Despite this, drawing on different funding programmes to finance the same places of assignment is problematic since it casts doubt on the complementarity of two programmes which differ in conceptual and concept terms and are run by different German government departments. This means that the substantive difference between the two services is being undermined in practice. It is also possible that additional

programme implementation costs are being incurred for duplicate assessments of places of assignment.

Since overlaps between *weltwärts* and the IJFD have been known about since the first evaluation of *weltwärts* (Stern et al., 2011) at the latest, an Interministerial Working Group convened by the BMFSFJ now coordinates the work of different international volunteer services in Germany. Furthermore, Engagement Global and the Federal Office of Family Affairs and Civil Society Functions (BAFzA) hold an annual consultation to prevent the double financing of placements. One recommendation formulated in the first *weltwärts* evaluation, to separate the host countries of the two services, was not implemented even though the BMZ by its own account supported it. The evaluation results show that the coordination approach now adopted should be continued and intensified with the objective of establishing complementarity between international youth volunteer services in practice.

*The context of other instruments of development education work*  
*weltwärts* has a dual link with development education: on the one hand, volunteers themselves have the opportunity to learn from participating in *weltwärts*, and on the other hand, through their activities after returning from assignment they contribute to development education work in Germany. *weltwärts* provides financial support for post-assignment activities under its Post-Assignment component. Consisting of a regular Post-Assignment fund and a Small-Scale Measures fund, the Post-Assignment component has only a few unique attributes differentiating it from other instruments of development education work in Germany. In terms of content, barely any differences can be identified between *weltwärts* Small-Scale Measures and WinD and the AGP, or between regular *weltwärts* Post-Assignment Measures and the FEB. One principal difference is the exclusivity of access to the Post-Assignment component for (former) *weltwärts* participants. As a consequence, there is the formal possibility of gearing the funding and the administrative conditions towards the needs of returnees. Nevertheless, the two funds making up the *weltwärts* Post-Assignment component and the other funding programmes mentioned are not complementary to one another because of the clear overlaps in their content.

Even before the conclusion of the evaluation, reorganisation of the funding portfolio for development education work was initiated in order to simplify existing funding offers and to exploit synergies. At the same time, according to the BMZ, existing measures for returnees were to be retained. The reorganisation involves integrating the Post-Assignment fund into the FEB and the Small-Scale Measures fund along with WinD into the AGP, and is scheduled to be implemented at the start of 2018. This step is thus in keeping with the present evaluation results and conclusions.

#### Significance for volunteers and sending organisations

In order to assess the relevance of the programme for volunteers and sending organisations, some core programme elements were analysed to establish their appropriateness to needs. Some of the aspects considered were the motivation structures of volunteers, their use of the Post-Assignment component, the assignment of volunteers under the North-South component, financial support from the Post-Assignment component, the steering structure and the administrative conditions.

#### *The significance of programme aspects for volunteers*

The motivations to take part in a volunteer service are divergent for *weltwärts* volunteers and for volunteers under the age of 29 who choose one of the national volunteer services (BFD/FSJ/FÖJ). Their substantive interest in the thematic focus of the given volunteer service can be identified as the main difference. As a programme with a development-policy purpose, *weltwärts* is explicitly targeted at persons with an interest in this emphasis. In keeping with their motivations, the service therefore meets the needs of volunteers and can be assessed as entirely relevant for them.

Returnees show an above-average frequency of civic engagement. This special strength of *weltwärts* could be developed even further, however, in order to achieve outcomes in Germany. The evaluation results show that volunteers barely make any direct use of funding from the Post-Assignment component, which is the framework for awarding financial support for activities in Germany. This indicates that the need appropriateness of the funding is limited and shows that it is correspondingly only of low relevance. At the same time,

returnees are found to have a strong interest in follow-up measures, e.g. seminars or training courses going beyond the standard education programme. This result – the low level of need-appropriateness alongside the high level of interest from volunteers – should be considered during the restructuring of the *weltwärts* Post-Assignment component to ensure that the volunteers' needs are met.

#### *The significance of programme aspects for sending organisations*

For one-third of sending organisations, development education work beyond the regular seminar programme, one of the core areas of post-assignment work, is not part of their work. Of the two-thirds of sending organisations that are decidedly active in the field of development education work, fewer than half take up financing from the *weltwärts* Post-Assignment component. Applications for consortium-based, i.e. cross-organisational, measures are only submitted in rare instances. Also the Post-Assignment component funding is not completely used up every year. However, the finding that sending organisations on average express moderate satisfaction with the Post-Assignment component is indicative of the ambivalence of the results in this area. Consequently the Post-Assignment component is currently of moderate relevance for sending organisations.

One of the unique features of *weltwärts* that notably contrasts with other international youth volunteer services is its steering structure as a *Gemeinschaftswerk*. Potential for improvement is found, however, with regard to its significance for sending organisations: not all sending organisations are fully familiar with all the committees of the *Gemeinschaftswerk*. Also, because of the current mode of representation through advocacy networks, membership of which is voluntary, there is no certainty that all sending organisations with an interest are directly or indirectly represented on the Programme Steering Committee. Furthermore, a share of the sending organisations perceive the *Gemeinschaftswerk* principally as a steering and control structure and express the desire for cooperation to be more strongly informed by respect and equality, for greater appreciation of the sending organisations' competences and more trust in and recognition of their own work. For many, mainly smaller sending organisations, constraints on their time and human resources mean that involvement in the



*Gemeinschaftswerk* is a challenge. Overall, the steering structure is therefore of moderate relevance for sending organisations.

Sending organisations consider the administrative workload involved in implementing *weltwärts*, e.g. for the submission of applications for volunteer places and the fulfilment of reporting obligations, to be no greater than for other volunteer services. In contrast, the workload involved in implementing quality and security requirements in the course of the consolidation phase has grown continuously and is perceived to be high. This puts pressure on under-resourced sending organisations in particular. For this reason the administrative conditions only partly meet the needs of the sending organisations and are therefore found to be of moderate relevance for them.

This result points to a fundamental tension: the desire of many sending organisations for more autonomy is counterbalanced by high quality standards and security expectations, which partly go back to the first evaluation of the programme (Stern et al., 2011) and were implemented in its adaptation phase. The quality standards and security expectations, which in the broadest sense also comprise the *Gemeinschaftswerk*, go hand-in-hand with rising demands upon sending organisations, which often drive smaller, under-resourced sending organisations to the very limit of their capacity. This increases the probability that they will leave the volunteer service, and the diversity and heterogeneity of the civil society organisations involved in the programme will decline as a consequence. For this reason, the challenge that arises for the programme is to uphold the high quality standards and security requirements of the volunteer service while at the same time – as far as possible – maintaining and supporting the breadth and diversity of the civil society implementing organisations.

## 7.2

### Effectiveness and sustainability for volunteers and in Germany

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On the basis of the Programme Theory produced for this evaluation, the analysis focused on the intended and unintended effects on volunteers of participating in *weltwärts* and the persistence of such effects, as well as outcomes of the programme in Germany.

#### Outcomes for volunteers and sustainability of the outcomes

##### *Individual outcomes for volunteers*

Volunteers participate in *weltwärts* on an honorary basis, voluntarily undertaking 1 year's service at a place of assignment in so-called developing countries. In the course of participating in *weltwärts* they learn and change in relation to their host country and towards people from the host country. They enhance their knowledge about the host country, acquire foreign language skills, develop their perspective-taking ability and empathy vis-à-vis people from the host country and come to have a more positive attitude towards them.

In contrast to these findings, other results show that there is potential for improvement regarding the transfer of what has been learned with specific reference to the host country to a larger group of people or to other countries: volunteers' knowledge about other countries generally and their competences and attitudes towards people from other cultures do not change. General perspective-taking ability towards people from other cultures is even found to decrease. Possibly these results indicate that volunteers relativise their pre-departure high assessments on the basis of their experiences in the host country. A conscious rejection of generalising statements by returnees would be another possible explanation. Potential effects of this kind – a more realistic assessment of knowledge, competences and attitudes or more avoidance of generalisations – could be consistent with the objectives of the programme but are not yet contained in the current Programme Theory, which was drafted jointly with this evaluation's reference group.

Potential for improvement is also found in other areas of the volunteers' learning. As a result of participation in *weltwärts*,

their attitudes towards the cultural diversity of German society – multiculturalism or diversity beliefs, for example – do not change. Personality aspects such as their openness or self-efficacy also remain unchanged. A possible contributory factor may be that volunteers already have preponderantly positive attitudes towards cultural diversity before they depart on assignment, leaving barely any scope for further enhancement as a result of *weltwärts*. Likewise for openness and self-efficacy, departing volunteers exhibit very high values already. It may be that instead of additional growth, what occurs is a stabilisation or consolidation of attitudes and personality aspects. Potential effects of this kind are not yet included in the current Programme Theory.

With regard to the intended effects, overall the evaluation results demonstrate that it is possible to identify both areas in which volunteers learn and change and areas in which no change can be observed. Accordingly, participation in *weltwärts* is of moderate effectiveness overall for volunteers.

In addition, there are signs indicating that the programme has unintended effects: in some cases, returnees display paternalistic or patronising attitudes vis-à-vis people from the host country. Furthermore, the group discussions gave pointers to other occasional unintended effects; for example, devaluing of people in the host country, volunteers' consideration of their identities as Germans, and critical reflection on development cooperation. At the same time, however, the quantitative results also show some positive unintended effects in line with the Programme Theory: exoticisation of people in so-called developing countries, i.e. unreflected idealisation and construction of them as fascinating and different, is found to diminish.

#### *Civic engagement, sustainable consumption and occupational orientation of volunteers after returning from assignment*

*weltwärts* achieves particular effectiveness on the dimension of civic engagement by volunteers. As a result of their participation in *weltwärts*, volunteers more frequently undertake civic engagement with a link to development issues – in other words, their civic engagement changes in thematic emphasis. Because of this clear shift, the programme can be assessed as mostly effective, although the share of civically engaged volunteers does not increase post-assignment. Again,

the frequency and extent of volunteers' civic engagement is already above average before they depart on assignment.

Returnees frequently undertake civic engagement in the field of development education work. A possible hurdle for *weltwärts* to overcome in order to foster such engagement is that only a share of sending organisations implement activities in this area beyond the regular seminar programme. *weltwärts* only partially exploits the returnees' full potential for civic engagement linked to development issues.

Volunteers' interest in working in development cooperation is already very high prior to departure – over 90 % of departing volunteers express interest in such work. However, a further increase – in keeping with the policy of “fostering young talents in the occupational field of development cooperation” specified in the *weltwärts* funding guideline (BMZ, 2016a, p. 4) – cannot be observed; in this respect the programme is assessed to be of little effectiveness. Nevertheless, the level of interest remains very high even post-assignment. This may be an indication that it stabilises. Evidence also emerged from the group discussions that the stay abroad facilitates some general occupational orientation. This outcome dimension is still under-specified in the Programme Theory.

#### *Outcomes for volunteers in line with the concept of Global Learning*

As mentioned in Section 1.2.3., for the purpose of this evaluation Global Learning is defined as “forming individual and collective competence for action in the spirit of global solidarity”, “respect for other cultures, ways of life and world-views”, as reflection on “one's own positions” and as empowerment to find “sustainable solutions [...] for common problems” (VENRO, 2000, p. 13). The effects on the dimensions of knowledge about the host country, the ability to adopt the perspective of people from the host country, positive attitudes towards people from the host country and engagement with development issues indicate that volunteers change to some extent in line with the concept of Global Learning. In other constructs that can be associated with the concept – for example, knowledge about different/additional countries, intercultural self-efficacy, multiculturalism, diversity beliefs or global identity – no evidence of effects was found.

### *Influencing factors: individual outcomes for volunteers and their civic engagement post-assignment*

The evaluation shows that intercultural encounters between volunteers and people from the host country, experiencing the realities of life in the host country and the necessity of finding one's bearings and acclimatising to the place represent key factors conducive to knowing more about the host country, for specific perspective-taking ability and for positive attitudes towards people from the host country. Other favourable factors are appropriately challenging tasks at the place of assignment, a positive assessment of *weltwärts* overall, and satisfaction with the accommodation, as well as being accommodated with a host family. The evaluation thus shows that factors directly associated with the design of *weltwärts* substantially influence volunteers' learning.

At the same time, everyday experiences and encounters are just as important. On top of the comparatively passive "experiencing" of the host country, a particularly important factor is interaction at eye-level, during which volunteers and people from the host country meet each other in mutual respect and are interested in learning about and from one another without being reduced to their place of origin (cf. Box 6). It is also found that volunteers can make productive use of both positive and negative contact experiences for their learning.

Indications emerged in the group discussions that the majority of volunteers can establish contacts at eye-level mainly when they are able to overcome role attributions ("being foreign", "being white") by people from the host country, as volunteers are confronted with these in everyday life while abroad. The group discussions also yielded signs indicating that there is potential for a generalised devaluation of people from the host country to occur if this is not achieved.

The evaluation results show that intercultural contact is equally significant for the engagement of volunteers in development issues. Likewise, the seeing and experiencing of local inequalities in the host country and satisfaction with the education programme are favourable for this type of engagement.

### *Sustainability of individual outcomes*

Overall the results show that individual effects are mostly persistent: on the outcome variables analysed in the individual domain, only occasionally do significant differences occur among all the returnees in the study. This can be assessed as an indication that knowledge, competences and attitudes of returnees at longer time-intervals after participation in *weltwärts* do not differ from the knowledge, competences and attitudes of returnees who participated in *weltwärts* more recently. Similarly the share of returnees whose civic engagement has a strong or very strong link to development issues remains stable. In contrast, the share of civically engaged persons among volunteers who participated in *weltwärts* in earlier years is lower than among volunteers who have only returned recently. Civic engagement is thus found to be of moderate persistence only. However, this is also a reflection a general trend that shows a decline in engagement with rising age.

As a caveat, it is noted that the study was comparing people from different cohorts with each other; a comparison with the same individuals' dispositions before they departed on assignment could not be carried out. Causal attribution of the persistent effects to *weltwärts* is not therefore possible.

### *Influencing factors: sustainability of individual outcomes*

High values for individual knowledge and individual competences and attitudes over lengthening time-intervals since the *weltwärts* experience correlate with encounters with people from the host country, accommodation, seeing and experiencing local inequalities, personal motivation, and repeated engagement with the host country. Indications that the country or regional context has an influence can also be found. Overall and across all outcome dimensions, nostalgia about the *weltwärts* experience is pivotal for the persistence of knowledge, competences and attitudes. When volunteers feel that the stay abroad has made a lasting impression, this can act as a "mainspring" for ongoing involvement with the host country, maintenance of the relationships formed there, and for continuing engagement with development issues. This suggests the conclusion that repeated consideration of the *weltwärts* experience from different aspects can stabilise the values for knowledge, competences and attitudes.

### Outcomes of the programme in Germany: effects on the volunteers' social circles

The evaluation results show for the first time that the participation of volunteers in *weltwärts* can result in changes in other people in their social circles: for instance, parents as well as friends can acquire knowledge about the host country. Changes are also found in the attitudes of parents and the empathy of friends towards people from the host country. Since not all the changes that occur in volunteers are passed on to other people, in terms of its effects in volunteers' social circles the programme is of moderate effectiveness. Nevertheless, to have shown evidence of effects on this dimension is a first for a development volunteer service.

Volunteers interact very frequently with the people closest to them about their experiences during the stay abroad and about development issues. However, the extent of this interaction is not the determining influence for these people's acquisition of knowledge or positive attitudes towards people from the host country. On the contrary, the favourable influences are these other people's prior experiences and (previous) attitudes.

In group discussions, volunteers referred to the fundamental difficulty of communicating experiences, which limits their opportunities to pass on knowledge, competences and attitudes. The evaluation thus provides first indications of the potential of effects in the social circles of volunteers. At the same time, it is shown that this potential still cannot be fully exploited if, among other reasons, volunteers lack the communicative capabilities and parents and friends lack the relevant prior experiences.

### Outcomes of the programme in Germany: strengthening of civil society

The strengthening of German civil society is one of the three outcome domains of the programme in Germany. Organisations which took *weltwärts* as the impetus to enter the field of international volunteer services benefit most from the (international) network-building and strengthening opportunities that the volunteer service provides. In organisations that were already sending volunteers abroad prior to *weltwärts* and those with church-based/denominational backgrounds, barely

any increase in relationships with other (national) organisations is shown but existing contacts are found to be intensified. Hence, *weltwärts* can be both a "door opener" to international and national networks for sending organisations and can bring about consolidation of the existing networks. Overall, *weltwärts* is therefore entirely effective in this area.

## 7.3 Cross-cutting question on equitable participation in *weltwärts*

During the follow-up process to the first evaluation (Engagement Global, 2014a; Stern et al., 2011), *weltwärts* embarked on intensive measures to address broader and more diverse groups within the population. In 2012 a "Concept for the diversification of target groups in the *weltwärts* programme" (Engagement Global, 2015a) was put in place and in 2015 (following a pilot phase from 2012 to 2014) competence centres for people with disabilities and people with vocational qualifications were established. A third competence centre for people with so-called migrant backgrounds was in the process of securing funding and being established at the time of data collection. In this way *weltwärts* has created structures aimed at enabling a larger number of different population groups to participate in the programme. Furthermore, *weltwärts* makes financial resources available for targeted outreach to and support of these groups.

The particular significance of this area of activity for the *weltwärts* *Gemeinschaftswerk* can be exemplified by the aspect of inclusion of people with disabilities. For instance, the role of a development volunteer service that is inclusive with particular regard to this group of people is explicitly mentioned in the BMZ's "Action plan for the inclusion of persons with disabilities" (BMZ, 2013), and the activities in this area can be considered exemplary within German development cooperation (Schwedersky et al., 2017).

This proposition of *weltwärts* to be accessible to all population groups is not yet being taken up by all groups in equal measure. The rate of participation in *weltwärts* is disproportionately high in the following groups: women; persons under the age of 19; *Abitur*-holders (university-track school leavers); people with

a Christian faith; persons who grew up in western Germany; persons who self-identify as upper class; and people without disabilities. Moreover, *weltwärts* volunteers are more willing to take risks, more open, more left-leaning politically and have a more pronounced interest in development issues than people in the demographically representative comparison group.

That said, however, the extent to which the different groups are over-represented varies. Of the population groups that *weltwärts* targets through competence centres, only the group of people with so-called migrant backgrounds (according to the Federal Statistical Office's definition) is not under-represented per se in *weltwärts*. It is rather the case that their low representation is associated with other factors (which can of course be migration-related); their religion or education, for example. This result points to the fact that the group of people with so-called migrant backgrounds is not homogenous and needs to be differentiated for the purposes of considering their participation in *weltwärts*. When "people with migrant backgrounds" are talked about in the context of *weltwärts*, it is possible that mainly people of the Muslim faith and people of colour are implicitly meant. This interpretation is supported for example by the finding that people of another (i.e. non-Christian) faith are under-represented in the programme. Comments made by the interviewed experts also support this interpretation.

Overall *weltwärts* has not yet achieved the objective of enabling equitable participation of diverse population groups. This result must be considered in the context of other forms of civic engagement. It is then clear that the same is true of Germany's national volunteer services, i.e. participants are not evenly distributed across all population groups, as the German Survey on Volunteering 2014 (Simonson et al., 2017) reveals. In the same report, however, it is pointed out that participation in a volunteer service can provide an impetus for later civic engagement, particularly for people with low educational attainment (Vogel et al., 2017). This supports even more vigorous pursuit of the path taken by *weltwärts* towards the inclusion of diverse population groups.

There is a risk because of the persistence of the current selectivity that *weltwärts* is being perceived as a service only

open to certain population groups and making other groups feel excluded. In respect of people with disabilities, with vocational qualifications and with so-called migrant backgrounds, various causes were identified: many people in these groups only have limited or biased information about *weltwärts*, or none at all. An additional impediment is the implementation of the programme which is largely tailored to the group of *Abitur*-holders – expressed, for example, in the nature of the education programme, the duration of the service abroad or the contributions to financing. Added to that, individuals' life plans and societal structures can render participation more difficult or make it seem unappealing.

To enable a broad target group to participate in *weltwärts* is also a worthwhile objective from the viewpoint of outcomes, as the results of the present evaluation show. In the event that people belonging to the groups that are under-represented in *weltwärts* do participate in the programme, there is similar evidence of positive outcomes. People with so-called migrant backgrounds and with vocational qualifications learn and change in the course of their *weltwärts* service just as much as people without so-called migrant backgrounds and without vocational qualifications. As a caveat, results are found in certain single constructs only which suggest that the given effects may not occur in persons with vocational qualifications. Accordingly, it is mostly the case that people from different population groups benefit equitably from the programme's positive effects.

## 7.4 Efficiency

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Under the efficiency criterion, the evaluation places an emphasis on the transparent recording and presentation of the costs of the programme (excluding the South-North component). *weltwärts* is the most extensively financed volunteer service in Germany. Over the years the funding of *weltwärts* can also be observed to have risen continuously. In the period 2012–2015 this was mainly the case in the categories of North-South assignments, programme implementation costs at Engagement Global, and Accompanying Measures. This rise in costs can be attributed to the slightly growing number of volunteers and the increase in activities in the

category of Accompanying Measures, often implemented programme-wide to improve the quality of the programme. Accordingly, the rise in costs specifically expresses the increasing quality standards and the resultant complexity of the programme.

The presentation of costs also illuminates the substantial monetary and non-monetary contributions made by civil society sending organisations for the implementation of *weltwärts*. In the year 2015, the monetary amount contributed by civil society organisations from their own funds alone amounted to approximately 9.0 million euros. In addition, sending organisations also incur monetary and non-monetary costs that are not reimbursed by the programme. While the average spending of sending organisations only minimally exceeds the contributions of the programme, the opportunity is taken here to draw attention to the substantial share of work done on an honorary basis as a non-monetary contribution from sending organisations.

## 7.5 Recommendations

Overall, *weltwärts* is a developmentally relevant and in some respects effective and sustainable international volunteer service. These recommendations pick out identified strengths which should be built upon and potentials for improvement which should be utilised. The recommendations are derived from single or multiple results and conclusions of the evaluation. A structure has been followed in presenting the recommendations, whereby each one starts with a description of the broad overall direction of advisable changes derived from the empirical results of the evaluation. Concrete recommendations for implementation are then made, which are addressed to the given actors responsible.

### 1. Jointly continue to develop the Programme Theory:

After the first evaluation of the programme, collectively upheld objectives of *weltwärts* were formulated as part of the follow-up process and documented in strategy documents and funding guidelines.

The present evaluation results show that outcomes chosen for analysis do not occur on all the selected dimensions, objectives may have been formulated too ambitiously, and outcomes that are actually intended (e.g. the stabilisation of attitudes) are not incorporated in the Programme Theory. Therefore the objectives of *weltwärts* should continue to be developed jointly, underpinned with indicators and collectively upheld by all the actors involved in the programme. The continuing joint development of the Programme Theory can also contribute to more effective implementation of the formulated objectives by all actors. The Programme Theory to be drafted should contain the collectively upheld and overarching principles of the programme which guide the actions to be taken by sending organisations in implementing the programme. At the same time, within this framework it should remain possible for sending organisations to choose their own focuses in terms of content.

- **Recommendation 1.1:** The PSC should work jointly with a clearly defined group of sending organisations, partner organisations and returnees to develop a Programme Theory for *weltwärts* that is realistic and supported by them all, and should collectively steer the programme on this basis. It should draw upon existing programme documents and drafts of the Programme Theory as well as scientific findings on the effectiveness of similar services, e.g. from such fields as research into mobility programmes, contact research and education research.
- **Recommendation 1.2:** The actors involved in generating the Programme Theory should ensure that the formulated objectives relating to individual outcomes are realistic and appropriate, and can be analysed empirically. Findings from the evaluation suggest the need to limit the number of outcomes, formulate outcome hypotheses precisely, and identify clear indicators. Not just increased levels, but especially also the consolidation and stabilisation, of individual knowledge, attitudes and competences should be considered as possible outcomes. The appropriate transfer of specific knowledge to other contexts should also be examined as a possible outcome. In addition, the objectives pertaining to the occupational orientation of volunteers should be reviewed.

**2. Regularly review outcomes:** Currently, programme progress and outcomes achieved by *weltwärts* are recorded in the course of a regular process-oriented survey of volunteers and regular cross-cutting evaluations and component-specific evaluations. Sending organisations can also set up their own independent instruments to record programme progress.

Since the evaluation results indicate that outcomes are not being achieved in all the areas investigated, and that objectives should be reformulated (see Recommendation 1), it is recommended that steering and implementation processes and outcomes of *weltwärts* be reviewed regularly with the help of a collectively upheld monitoring and evaluation (M&E) system. This represents an opportunity for volunteers as well as sending and partner organisations to contribute their view of the volunteer service to the Programme Steering Committee's discussions.

The M&E system should be tailored to the needs of the programme, respect the principle of data economy, minimise workload by building on existing instruments, and not overload the limited resources for programme steering. At the same time, international standards demand that the M&E system does not remain on the process level but also permits the review of outcomes.

- **Recommendation 2.1:** The PSC should develop a conception for an integrated M&E system that defines which data collection will be implemented centrally and which data will be collected decentrally. The existing data collection routines of the actors involved as well as the systems operated by similar programmes should be taken into account for orientation purposes.
- **Recommendation 2.2:** As an element of the M&E system, the PSC should systematically continue to develop the process-oriented monitoring used by the *Gemeinschaftswerk* and enhance it with aspects of outcome-oriented monitoring. For this purpose a regular but not necessarily annual longitudinal survey of volunteers is necessary.
- **Recommendation 2.3:** As a further element of the M&E system, the PSC should examine means of collecting

data with and from partner organisations. For example, partner conferences could be used systematically for surveys of a qualitative or quantitative nature.

**3. Extend contact opportunities in the host country:** Current *weltwärts* strategy documents refer to the fact that encounters between volunteers and people the host country are an important factor for volunteers' learning. The evaluation results show that contact at eye-level is the most significant conducive factor for the learning and personal changes that volunteers experience. Therefore *weltwärts* should go further in emphasising the significance of contact, and systematically enable volunteers to have encounters at eye-level with people in their host country.

- **Recommendation 3.1:** The PSC should systematically embed encounters as the key mechanism of learning in the programme documents, the Programme Theory and publicity material about the programme.
- **Recommendation 3.2:** Sending organisations should systematically engage with the question of how contact at eye-level can be accomplished in the implementation of *weltwärts*. They should also examine how encounters at eye-level can be facilitated in the education programme, the tasks at the place of assignment and the accommodation in the host country, even more vigorously than in the past. An important prerequisite for contact at eye-level is to deal productively with – both negative and positive – role attributions in the host country and with possible negative experiences of contact.
- **Recommendation 3.3:** Sending organisations that also host volunteers participating through the South-North component should examine what systematic potential exists for contact between North-South and South-North volunteers (e.g. during education programme seminars), and exploit this.
- **Recommendation 3.4:** The PSC should examine how, in the course of volunteer assignments, new approaches can be explored in order to facilitate encounters at eye-level. For example, pilot projects might be used to introduce tandem models in which volunteers from the Global South systematically collaborate with

North-South *weltwärts* volunteers on projects in countries of the Global South.

- 4. Strengthen effectiveness in Germany:** The focus of *weltwärts* on outcomes in Germany represents a unique feature in comparison with other German international volunteer services for young adults. Despite the central programmatic significance of this phase and the high potential resulting from the returnees' above-average levels of engagement, however, as yet there is a comparatively low level of structuring to reflect this in practice. There is barely any take-up by volunteers of existing instruments to finance engagement in line with the overarching outcomes envisaged by the programme.

*weltwärts* can make even better use of returnees' strong engagement by conceptually extending the post-assignment phase, developing systematic and programme-wide offers and making participation more binding. For example, binding offers and promotion of seminars or workshops during the post-assignment phase could lead to greater take-up of such offers than in the past. The overarching aim should be to empower an even larger share of volunteers for effective engagement, thus enabling programme outcomes within Germany to be achieved in a more targeted way.

- **Recommendation 4.1:** The PSC should conceptually strengthen the structuring of the post-assignment phase of *weltwärts*. The conceptual structure should take account of different phases in the lives of returnees. During implementation they should receive obligatory information from sending organisations about the conceptual structure, and develop proposals for designing their own post-assignment phase.
  - **Recommendation 4.2:** The PSC should examine ways in which the role of all volunteers as multipliers in the public sphere can be strengthened. It is recommended that all volunteers participate in at least one further seminar at a time-interval after returning from assignment. During this seminar, volunteers could be trained as multipliers. It should not necessarily be facilitated by the former sending organisation. The aim should be to build greater competence in returnees to carry out projects in the field of development education work after returning from assignment.
  - **Recommendation 4.3:** The PSC should seek creative ways in which all volunteers – regardless of whether or not their particular sending organisation is active in development education work – can be motivated to apply their civic engagement to development issues and development education work, and can be supported in such efforts. During this process, attention should be given to the entire spectrum of activities in the field of development education work. Consideration should be given to regional groups, for example.
  - **Recommendation 4.4:** The PSC and sending organisations should strengthen effects in the social circles of volunteers. Sending organisations should support volunteers on the issue of communication within their social circles (for example, as a unit in the education programme). Parents could also be sensitised to learning fields relevant to volunteers.
  - **Recommendation 4.5:** The PSC should examine how much significance the programme attaches to occupational competence-building and orientation. There is a tension between the objective of fostering new talent in the field of development cooperation and the role of volunteers in raising development issues in a broader range of occupational contexts. Both aspects – if effects of this kind are desired – should be more firmly underpinned with concrete activities.
- 5. Intensify the pursuit of diversity:** *weltwärts* endeavours more than almost any other international youth volunteer service to address a diverse target group and to enable participation in the programme for all. This aim should be carried forward and pursued with intensified effort.

The evaluation results show that different population groups continue to be under-represented in the programme. Although the diversity of participants in other international volunteer services is similarly limited, the focus on development education in Germany in particular requires the programme to be broadly anchored in the population. This aside, it is important to exclude any discrimination



caused by *weltwärts*'s structures and to continue to remedy information deficits as far as possible. The aim should be to make it possible for all persons in the target group to make an informed decision on participation, unaffected by disabling structures. At the same time, numerical targets for certain population groups in *weltwärts* should be avoided and volunteers should not be selected exclusively on the basis of belonging to particular groups. The *Gemeinschaftswerk* should vigorously and steadfastly persevere with the efforts it has already embarked upon to diversify the participants in *weltwärts*.

- **Recommendation 5.1:** All actors involved in the *Gemeinschaftswerk* should consistently review their steering, planning, selection, support and assessment of places of assignment, and eliminate any barriers to participation in *weltwärts* by persons from different groups. In this regard, attention is drawn to examples such as the periods of time spent abroad, the approaches adopted for the education programme, and particular selection criteria – sometimes specific to the sending organisation – such as prior experience of civic engagement.
- **Recommendation 5.2:** The PSC should take a more differentiated view of the target group of people with so-called migrant backgrounds and define it clearly for its own purposes. Outreach to the people concerned and sensitisation of actors involved in the *Gemeinschaftswerk* can then be carried out in a more targeted way. Potential overlaps between socio-demographic factors, for example between so-called migrant backgrounds and educational attainment, should also be borne in mind.

**6. Jointly continue to refine the programme's development profile:** The development profile of *weltwärts* was further refined after the first evaluation, at which time a focus was placed on the volunteers' learning and the transmission of their knowledge and their changed attitudes and competences in Germany.

In setting this objective, *weltwärts* is in keeping with current development agendas. The evaluation results also show, however, that continuing development of the

programme proceeded largely independently of international discussions and that relevant links have not yet been made explicit in programme documents. Since development issues contribute to the relevance of the programme for volunteers, *weltwärts* should continue to refine its development profile and apply it more consistently in the assignment of volunteers. The aim of more precisely defining the development orientation should likewise be to enhance the complementarity between *weltwärts* and other international volunteer services, particularly the IJFD.

- **Recommendation 6.1:** The PSC should continue and intensify its review of the development profile of the *weltwärts* programme. The aim should be to define the *weltwärts* programme's understanding of development. Among other aspects, further deepening of the partnership principle in the course of North-South assignments should be examined.
- **Recommendation 6.2:** Sending organisations should examine how to strengthen the systematic incorporation and implementation of links with development issues in the design of places of assignment.
- **Recommendation 6.3:** The PSC should engage with international and national development agendas and establish links to Agenda 2030 and the Charter for the Future in the programme documents and programmatic objectives of *weltwärts*.
- **Recommendation 6.4:** The PSC and the actors of the *Gemeinschaftswerk* should participate systematically in international discourses on development volunteer services and seek exchange with other countries' development volunteer services for young adults. Overall, it should be ensured that lessons can be learned from the experiences of other services and the programme's own experiences can be made available to other international actors.
- **Recommendation 6.5:** The BMZ should join forces with the coordinating ministry, the BMFSFJ, to drive forward the cross-departmental coordination of international volunteer services. The aim should be to establish complementarity between international youth volunteer services, particularly between *weltwärts* and the IJFD.

The coordination should (a) sharpen the focus of the *weltwärts* programme's development profile on the overarching level, (b) identify and exploit potentials for reciprocal learning and improvement, and (c) monitor the use made by sending organisations of different sources of state financing for international volunteer services. Reducing the offerings of any one of the services should not be an aim of the process. The aim should rather be to ensure the complementarity of places of assignment. It is also recommended that the complementarity of the two volunteer services be reviewed after five years and – if more distinct operational complementarity cannot be achieved in any other way – that the host countries of *weltwärts* and the IJFD be separated. At the same time, the number of volunteer places in total and per country should be safeguarded.

#### 7. Enhance complementarity among BMZ-funded programmes:

Within Engagement Global there are a series of intersection points of different but related programmes of development education work. Several funding programmes exist which exhibit great similarities to the financing of post-assignment activities within the scope of the Post-Assignment fund and the *weltwärts* Small-Scale Measures. The evaluation recommends the harnessing of synergies between the programmes in order to address the shortfall in complementarity.

- **Recommendation 7.1:** Before the present evaluation was concluded, the decision was already taken to combine *weltwärts* Small-Scale Measures with WinD and the AGP and to integrate Post-Assignment Measures into the FEB. When implementing this reorganisation the BMZ should take into consideration the need for the essential substance of offerings for volunteers and sending organisations to be maintained and continuously developed in line with Recommendation 4 (Strengthen effectiveness in Germany) in order to facilitate low-threshold and need-appropriate offerings.
- **Recommendation 7.2:** Engagement Global should identify and exploit potential for more intensive exchange between *weltwärts* and the ASA-programme in

order to facilitate reciprocal learning from experience. Attention is drawn to examples such as systematic inter-departmental exchange about experiences in the fields of the education programme, monitoring, post-assignment work and the thematic emphasis of the places of assignment.

- 8. **Consolidate the *Gemeinschaftswerk*:** The evaluation results show that the steering structure of the *Gemeinschaftswerk* represents a unique feature in contrast to other international youth volunteer services. It opens up a space in which civil society and governmental organisations, volunteers and partner organisations can collectively define how a development volunteer service can be designed and supported in the era of the SDGs. The *Gemeinschaftswerk* should therefore be retained.

Although even now it amounts to a unique and complex participation structure, the evaluation results identify potential improvement with regard to its significance for sending organisations. On the one hand, the sending organisations' perception of the *Gemeinschaftswerk* can be improved. Results show that some sending organisations perceive the *Gemeinschaftswerk* as a control structure and express the desire for more equality in the steering of the programme. Furthermore, not all sending organisations are familiar with all the *Gemeinschaftswerk*'s committees. On the other hand, the structural integration of sending organisations can be improved. Not all sending organisations have equal representation on the Programme Steering Committee, since membership of advocacy networks is not obligatory. Thus, certain organisations do not currently have any say in steering via the mandated representative bodies.

Accordingly, the *Gemeinschaftswerk* should be strengthened to the effect that all actors involved in *weltwärts* collectively shape and support it. The prerequisite for this is to organise cooperation within the steering committee in such a way that sending organisations can contribute their experiences equitably and that decisions are made and upheld collectively. At the same time, it also implies a commitment on the part of all actors to contribute

to this joint further development. Moreover, the participation structure should facilitate participation or representation of all interested organisations. Consideration must be given here to maintaining capacity for action and not building up new participation structures, but rather, deepening equitable cooperation within the existing structures.

- **Recommendation 8.1:** The PSC should intensify its efforts to ensure that decisions are taken collectively and are perceived and supported as joint decisions by all the actors involved. In particular, due regard should be given to the accrued experience of the sending organisations. An additional aspect that should be examined is how this consideration of experience can be formally anchored in decision-making processes.
- **Recommendation 8.2:** The PSC should examine how it may continue and intensify the facilitation of low-threshold participation for all sending organisations, partner organisations and volunteers, for example by appointing representatives onto the steering committees of *weltwärts*. Where material barriers impede participation – as is the case for under-resourced sending organisations –

a review should be undertaken of how these can be eliminated with support from the BMZ.

- **Recommendation 8.3:** All actors involved in the *Gemeinschaftswerk* should examine their means of participating in questions relevant to steering. All sending organisations should contribute actively to the continuing development of the programme, as far as their means allow.

**9. Publish civil society's contributions:** To support common identification with the *Gemeinschaftswerk* by all actors involved in the programme, it is important to acknowledge and appreciate their monetary and non-monetary contributions, and likewise to be able to communicate them publicly.

- **Recommendation 9.1:** The PSC should, by means of a regular and transparent presentation of monetary and non-monetary contributions, quantify the engagement of all actors involved on behalf of the commonly upheld *Gemeinschaftswerk*, and make this visible both internally and externally.



8.

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9.

ANNEX

## 9.1 Evaluation Matrix

Relevance		
Assessment criteria	Indicators	Data collection methods
<b>Evaluation question 1: How relevant is <i>weltwärts</i> for volunteers and sending organisations?</b>		
EQ 1.1: To what extent does <i>weltwärts</i> meet the needs of the target group of young adults?		
AC 1.1.1: The stay abroad meets the current needs of the target group.	Differences between comparison group and departing volunteers cohort on key socio-demographic and motivational variables	Survey of (departing) volunteers Comparison group survey
	Self-reported desired changes	Survey of (returning) volunteers
AC 1.1.2: The Post-Assignment component meets the current needs of volunteers.	Share of civically engaged volunteers taking up funding from the Post-Assignment component	Survey of (returning) volunteers Group discussions with volunteers
	Engagement without take-up of Post-Assignment component	Survey of (returning) volunteers Group discussions with volunteers
	Self-reported impediments to engagement by volunteers	Survey of (returning) volunteers Group discussions with volunteers
EQ 1.2: To what extent does <i>weltwärts</i> meet the needs of the sending organisations?		
AC 1.2.1: The steering structure of the <i>weltwärts</i> <i>Gemeinschaftswerk</i> meets the needs of the SO.	Actual participation and co-decision-making by SO within steering structure	Survey of sending organisations Expert interviews
	Satisfaction with structure of the <i>Gemeinschaftswerk</i>	Survey of sending organisations
	Changes suggested by SO regarding structure of <i>Gemeinschaftswerk</i>	Survey of sending organisations
AC 1.2.2: The funding programme's formal and administrative frameworks meet the needs of the SO.	Ratio of self-reported expenditure of own monetary and time resources on <i>weltwärts</i> administration in SO, relative to funding contributions from the programme	Survey of sending organisations Expert interviews
	Satisfaction with the administrative framework of the <i>Gemeinschaftswerk</i>	Survey of sending organisations
	Changes suggested by SO regarding formal and administrative frameworks	Survey of sending organisations
AC 1.2.3: The Post-Assignment component meets the needs of the SO.	Share of activities in the field of development education work implemented with the Post-Assignment component	Survey of sending organisations Expert interviews
	Satisfaction with funding conditions of the Post-Assignment component	Survey of sending organisations
	Changes suggested by SO regarding Post-Assignment component	Survey of sending organisations

<b>Evaluation question 2: How relevant is <i>weltwärts</i> as an instrument of German development cooperation?</b>		
EQ 2.1: How relevant is <i>weltwärts</i> as an instrument of development education work in Germany?		
AC 2.1.1: The objectives of <i>weltwärts</i> correspond to the BMZ objectives for development education work.	Congruence between the objectives of <i>weltwärts</i> and development education work objectives	Context analysis
AC 2.1.2: Financial share of the Post-Assignment component through <i>weltwärts</i> in relation to other BMZ measures for development education work	Financial share of the <i>weltwärts</i> Post-Assignment component in relation to other modes of financing for development education work at BMZ	Portfolio analysis Expert interviews
AC 2.1.3: Relevance of the financial share of the Post-Assignment component through <i>weltwärts</i> in relation to other SO measures for development education work	Financial share of the <i>weltwärts</i> Post-Assignment component in relation to other modes of financing for development education work at SO	Survey of sending organisations
AC 2.1.4: Relevance of <i>weltwärts</i> volunteers for SO measures for development education work	Share of <i>weltwärts</i> volunteers in SO measures for development education work	Survey of sending organisations Survey of (returning) volunteers
EQ 2.2: How relevant is the instrument of the development volunteer service against the background of current development approaches?		
AC 2.2.1: Consistency of <i>weltwärts</i> funding programme's objectives with main objectives of SDGs/Aid Effectiveness Agenda/Beyond Aid	Congruence of the objectives of <i>weltwärts</i> with objectives of Aid Effectiveness Agenda and SDGs	Context analysis
	Contextualisation of development volunteer services in the Beyond Aid debate	Context analysis
<b>Effectiveness</b>		
Assessment criteria	Indicators	Data collection methods
<b>Evaluation question 3: What effects does <i>weltwärts</i> have on the competences, knowledge, attitudes and personalities of volunteers, and what factors influence effectiveness?</b>		
EQ 3.1: What contribution does <i>weltwärts</i> make to changes in the competences, knowledge, attitudes, personality and behaviour of volunteers?		
AC 3.1.1: Changes in competence	Language competence	Survey of (departing) volunteers Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions with volunteers
	Methodological competence	
	Social competence (e.g. taking social responsibility)	
	Intercultural competence (e.g. perspective-taking, empathy)	
	Action competence (e.g. acting self-responsibly, tolerance of ambiguity)	
AC 3.1.2: Changes in knowledge	Knowledge about global dependencies	Survey of (departing) volunteers Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions with volunteers
	Knowledge about social, political and economic conditions in the partner country	
	Knowledge about development policy	
AC 3.1.3: Changes in attitude	Attitudes towards "others" (e.g. allophilia)	Survey of (departing) volunteers Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions with volunteers
	Political attitudes (e.g. multiculturalism, diversity beliefs, attitudes to DC)	
	Attitudes to global sustainability (e.g. justice beliefs, global identity)	



AC 3.1.4: Changes in personality	Openness (e.g. propensity to make contacts)	Survey of (departing) volunteers Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions with volunteers
	Self-image (e.g. self-esteem, self-efficacy)	
<b>EQ 3.2: What factors influence the effects pertaining to competences, knowledge, attitudes, personality and behaviour?</b>		
AC 3.2.1: Personality factors	Motivation for doing volunteer service	Survey of (departing) volunteers Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions with volunteers
	Individual predisposition (e.g. attitudes, competences, personality)	
AC 3.2.2: Context factors	Informal and applied context of learning	Survey of (returning) volunteers) Group discussions with volunteers
	Socio-economic host country context and regional context (e.g. per-capita GDP, HDI)	
AC 3.2.3: Education and mentoring programme	Content and intensity of education and mentoring programme	Survey of (returning) volunteers
	Satisfaction with education and mentoring programme	
AC 3.2.4: Contact experiences	Quality and quantity of contact experiences	Survey of (returning) volunteers Comparison group survey Group discussions with volunteers
	Encounters at eye-level in personal and professional contexts	
AC 3.2.5: Place of assignment	Tasks with appropriate level of challenge at place of assignment	Survey of (returning) volunteers Group discussions with volunteers
	Pursuit of common goals in the professional context	
	Working together cooperatively	
<b>EQ 3.3: What unintended (positive and negative) effects on the individual level does <i>weltwärts</i> contribute to, and what factors influence them?</b>		
AC 3.3.1: Reproduction of prejudices/ reinforcement of "othering"	Thinking in dichotomous categories (us–them) is reinforced	Survey of (returning) volunteers
Additional exploratory question		Survey of (returning) volunteers Group discussions with volunteers
<b>Evaluation question 4: What effects does <i>weltwärts</i> have on the behaviour of returnees, and what factors influence effectiveness?</b>		
<b>EQ 4.1: What contribution does <i>weltwärts</i> make to changes in the civic engagement of volunteers after their return?</b>		
AC 4.1.1: Increase in engagement after returning from abroad	Frequency of engagement	Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions with volunteers
AC 4.1.2: Qualitative change in engagement after returning from abroad (more engagement linked to development issues)	Increase in engagement in development issues after returning from abroad	Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions with volunteers

EQ 4.2: What contribution does <i>weltwärts</i> make to changes in the behaviour of volunteers after their return?		
AC 4.2.1: Increase in behaviours based on acting with global solidarity after returning from assignment	Increase in sustainable consumption	Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions with volunteers
	Increase in environmentally aware behaviour	Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions with volunteers
	Increase in political interest	Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions with volunteers
EQ 4.3 What factors influence the effects on engagement and on behaviour after returning from assignment?		
AC 4.3.1: Individual changes	Change in knowledge	Survey of (returning) volunteers Comparison group survey Group discussions with volunteers
	Change in competence	
	Change in attitudes	
	Change in personality	
AC 4.3.2: Education and mentoring programme	Competence-building for engagement	Survey of (returning) volunteers Group discussions with volunteers
	Information on engagement	
	Satisfaction with the post-assignment seminar	
AC 4.3.3: Experiences	Engagement before departing on assignment	Survey of (returning) volunteers Comparison group survey Group discussions with volunteers
	Socio-economic context, host country context	Survey of (returning) volunteers Group discussions with volunteers
AC 4.3.4: Contextual conditions after returning from assignment	Time resources for returnees	Survey of (returning) volunteers Comparison group survey Group discussions with volunteers
	Availability of opportunities for civic engagement	
	Availability of contacts	
EQ 4.4: What contribution does <i>weltwärts</i> make to the entry of returnees to the occupational field of development cooperation?		
BK 4.4.1: Intention to enter the occupational field of development cooperation	Self-reported intention to enter an occupation allied to DC before and after assignment abroad	Survey of (departing) volunteers Survey of (returning) volunteers Comparison group survey
AC 4.4.2: Entry to an occupation in DC	Possible to consider development issues from various aspects while working in the chosen occupation	Survey of (returning) volunteers Comparison group survey Group discussions
AC 4.4.3: Choice of degree or vocational training programme where it is possible to consider the content of DC from various aspects	Possible to consider development issues from various aspects during degree/vocational training programme	Survey of (returning) volunteers Comparison group survey Group discussions
EQ 4.5: What factors influence the effects on career entry after returning from assignment?		
AC 4.5.1: Consideration of DC as an occupational field	Attitude to DC	Survey of (returning) volunteers Comparison group survey Family and friends survey
	Objective and subjective attractiveness of occupational field of DC	
Additional exploratory question		Group discussions with volunteers

**Evaluation question 5: What effects do volunteers have, after returning to Germany, on the knowledge, attitudes and behaviour of other people, and what factors influence effectiveness?**

EQ 5.1: What contribution do returnees make to changing the knowledge, attitudes and behaviours of other people in their social circles?

AC 5.1.1: Increase in knowledge in their social circles	Knowledge about global dependencies	Survey of (returning) volunteers Family and friends survey Group discussions with volunteers
	Knowledge about social, political and economic conditions in the host country	
	Knowledge about development policy	
AC 5.1.2: Changes in attitudes in their social circles	Attitudes towards "others" (e.g. allophilia)	Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions with volunteers
	Political attitudes (e.g. multiculturalism, diversity beliefs, attitudes to DC)	
	Attitudes to global sustainability (e.g. justice beliefs, global identity)	
AC 5.1.3: Changes in behaviour in their social circles	Acting with global solidarity and responsibility	Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions with volunteers

EQ 5.2: What factors influence the transmission of knowledge, attitudes and behaviours to other people in returnees' social circles?

AC 5.2.1: Nature of relationship	Intensity of connection and nature of the relationship	Survey of (returning) volunteers Family and friends survey Group discussions with volunteers
AC 5.2.2: Nature and content of communication	Frequency of communication Topics of communication	Survey of (returning) volunteers Family and friends survey Group discussions with volunteers
AC 5.2.3: Other people's attributes	Interest in considering development issues from various aspects	Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions with volunteers
	Personal disposition (knowledge, attitudes, per-sonality)	
	Prior experience with development issues	
AC 5.2.4: Contextual conditions	Geographical proximity to people in social circle	Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions

EQ 5.3: What unintended (positive and negative) effects in their social circles do returnees contribute to, and what factors influence these effects?

AC 5.3.1: Reproduction of prejudices/ reinforcement of "othering"	Thinking in dichotomous categories (us – them) is reinforced	Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions with volunteers
Additional exploratory question		Group discussions with volunteers

<b>Evaluation question 6: What effects does <i>weltwärts</i> have on the strengthening and networking of sending organisations, and what factors influence effectiveness?</b>		
EQ 6.1: What contribution does <i>weltwärts</i> make to the building and strengthening of sending organisations' national and international networks?		
AC 6.1.1: Improved networking of SO with each other	New relationships are established	Survey of sending organisations Expert interviews
	Existing exchange is intensified	
AC 6.1.2: Improved networking of SO with education providers and volunteers' initiatives	New relationships	Survey of sending organisations Expert interviews
	Existing exchange	
AC 6.1.3: Improved networking of SO with institutions/organisations in partner country	New relationships	Survey of sending organisations Expert interviews
	Existing exchange	
EQ 6.2: What factors influence the building and strengthening of sending organisations' national and international networks?		
AC 6.2.1: Contacts of the volunteers	Quality and quantity of contacts with the host country	Survey of sending organisations Survey of (returning) volunteers
AC 6.2.2: Aims and orientation of SO	Regional focus of SO	Survey of sending organisations
Additional exploratory question		Expert interviews
EQ 6.3: What unintended (positive and negative) effects on the level of civil society in Germany does <i>weltwärts</i> contribute to, and what factors influence these effects?		
AC 6.3.1: Raised transaction costs due to increased need for communication/consultation	Investment in exchange and coordination with other organisations	Survey of sending organisations Expert interviews
Additional exploratory question		Survey of sending organisations Expert interviews
<b>Efficiency</b>		
Assessment criteria	Indicators	Data collection methods
<b>Evaluation question 7: What are the costs of <i>weltwärts</i> in aggregate and itemised for the different programme components and actor groups, currently and over time?</b>		
EQ 7.1: How are the financial costs of the <i>weltwärts</i> funding programme currently distributed across the programme's various components and groups of actors?		
AC 7.1.1: Distribution of BMZ costs in total and by programme components and groups of actors (incl. costs of quality assurance and collective steering)	Costs for <i>weltwärts</i> in total	Portfolio analysis
	Costs for programme components	
	Costs for groups of actors	
AC 7.1.2: Own material and non-material costs met by SO	Financial resources of SO used for the assignment of volunteers	Survey of sending organisations Portfolio analysis
	Estimation of non-material costs of <i>weltwärts</i> to SO	
EQ 7.2: What has been the development of these costs over time?		
AC 7.2.1: Development of costs in the years 2008–2016	Development of total costs	Portfolio analysis
	Development of costs for programme components	
	Development of costs for groups of actors	

Development impact		
Assessment criteria	Indicators	Data collection methods
<b>Evaluation question 8: What development impact does <i>weltwärts</i> achieve in German society?</b>		
EQ 8.1: To what extent do activities of returnees and/or sending organisations in Germany have a model function, broad-scale effectiveness or structure-building quality?		
AC 8.1.1: Model function of returnees' and SO activities in Germany	Share of activities by returnees and SO that are used as models by others	Survey of (returning) volunteers Group discussions with volunteers Expert interviews
AC 8.1.2: Broad-scale effectiveness of returnees' and SO activities in Germany	Share of activities by returnees and SO that were geared towards generating multiplication	Survey of (returning) volunteers Expert interviews
	Socio-demographic background of the other people	Family and friends survey
AC 8.1.3: Structure-building activities by returnees and SO activities in Germany	Share of activities by returnees and SO that were geared towards building new structures	Survey of (returning) volunteers Expert interviews
Sustainability		
Assessment criteria	Indicators	Data collection methods
<b>Evaluation question 9: How persistent are the individual effects of participation in <i>weltwärts</i> for returnees?</b>		
EQ 9.1: How do the competences, knowledge, attitudes, personality and engagement of volunteers change as the time-interval since their <i>weltwärts</i> assignment abroad lengthens?		
AC 9.1.1: Changes in changed competences as time-interval since programme participation lengthens	Language competence	Survey of (departing) volunteers Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions
	Methodological competence	
	Social competence (e.g. taking social responsibility)	
	Intercultural competence (e.g. perspective-taking, empathy)	
	Action competence (e.g. acting self-responsibly, tolerance of ambiguity)	
AC 9.1.2: Changes in changed aspects of knowledge as time-interval since programme participation lengthens	Knowledge about global dependencies	Survey of (departing) volunteers Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions
	Knowledge about social, political and economic conditions in the partner country	
	Knowledge about development policy	
AC 9.1.3: Changes in changed attitudes as time-interval since programme participation lengthens	Attitudes towards "others" (e.g. allophilia)	Survey of (departing) volunteers Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions
	Political attitudes (e.g. multiculturalism, diversity beliefs, attitudes to DC)	
	Attitudes to global sustainability (e.g. justice beliefs, global identity)	
AC 9.1.4: Changes in changed aspects of personality as time-interval since programme participation lengthens	Openness (e.g. propensity to make contacts)	Survey of (departing) volunteers Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions
	Self-image (e.g. self-esteem, self-efficacy)	
AC 9.1.5: Changes in engagement as time-interval since programme participation lengthens	General civic engagement	Survey of (departing) volunteers Survey of (returning) volunteers Family and friends survey Comparison group survey Group discussions
	Engagement linked to development issues	

EQ 9.2: What factors influence the persistence of individual effects in volunteers?		
AC 9.2.1: Programme factors	Intensity of the experience (participation in <i>weltwärts</i> )	Survey of (departing) volunteers Survey of (returning) volunteers Family and friends survey
AC 9.2.2: Context factors	Repeated consideration of development issues from various aspects (e.g. in context of civic engagement)	Survey of (departing) volunteers Survey of (returning) volunteers Family and friends survey
	Social circles of volunteers after returning from assignment	

### Coherence, complementarity and coordination

Assessment criteria	Indicators	Data collection method
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#### Evaluation question 10: How coherent is *weltwärts*, how complementary and how coordinated is it with other international youth volunteer services and development education work in Germany?

##### EQ 10.1: How complementary is *weltwärts* to other international youth volunteer services in Germany?

AC 10.1.1: Complementarity between the objectives of <i>weltwärts</i> and the objectives of other international youth volunteer services in Germany	Differences in the objectives of <i>weltwärts</i> and comparable international youth volunteer services	Context analysis Expert interviews
AC 10.1.2: Complementarity between <i>weltwärts</i> places of assignment and the places of assignment of other international youth volunteer services in Germany	Number of partner organisations in which other international volunteer services offer places in parallel	Survey of sending organisations

##### EQ 10.2: How coordinated is *weltwärts* with other international youth volunteer services in Germany?

AC 10.2.1: Coordination of <i>weltwärts</i> with comparable international youth volunteer services	Synergies exploited in the steering of international youth volunteer services in Germany	Context analysis Expert interviews
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##### EQ 10.3: How complementary is *weltwärts* to other instruments of development education work in Germany?

AC 10.3.1: Complementarity between the <i>weltwärts</i> programme's post-assignment activities and other instruments of BMZ development education work	Congruence of the objectives of the <i>weltwärts</i> Post-Assignment component and of other instruments of development education work	Context analysis Expert interviews
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### Cross-cutting question on equitable participation in *weltwärts*

Assessment criteria	Indicators	Data collection methods
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#### Evaluation question 11: Which population groups are not participating in *weltwärts* and benefiting from the positive effects of programme participation proportionately to their share of the population?

##### EQ 11.1: Are persons with so-called migrant backgrounds, with disabilities, and with vocational qualifications participating in the programme proportionately to their share of the population?

AC 11.1.1: Proportionate participation of persons with so-called migrant backgrounds in <i>weltwärts</i>	Share of persons with so-called migrant back-grounds in relation to the total population	Survey of (departing) volunteers Survey of (returning) volunteers Comparison group survey
AC 11.1.2: Proportionate participation of persons with disabilities in <i>weltwärts</i>	Share of persons with disabilities in relation to the total population	Survey of (departing) volunteers Survey of (returning) volunteers Comparison group survey
AC 11.1.3: Proportionate participation of persons with vocational qualifications in <i>weltwärts</i>	Share of persons with vocational qualifications in relation to the total population	Survey of (departing) volunteers Survey of (returning) volunteers Comparison group survey

EQ 11.2: What impediments to participation exist for persons with so-called migrant backgrounds, persons with disabilities and persons with vocational qualifications?		
Exploratory question		Expert interviews Group discussions with volunteers
EQ 11.3: Are persons with so-called migrant backgrounds, with disabilities and with vocational qualifications benefiting equitably from the positive effects of programme participation?		
AC 11.3.1: Differences in the individual effectiveness of <i>weltwärts</i> in persons with and without so-called migrant backgrounds	Differences between persons with and without so-called migrant backgrounds with regard to intended effects of <i>weltwärts</i>	Survey of (departing) volunteers Survey of (returning) volunteers Expert interviews
AC 11.3.2: Differences in the individual effectiveness of <i>weltwärts</i> in persons with and without disabilities	Differences between persons with and without disabilities with regard to intended effects of <i>weltwärts</i>	Survey of (departing) volunteers Survey of (returning) volunteers Expert interviews
AC 11.3.3: Differences in the individual effectiveness of <i>weltwärts</i> in persons with and without vocational qualifications	Differences between persons with and without vocational qualifications with regard to intended effects of <i>weltwärts</i>	Survey of (departing) volunteers Survey of (returning) volunteers Expert interviews
EQ 11.4: Are persons with other socio-demographic characteristics participating in <i>weltwärts</i> proportionately to their share of the population?		
AC 11.4.1: Equitable participation in <i>weltwärts</i> by differently aged persons	Share of older and younger persons in relation to the total population	Survey of (departing) volunteers Survey of (returning) volunteers Comparison group survey
AC 11.4.2: Equitable participation in <i>weltwärts</i> by men	Share of men and women in relation to the total population	Survey of (departing) volunteers Survey of (returning) volunteers Comparison group survey

## 9.2

### Detailed Programme Theory

The Programme Theory was presented visually in Section 1.3 in the form of charts. Shown below is an abridged narrative about the Programme Theory that was fully elaborated in the evaluation's Inception Report. The Programme Theory contains detailed descriptions of the various levels of the "theory of action" (input, activities, output) and the "theory of change" (outcomes and overarching development impact) as well as hypotheses about the relationships between the different levels, formulated in terms of assumed causal mechanisms.

#### 9.2.1 Individual outcomes

##### Input

To facilitate a development learning service for volunteers, all of the programme's actors – sending organisations, partner organisations, volunteers, and the Federal Ministry for Economic Cooperation and Development (BMZ) and Engagement Global – make inputs available. Sending organisations (SO) and partner organisations (PO) identify joint places of assignment and often select volunteers jointly. In addition to implementing the assignment abroad, SO mainly take responsibility for the education programme for volunteers<sup>170</sup> and for providing them with practical support. PO take care of the volunteers' education programme while they are abroad, and are responsible for providing them with introductory training and continuous support at the place of assignment.

Volunteers contribute their competences, for example language skills, and their motivation to embark on the learning service with openness, interest and willingness to learn and to show engagement. Their participation in the volunteer service is primarily an honorary activity in which they make their time and their competences available for a voluntary activity abroad. Often former volunteers also act as instructors and mentors for newly departing volunteers during their preparatory seminars.

The BMZ carries the top-level overall political responsibility and defines the thematic emphasis of the programme by

stipulating the fundamental funding conditions. Furthermore, the BMZ makes decisions on programme-steering matters as the instance of last resort.

The BMZ and EO make financial resources available for the volunteer service. Normally volunteers also provide a voluntary financial contribution to their sending organisations, which for some smaller sending organisations is not insignificant for their programme implementation. The steering of the programme is carried out by the Programme Steering Committee (PSC), which represents the *Gemeinschaftswerk weltwärts* (the *weltwärts* civil society/state joint venture). Engagement Global takes responsibility for the administrative side of programme implementation by coordinating the use of funds. Furthermore, Engagement Global advises SO and the BMZ and is responsible for part of the *weltwärts* programme's public relations work.

##### Activities and outputs

Activities in the host country are centred on the volunteers. Firstly, they receive training and educational support at places of assignment, where they carry out tasks on projects relevant to development and consider development issues from various aspects. In addition, they have the opportunity to witness and experience the realities of life in the host country and may encounter new concepts of societal and community life. In the host country they experience precarious living conditions, which are an expression of local and global inequalities, and encounter people from other cultures, opening up spaces for intercultural learning and intercultural exchange. All in all, volunteers can thus develop intercultural learning capabilities and reflection processes through their participation in *weltwärts*. Furthermore, volunteers can also establish new contacts with persons in the host country and can make use of these subsequently to extend their own range of professional and personal contacts.

Since most volunteers participate in *weltwärts* immediately after leaving school, it is assumed that while on assignment abroad they will give consideration to their future careers. Through their tasks at the place of assignment, volunteers can gain familiarity with work broadly related to development.

<sup>170</sup> The preparatory, intermediate and follow-up seminars are intended to prepare volunteers for their stay abroad and to reflect on the various experiences and lessons learned while on assignment. For example they receive intercultural training, get sensitised to development issues and are given impulses for self-reflection.



This is intended to enable them to acquire knowledge about the occupational field of development cooperation (DC).

### Outcomes

#### *Outcome strand: changes in knowledge, competences, attitudes, personality and behaviour*

Volunteers can learn as a result of the reflection processes stimulated. They can extend their knowledge and their competences, and their attitudes and personality can change as envisaged under the concept of Global Learning:<sup>171</sup> they can extend their knowledge about the host country and about global dependencies and their local consequences, and acquire social and intercultural competences such as the ability to take different perspectives and use unprejudiced and impartial communication in intercultural encounters. They can empower themselves through autonomous and self-responsible action, and learn to retain their capacity for action despite (perceived or actual) inconsistencies. Moreover, they can acquire language skills or methodological competences.

Effects closely linked to the above and exerting reciprocal influences on each other are changes in the volunteers' attitudes, values and personality. Changes in attitude relate to such aspects as an increasing appreciation of the diversity of life and development. Volunteers can develop an unprejudiced openness towards intercultural encounters and learn to appreciate the value of global sustainability. Also part of this is to appreciate multiculturalism and to develop a global identity. Personality changes are envisaged on the dimension of openness and propensity to make contacts and that of self-image.<sup>172</sup> As an overall result, volunteers can gain greater self-confidence. Beyond this, they can develop higher self-efficacy by extending their competences and their knowledge, and can also come to have a positive and appreciative attitude towards themselves.<sup>173</sup>

All together, these individual changes are consequently expected to put volunteers in a position to participate actively in the development and design of a sustainable society, and to motivate them to undertake civic engagement (linked to development issues) in Germany after returning from their assignments.

#### *Outcome strand: enhanced contacts in the host country*

Through their tasks at the place of assignment and/or in a partner organisation and their personal encounters with the people around them, volunteers can meet and get to know new people. The establishment of relationships can contribute to strengthening volunteers' personal and professional contacts, which they can maintain and use after returning to Germany.

#### *Outcome strand: enhanced occupational orientation*

Through their tasks at the place of assignment, volunteers are intended to acquire knowledge about the occupational field of DC. Since many volunteers complete *weltwärts* immediately after passing their final school-leaving examinations, it is assumed that the question of their own occupational orientation and career is relevant to them. As an overall result of the assignment abroad, volunteers may develop the motivation to consider working in the occupational field of DC. This motivation may lead volunteers to give closer consideration to their own future careers after returning to Germany and the possibility of entering an occupation allied to DC.

## 9.2.2 Outcomes in Germany

### Input

The competences, knowledge, attitudes, personality and behaviours that volunteers have acquired and learned in the course of participating in *weltwärts* are the underlying basis for assumptions about the programme's outcomes in Germany. Substantial inputs contributing to the programme's outcomes in Germany are also made by SO. Their education programme

<sup>171</sup> The term "Global Learning" is not always defined in a standard way. In essence, "Global Learning aims at forming individual and collective competence for action in the spirit of global solidarity. It promotes respect for other cultures, ways of life and world-views, sheds light on the preconditions for one's own positions and enables sustainable solutions to be found for common problems" (VENRO, 2000, p. 13). Global learning should empower people to recognise global relationships and dependencies, evaluate people's different systems of norms, and act with self-efficacy. The "Global Learning" concept does not merely define and qualify the goals of learning, however, but represents a holistic concept of learning and provides educational methods and approaches (Siege and Schreiber, 2015). The term "Global Learning" is sometimes used synonymously with the terms "development education work" or "educational offers", as for example in Jungk (2010). The present evaluation takes its reference from the BMZ definition in which development education work encompasses "measures for Global Learning which aim to foster critical reflection on development issues by citizens and encourage them to engage [actively] themselves" (BMZ, 2008, p. 3).

<sup>172</sup> General personality aspects are not discussed at length in official documents on the objectives and outcomes of *weltwärts*. Certain personality characteristics such as self-esteem or general self-efficacy do, however, have sizeable overlaps with the individual changes discussed in the context of *weltwärts*. Since scientific studies indicate that personality aspects, which are otherwise considered to be relatively stable, do indeed change in the context of periods spent abroad (Lodi-Smith and Roberts, 2007; Zimmermann and Neyer, 2013), these are to be investigated comprehensively in the empirical analysis.

<sup>173</sup> In order to do justice to this broad spectrum of abstract individual changes, a large number of different constructs were operationalised by means of concrete indicators (see [Online Annex](#)).

is the starting point for volunteers' reflections and serves as the foundation of their motivation and qualification for civic engagement in Germany (BMZ, 2014a). The SO are the returnees' first point of contact for civic engagement.

Some SO are also active in the field of development education work in Germany and employ their own financial resources in the area of development information and education work. BMZ stipulates the funding framework for the Post-Assignment component of the programme and makes financial resources available. The continuing thematic development of the Post-Assignment component is discussed within the PSC, while the administration of financial resources and coordination of the Post-Assignment component is the responsibility of Engagement Global. Another aspect of central importance within the remit of Engagement Global is the public provision of information about civic engagement opportunities.

#### Activities and outputs

Through their occupational and civic engagement, returnees can pass on their knowledge, attitudes and behaviours to other people in Germany by helping to provide other people with opportunities for learning and reflection in public or workplace settings, and hence contributing to development information and education work in Germany.<sup>174</sup> Through communication with the people closest to them, particularly about their experiences during the assignment abroad and the resultant changes in knowledge, attitudes and behaviour, returnees create opportunities for learning and reflection for other people in their social circles.<sup>175</sup> Furthermore, former volunteers often make themselves available to their former sending organisations as multipliers.

The engagement of former volunteers in the field of development education work can be actively supported by SO. Some SO are actors taking an active role in the field of development education work; for example, they offer measures for further training as multipliers in the field of Global Learning. Moreover, within the framework of *weltwärts* they can work

jointly with former volunteers to implement development education work initiatives. They can draw on their own material and non-material resources for this work, and also access material resources from *weltwärts* under the Post-Assignment component made available by the BMZ/Engagement Global.

Under the *weltwärts* programme, and particularly through its Post-Assignment and Accompanying Measures components, cooperations are facilitated between SO, education providers and returnees and their networks and initiatives (BMZ, 2014a). These cooperations are intended to lead to the establishment of new cooperation relationships between actors in the field of development education work (BMZ, 2014b). By calling upon personal and professional contacts in the course of their civic and occupational engagement, it is envisaged that returnees will contribute to establishing new dialogue channels with their former host countries (Doc. 5).

Not only can returnees carry out concrete initiatives in the field of Global Learning, but they can also undertake civic engagement in civil society (development) organisations.<sup>176</sup> For example, they can take on honorary activities within their former SO and thus also offer learning and reflection opportunities within civil society organisations (CSO) as well.

During their assignment abroad the volunteers can also consider their future careers and may decide to enter an occupation in DC. If so, volunteers can seek access to a (further) qualification relevant to DC after their return.

#### Outcome and impact

##### *Outcome strand: contribution to Global Learning in Germany*

The opportunities for learning and reflection created by returnees in the context of workplace or civic engagement and in private communication can be taken up by other people as they assimilate the knowledge, attitudes and behaviours of returnees. In terms of content these changes are oriented to the objectives of Global Learning: other people can make use

<sup>174</sup> Development education work is a sub-domain of development education and information work. Unlike development information work, which is intended to provide comprehensive background information on development issues, development education work comprises "measures for Global Learning which aim to foster critical reflection on development issues by citizens and encourage them to engage [actively] themselves" (BMZ, 2008, p. 3). It is envisaged that the main emphasis of volunteers' civic engagement will be in the field of development education work (BMZ, 2014a). The discussion is therefore confined exclusively to development education work outcomes.

<sup>175</sup> The transmission of knowledge, attitudes and behaviour to others in the volunteers' social circles is not explicitly mentioned in *weltwärts* programme documents. However, relevant studies on volunteers and workers returning from abroad point to the significance of personal communication as an element of engagement (see for example Kotte et al., 2006).

<sup>176</sup> "Civil society development organisations" is used here to mean all formal and informal civil society alliances and initiatives engaging with development issues in the broad sense.

of these opportunities to identify global interdependencies on the basis of the information provided to them, reflect on different values, living conditions and perspectives, assess whether their own behaviour has global consequences, and actively participate in developing and shaping a sustainable society.

Overall, the change in other people's knowledge, attitudes and behaviours in the contexts of working life, civic engagement and private life is intended to contribute to motivating other people to act with global solidarity and responsibility. This action can be manifested in everyday situations such as modified consumer behaviour or in unprejudiced intercultural encounters. Other people may also become more active in civic engagement as a result.

On the macro-societal level, *weltwärts* is intended to contribute to building awareness of development issues in German society, which is expressed for example in a heightened understanding of global interdependencies and support for the equitable exchange of interests between global regions and the elimination of prejudices towards countries of the Global South. Beyond this, it is intended to contribute to society's increased acceptance of state and non-state DC (BMZ, 2014a).

#### *Outcome strand: strengthening of civil society*

The civic engagement of returnees in civil society (development) organisations, and the resulting voluntary contribution of time and competences and provision of learning and reflection opportunities, are intended to contribute to raising the quality of development education work. It is anticipated that this will also strengthen (development) organisations overall. The establishment of cooperation relationships between sending organisations, actors working on development issues in Germany and returnees' initiatives is intended to contribute to strengthening these organisations' national networks. In parallel, the intention is to enhance international network-building, which is expressed in the long-term persistence of close exchange relationships with countries of the Global South.

It is envisaged that the strengthening of civil society organisations, the persistence of their national and international networks, and other people's increased levels of civic engagement will make an overall contribution to strengthening German civil society. It is further envisaged that the consolidation and intensification of international network-building and the strengthening of civil society development organisations will make a contribution to transcultural understanding and to a global civil society.

#### *Outcome strand: fostering of young talent in the occupational field of DC*

In the long term, the entry of returnees into careers in the occupational field of DC can make a contribution to ensuring a high-quality approach to fostering new talent in the occupational field of DC. Against the current backdrop of the fundamentally changing structure of development cooperation (Janus et al., 2013), overall this is intended as a contribution to ensuring that German state and non-state DC remain sustainable in future.

## 9.3 Evaluation schedule

Conception phase	09/2015	Pre-clarification talk with BMZ
	01–02/2016	Clarification talk with BMZ and selected advocacy groups
		Writing of evaluation concept
	02/2016	Distribution of evaluation concept to reference group
03/2016	First meeting of reference group	
Inception phase	03–04/2016	Preparation of invitation to tender for surveys of volunteers, comparison groups and families and friends
	04–05/2016	Writing of Inception Report
	04–05/2016	Invitation to tender for surveys of volunteers, comparison groups and families and friends
	05/2016	Submission of draft Inception Report to reference group
	05/2016	Reference group meeting to discuss Inception Report
	07/2016	Submission of final version of Inception Report to reference group
Data collection phase	05–06/2016	Creation of data collection instruments for the surveys of volunteers, comparison groups and families and friends
	05–08/2016	Creation of data collection instruments for the survey of sending organisations
	05–09/2016	Preparation and implementation of expert interviews
	07/2016	Preparation and implementation of invitation to tender for the context analysis
	07–08/2016	Preparation of group discussions with returnees
	07–09/2016	Implementation of surveys of volunteers, comparison groups and families and friends (external)
	08–10/2016	Performance of the portfolio analysis
	08–12/2016	Performance of the context analysis (external)
	09/2016	Conducting of the group discussions
	09/2016	Implementation of the survey of sending organisations
Synthesis phase	10/2016–02/2017	Analysis of the surveys of volunteers, comparison groups and families and friends
	10/2016–02/2017	Analysis of the survey of sending organisations
	10/2016–02/2017	Analysis of the group discussions
	10/2016–02/2017	Assessment of the portfolio analysis
	12/2016	First triangulation of results
	12/2016	Reference group meeting to discuss provisional results
	02/2017	Second triangulation of results

Reporting	02-05/2017	Writing of the final draft of the evaluation report
	06/2017	Submission of final draft to reference group
	06/2017	Reference group meeting to discuss final draft of evaluation report
	07-08/2017	Revision of evaluation report and compilation of comments grid
	09-10/2017	Proofreading of the evaluation report
	10-11/2017	Layout of the evaluation report
	12/2017	Publication of the evaluation report
	10/2017-02/2018	Translation of the evaluation report into English
Implementation phase	Ab 08/2017	Dissemination: presentation of the evaluation by means of publications, presentations and workshops
	Ab 12/2017	Implementation planning

## 9.4

### Evaluation team and contributors

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