



EVALUATION REPORT 2022

DIGITALISATION FOR DEVELOPMENT

GIZ profile

As a service provider in the field of international cooperation for sustainable development and international education work, we are dedicated to shaping a future worth living around the world. We have over 50 years of experience in a wide variety of areas, including economic development and employment promotion, energy and the environment, and peace and security. The diverse expertise of our federal enterprise is in demand around the globe from the German Government, European Union institutions, the United Nations, the private sector and governments of other countries. We work with businesses, civil society actors and research institutions, fostering successful interaction between development policy and other policy fields and areas of activity. Our main commissioning party is the German Federal Ministry for Economic Cooperation and Development (BMZ).

All these commissioning parties and cooperation partners place their trust in GIZ, and we work with them to generate ideas for political, social and economic change, develop these into concrete plans and to implement them. As a public-benefit federal enterprise, we represent German and European values. Together with our partners in national governments worldwide and cooperation partners from the worlds of business, research and civil society, we work flexibly to deliver effective solutions that offer people better prospects and sustainably improve their living conditions.

The registered offices of GIZ are in Bonn and Eschborn. In 2021, we generated a business volume of around EUR 3.7 billion. Of our 24,977 employees in some 120 countries, almost 70 per cent are national staff working on site. As a recognised development service provider, we currently have 431 development workers in action in partner countries. Furthermore, in 2021, the Centre for International Migration and Development (CIM), which is run jointly by GIZ and the Federal Employment Agency, placed 177 integrated experts and 466 returning experts with local employers in our partner countries, or provided them with financial support, advice or other services.*

*Personnel and business figures (as at 31 December 2021)

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Evaluation tools used by GIZ

By evaluations we mean the systematic empirical examination of the value, quality and benefits of our work – especially our projects – measured against transparent criteria. We distinguish between evaluations managed centrally by the Corporate Unit Evaluation and those managed decentrally by other organisational units. The different evaluation tools we use are:

Central project evaluations

for BMZ business

- evaluation of a representative sample
- rating in line with binding DC evaluation criteria

Steered by the Corporate Unit Evaluation

Reports are published

Corporate strategic evaluations

on behalf of the Management Board regarding

- service provision and
- corporate development

Steered by the Corporate Unit Evaluation

Reports are published

Cross-sectional analyses

of evaluation products

- evaluation syntheses for company-wide learning
- meta-evaluations for insights into evaluation quality

Steered by the Corporate Unit Evaluation

Reports are published

Commissioned evaluations

tailored to the specific needs of external and internal commissioning parties:

- object of evaluation and
- evaluation criteria in consultation with commissioning party

Steered by the Corporate Unit Evaluation or operational units

Reports are published following approval from the commissioning party

Evaluation of cofinancing arrangements

- evaluation of cofinanced sub-project or project
- according to DC evaluation criteria in consultation with commissioning party

Steered by the Corporate Unit Evaluation or operational units

Reports are published following approval from the commissioning party

Rigorous impact evaluations and other evaluative studies

- for specific information requirements during implementation
- flexibility regarding the object of the evaluation, evaluation criteria, process and methodology
- no rating given

Steered by operational units

Findings are communicated as needed

Central project evaluations for BMZ business

Central project evaluations record the impact, cost-effectiveness and sustainability of projects implemented by GIZ together with its partner organisations on behalf of BMZ. They account for the vast majority of GIZ evaluations. Predecessor projects are also considered, if necessary. In addition to providing transparency and accountability, central project evaluations support evidence-based decision-making.

A representative sample is drawn from all BMZ projects with a commission value of EUR 3 million upwards that are set to expire the following year. In order to obtain a meaningful sample, the projects selected include examples from each region right up to global programmes. Since 2020, the sample has been taken in line with BMZ budget items and, in the case of bilateral projects, additionally by region. This approach results in categories based on specific topics, with approximately 40 per cent of projects being selected and evaluated randomly. In addition, central project evaluations may also be implemented for individual projects if they are of strategic importance to GIZ, its commissioning parties or its partner organisations.

Corporate strategic evaluations

Corporate strategic evaluations are selected by GIZ on its own responsibility and conducted by the Corporate Unit Evaluation on behalf of the Management Board. In order to respond flexibly to evaluation needs, strategic issues relating to GIZ's corporate development and service delivery are collected on an ongoing basis. GIZ approaches, concepts, tools and portfolios as well as policies, strategies and processes can all be the subject of a corporate strategic evaluation. The Corporate Unit Evaluation reviews these based on their significance in terms of corporate policy, the need for decisions in the medium term and need for evidence, and the feasibility of the evaluation. The Management Board takes the final decision on which evaluations are carried out.

Cross-sectional analyses

Cross-sectional analyses can be conducted either as meta-evaluations or as evaluation syntheses. In either case, a cross-sectional analysis involves the analysis of evaluation reports. For topic selection, the Corporate Unit Evaluation also receives suggestions from the company. The unit decides which cross-sectional analyses will be implemented.

Evaluation syntheses pool the knowledge obtained by analysing several evaluation reports. By synthesising the content of reports relating to a given year, sector, region or theme, it is possible to identify best practices and factors that influence success and failure. The knowledge gained in this way is used not only to plan and implement projects and further develop services, but also for sector and country strategies.

Meta-evaluations evaluate evaluations. They review the usefulness and quality of evaluations and evaluative studies. They are used to determine which methods and processes have proved useful in practice, and which still require improvement. The strength of evidence provided by evaluations for use in evaluation syntheses can also be determined in this way.

Commissioned evaluations

For information interests that cannot be addressed by GIZ's standard evaluations either in terms of time or methodology, the Corporate Unit Evaluation also provides internal and external commissioning parties with evaluations that are tailored to their specific needs. Here, the objectives, design and criteria of the evaluation are always agreed with the corresponding commissioning party, without affecting our quality standards.

Evaluation of cofinancing arrangements

Evaluations of cofinancing arrangements assess the cofinanced project or just the cofinanced part of the project. With commissioned evaluations or central project evaluations, the evaluations can be implemented centrally by the Corporate Unit Evaluation. However, they can also be steered decentrally by operational units, either as commissioned evaluations or as evaluative studies.

Rigorous impact evaluations and other evaluative studies

Evaluative studies generate insights for steering and learning in ongoing projects. The interest in and need for rigorous impact evaluations using (quasi-)experimental approaches have also increased within GIZ. These examine the impact of selected interventions in projects.

External evaluations

In addition to evaluations steered by GIZ, the work of GIZ is also reviewed by other organisations, including the European Union, the Federal Foreign Office, Zukunft – Umwelt – Gesellschaft (ZUG) gGmbH and the German Institute for Development Evaluation (DEval), which evaluate GIZ with regard to individual projects or overarching themes, strategies, instruments and programmes.

Contents

Foreword 4

1. Digital solutions in international cooperation 6

The e-register app improving health care in Malawi 13

Digital complaints app facilitates needs-based audits in Ghana 16

Fewer procedural errors, improved efficiency: eJustice Mongolia invests in a digital solution 19

India: Digitalisation improves many aspects of life – including knowledge management 22

2. How evaluation works 26

How well is GIZ positioned to implement the 2030 Agenda? 30

Brazil: Green markets for the Amazon region 33

Iraq: Creating employment opportunities for young people 36

ECOWAS: Thinking regionally about pandemic management 40

Kenya: On the path to dual vocational training 44

Nepal: Federalism and energy 47

Central America: Perspectives on remaining and returning 50

'Somaliland': Preserving livelihoods using the simplest of means 53



3. Facts and figures

58

Interview with Albert Engel 60

Overall rating 64

Rating by evaluation criteria 66

Rating by project characteristics 68

Success factors by region 70

Rating by partner countries and form of cooperation 72

Core area – climate and energy 73

Training and sustainable growth for decent jobs 74

Peaceful and inclusive societies 75

Methodology 76

Ongoing evaluations 78

Flaps

GIZ profile

Evaluation tools used by GIZ

.....

Results data

Published by



Dear readers,

GIZ sees itself as a learning organisation. An established set of evaluation tools provide us with valid findings on which projects have been successful – and which have not. Evaluations help us to identify the measures and approaches as well as the sectors and conditions that have proven successful – or otherwise. Which factors have promoted success – and which haven't? Evaluations serve to create transparency and accountability vis-à-vis our clients, our partner organisations and, of course, the wider public.

We now have 207 central project evaluations. And we are proud to say that the vast majority of projects evaluated for BMZ business have scored well and rate as 'successful'. Only a fraction of the projects were not completed successfully – in these cases we will look closely to identify the cause and decide what must be done differently.

Why evaluation is now more important than ever

We have faced many challenges in the last two years. The environment has become much more difficult in the wake of the COVID-19 pandemic, the climate crisis, armed conflicts and wars. These crises impact and change our work and that of our partner organisations. We are countering this challenge by introducing new patterns of cooperation, including the remote management of projects from countries in the region or even from Germany. Evaluations are an important instrument for identifying relevant learning experiences and turning them into sustainable approaches for the future. This applies not least in fragile states – countries whose governments are unwilling or unable to meet the basic needs of their people and where crises, violence or conflicts prevail. This is because the term fragile context now applies in two-thirds of the countries in which GIZ operates; this is where we implement around 60 per cent of our total commission volume. We use what we learn from the evaluations to

position ourselves operationally and strategically in such a way as to achieve measurable results even in this political environment.

Digitalisation – a key issue for the future

One key issue for the future we have placed a particular focus on is digitalisation. The digital transformation is changing every aspect of human life. The topic is also of enormous significance for international cooperation. Our objective is to fully exploit the potential of digitalisation because digitalisation enables development cooperation to have a more efficient and sustainable impact. One challenge we are addressing concerns partner organisations that still have inadequate online access. At the same time, however, we have to weigh up the potential dangers of digitalisation. We must be careful, for example, not to exclude marginalised groups from digitalisation, since that would leave them even more disconnected from society.

And yet, we see digital transformation as both a driver and an opportunity to implement the 2030 Agenda more effectively. To enable us to reap the rewards offered by digital technology for our commissions, we are developing market-relevant digital services and expanding cooperation with tech companies and the digital economy. The goal is always the same – to maximise and scale up development-policy results. GIZ itself is also constantly evolving, building data, technology and digital capacities at both organisational and individual level. To drive these changes forward, we launched the focus project Data-Driven and Technology-Based Services.

Our portfolio currently includes more than 500 projects in which digital solutions are part of the offer. But how much added value do they generate? Thanks to the Harvesting Digital Service Results (HDSR) evaluation project, we now have a valid assessment and a basis for the continuous improvement of our services. In the meantime, the approach of value-based digitalisation has been adopted for many projects. This works on the basis that digitalisation is a key prerequisite for inclusive social, economic and political development and the participation of all. The value-adding use of data for the benefit of many must at the same time serve the needs and rights of every individual. The aim of development cooperation is to improve people's living conditions. GIZ is therefore guided by the principles of 'do no harm' and 'leave no one behind' when accessing and handling data.



Evaluation supports our implementation of the 2030 Agenda

With its 17 Sustainable Development Goals, the 2030 Agenda of the United Nations and the Paris Climate Agreement are the two major agendas for global transformation in the fields of environmental, social and development policy. They call upon us to improve and increase evidence-based working. As a company, GIZ must constantly examine how it addresses these challenges. For this reason, we attach great importance to the corporate strategic evaluation on the 2030 Agenda and whether – or to what extent – GIZ has succeeded in mainstreaming the 2030 Agenda and the implementation principles.

Here, the evaluation reveals that GIZ still has much to do in terms of operationalising and translating this frame of reference into service delivery and that the issue needs to be further strengthened within the company. We have already taken action in response to this by systematically

expanding formats for raising staff awareness of the 2030 Agenda, starting with introductory events for new staff. We also carry out regular cross-sectional analyses of completed project evaluations geared to implementation of the 2030 Agenda. These provide us with a continuous feed of control data to meet our obligations. This is important, since the 2030 Agenda, together with the Paris Climate Agreement, form the backbone of the international agenda for the years ahead.

The structures have been created, standards and targets have been set. With these in place, it is now a case of driving forward the transformation to bring about a greener and more equitable future. That's why our new corporate strategy is also aligned with the major development-policy transformation agendas. The 2020s must herald a decade of change.

We hope that you find the report interesting and informative.

Ingrid-Gabriela Hoven

Member of the Management Board of the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH

Video



In rural areas of Malawi, drones are being used to transport medicines with the support of GIZ.





Digital solutions
in international
cooperation

Digitalisation makes processes faster, more efficient and more transparent. In order to assess where we stand on digitalisation, we looked at the issue by means of an in-house evaluation – and found that although digitalisation gives projects greater reach, the framework for digital transformation in partner countries requires significant strengthening.

GIZ's service portfolio currently includes more than 500 projects in which digital elements make up part of the offer. Since 2018, GIZ has adopted the digital-by-default approach, which means that every project is required to consider the opportunities offered by digitalisation at the planning and design stage and, where useful and feasible, to implement these as part of the project. The use of digital components is not an end in itself and certainly not an obligation. However, when projects decide not to implement digital solutions, there has to be some justification as to why their use is deemed inappropriate.

Digital components have been introduced in Ghana, for example, where an app is being used to support anti-corruption in the country and enable citizens to rate the quality of public services. And in Mongolia, where the introduction of an eJustice system has accelerated the processing of court cases and reduced procedural errors. In Malawi, digital applications have greatly improved medical care and also ensured that significantly fewer vaccines have had to be destroyed. In India, an IT tool was used in a project to monitor the consumption of natural resources, especially vital reserves of water. In yet another project, an e-learning platform was set up to provide training for social workers about nutritious diets. Equipped with this new knowledge, they have been able to promote food security for mothers and their children.

What concepts guide digitalisation processes at GIZ?

Since 2018, GIZ has found a clear guiding framework in the nine Principles for Digital Development, which were developed by a large group of international development organisations and are mandatory in the planning, design and implementation of projects.

Design with the user is the first principle, which ensures that the digital solutions used actually meet the needs of the target group and take into account characteristics specific to their culture or region, for example. Well-designed digital components should always take into account those whom they are designed to benefit. **Understand the existing ecosystem** is the second principle. This requires analysis of the target region and takes into account factors such as the political system, economy, technological infrastructure and gender relations. The third principle, **Design for scale**, seeks to design digital solutions so that they last beyond a pilot phase. Attention must therefore be paid at the planning stage as to how a digital solution can be expanded, for example, to other groups and areas in the target country. The principle **Build for sustainability** emphasises the sustainability aspect of digital solutions; **Be data driven** ensures that available data are used appropriately and decisions are made based on these data. The principle of **Use open standards, open data, open source, and open innovation** helps to avoid duplication and parallel developments in development cooperation and to ensure that developments can be used in other projects – which is the basis for the seventh principle, **Re-use and improve**. Data protection and data security play a major role in all digital projects. This is served by the

eighth principle, **Address privacy and security**. The ninth principle, **Be collaborative**, focuses on open and inclusive cooperation in development activities, not only across projects but also across sectors and organisations.

How does digitalisation work within projects?

But how do we know whether these principles have been observed and implemented in the projects? And how do we measure how successful the digital components actually were and what value they added? To answer these questions, we launched the evaluation project Harvesting Digital Service Results (HDSR) in 2019.

In methodological terms, this evaluation project had four components. The first step, the **evaluability assessment**, required representatives from various departments to define the objectives and object of the evaluation. Next, digital solutions in selected projects were examined in **rapid trials** – small, focused individual case studies. Examples include the setting up of an e-register for the health care sector in Malawi, digitalisation of the judicial system in Mongolia with the aim of speeding up procedures and minimising procedural errors resulting from the previous, non-digital system, and an app in Ghana that allows citizens to rate the quality of public services in different areas and report problems.

Project evaluations looked at the digital solutions used in ten projects. Among other things, they assessed the extent to which digital solutions observed the Principles for Digital Development, how effectively digital measures

Training programmes providing useful knowledge for farmers are broadcast on local radio stations across Malawi.



contributed to desired project results and whether digital solutions triggered any unexpected negative consequences. In the subsequent **cross-sectional analysis**, these project evaluations were rated accordingly. Finally, a **comparative case study analysis** conducted three exploratory **country case studies**, initially in Malawi, Ukraine and India. These served as the basis for an **online survey** conducted in 19 countries. This recorded the extent to which the **Principles for Digital Development** are applied and the results achieved. The outcome of this process was discussed in different groups for each sector, in order to combine quantitative and qualitative findings and thus achieve a more comprehensive understanding of the issues surveyed.

What are the findings of the evaluation?

A key finding of the evaluation is that essential aspects of the Principles for Digital Development have been mainstreamed in most projects – because they are part of GIZ’s good management practices. For example, projects align the use of digital solutions with the needs and priorities of their partner organisations and ensure the active involvement of relevant actors in the planning process. However, the evaluation also showed that the principles are not yet known universally and that uncertainties remain in terms of their operational implementation.

The evaluation revealed that in many cases the transfer of a digital solution into the partner structure is not planned from the outset. Sustainability or exit strategies were often missing and the long-term costs of maintaining the digital solution had been neglected.

Unsurprisingly, the evaluation demonstrated that the use of digital solutions in projects ensures a wider reach. In other words, more people benefit from the services provided. One example of this is Malawi, where citizens in remote areas without health centres or hospitals were advised and provided with relevant nutrition and health information via telephone hotlines and SMS services, and were made aware of accurate data about the coronavirus on an ad hoc basis. The benefits of digital information services are also visible in other sectors. Farmers in Malawi, for example, are now able to use digital advisory services to track market prices for their products, giving them a stronger negotiating position with middlemen. Digital crop calendars, information on good agricultural practices and, most importantly, local agriculture-related weather data have resulted in increased yields in India.

In addition, the digitalisation of processes is improving efficiency in many areas. Farmers in India can get advice online and no longer have to rely on on-site extension services, even in remote areas. Instead of having to wait weeks for an appointment, most consultations now take place within 24 hours. This makes the advisory process much more efficient for both farmers and consultants.

Digital solutions like these, however, are dependent on the partner country having the necessary digital infrastructure. And that is by no means always the case. In rural areas, in particular, internet connections are unreliable – or in certain countries too expensive. Hardware is in short supply, electricity is non-existent or at best intermittent. It has also been shown that both target groups and partner organisations do not always possess the basic digital skills required, which means that digital solutions are unable to fulfil their full potential. These are all factors that hamper successful digitalisation in different sectors and for different measures – and must be taken into account in the planning of projects.

One finding of the evaluation is that projects face challenges in this respect: project cycles are often much too short, making it frequently impossible to complete comprehensive digital change processes during the project term. Necessary infrastructure measures are only partially implemented. With a short project term it is impossible to provide adequate capacity building and support for digital policy frameworks in the partner countries. The evaluation of the digital service portfolio also showed that projects have so far made a relatively minor contribution to the digital transformation. It will be important to significantly strengthen the digital policy framework in partner countries in the years ahead.

What did we learn from the evaluation?

By evaluating its digital projects and digital components in service delivery, GIZ has created a basis for itself, its partner organisations and commissioning parties and clients to assess the quality of its work. This is a basis on which we can build. Although we are working along the right lines, we have also identified there is still room for improvement if we are to make our work even more sustainable. We must in future encourage a much stronger exchange of experience on successful digital solutions, good practices and operational application of the digital principles.



What the evaluation has taught us as a company is that we have gained a better understanding of the dynamics of digitalisation. With the digital world evolving at tremendous pace, it is now clear that we have to develop and deploy digital solutions more systemically in order to trigger sustainable change processes on the path to digital transformation. But we have also learned that we must anchor our digital approaches more firmly in national partner strategies. If we are to shape the digital transformation, we need to develop capacities and an adequate, enabling environment. Last but not least, the evaluation also showed that in partner countries and within our organisation, staff members must receive constant and comprehensive support in understanding digital technologies that are constantly changing and emerging. The evidence-based findings of the evaluation process presented here provide us with a great deal of learning content and visual material for this.

What conclusions can be drawn from the evaluation for digital solutions?

Oliver Haas co-developed the recommendations for the Harvesting Digital Service Results (HDSR) evaluation project. He leads the Data-Driven and Technology-Based Services focus project, one of four focus projects in the Corporate Strategy 2020-2022.



Mr Haas, what do you consider to be the three most important findings from the HDSR evaluation?

First, we established that we often fail to include the scaling and institutionalisation or embedding of digital solutions in the partner structures from the outset. For about half of all digital solutions, no long-term costs were determined in advance and no sustainability or exit strategies were developed. Second, we showed that there is a tendency in projects to develop new digital solutions in

 [Explainer video](#)

order to offer partner organisations tailor-made solutions based on their individual needs. But there is often no overview of comparable, existing processes or digital tools and how these could be used for the new project. And a third important finding from the evaluation taught us that the potential available within GIZ for collecting, analysing and using data in projects is generally not fully exploited. We need to do better here.

How can GIZ ensure that staff are more aware of the company's digital principles?

I'm not sure it's really down to awareness that projects do not yet apply the digital principles as well as they should. Regardless of the digital approaches, a principle such as Build for sustainability is a tenet of our international cooperation. According to the findings of our evaluation, however, it was not sufficiently observed in relation to digitalisation. This tells me we need to support institution-alisation of the principles. And that is also a task for management. We have to look at what structural conditions are needed across the company and what support can be given to projects. Take the principle of Reuse and improve as an example. The evaluation's findings revealed the lack of a central mechanism to provide an overview of solutions that are regularly needed in projects and which could therefore be standardised.

The evaluation also shows that project cycles are often too short to complete digital change processes. What can GIZ do about this?

I think that with the objective of 'integrated solutions', GIZ is already taking an important step in this regard in the next strategy cycle. A shift away from project logic towards a transformative approach. This means we will monitor change processes over the long term and in interdisciplinary teams.

One outcome of the evaluation is the need to promote digital policy more strongly in partner countries. How can GIZ give better support to its partner organisations?

As the report smartly identifies, we lack a systematic focus on strengthening digital policy frameworks. Even though

digital solutions that are embedded in the strategies of partner organisations have a better chance of success. This, for me, is the sticking point. Projects must be given the necessary time and flexibility to embed their digital solutions in the partner system with optimum effect. That's the only way to create good prospects for continuation by the partners. Expertise on regional priorities is required in order to shape digital policy frameworks. As part of the focus project, the Sectoral Department with the Client Liaison and Business Development Department broke this down in a study for ten partner countries. Surveys like these must be continuously and systematically incorporated into strategic portfolio development. Otherwise, we're stuck with the piecemeal approach we have at present.

A little time has passed since the evaluation. Where does GIZ stand now in terms of digitalisation?

We have taken a huge step when it comes to digital working. Above all, we have professionalised data-based working and created a Data Service Centre that can advise staff on how to make projects even more effective and efficient on the basis of valid data. In future, we need to be even more rigorous in making our digital solutions more scalable, so as to avoid constantly reinventing the wheel – developing huge, effective isolated solutions from scratch – and instead develop what we already know, in line with the principle of Use and reuse. That way we can build a digital portfolio that makes us even more attractive to commissioning parties and partner organisations alike. This is the route we have now set out on.

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The e-register app is improving health care in Malawi

Many vaccines need to be permanently refrigerated. To extend their shelf life, cool boxes are used to transport them where they are needed. The e-register app provides advance information on the number of vaccine doses required.



In rural Malawi, a health project is using digital solutions that allow medical professionals to access their patients' health data from anywhere. This has significantly improved medical care – and has resulted also in far fewer vaccines having to be destroyed.

Improving medical care through digitally recorded patient data is one of the objectives that GIZ has been implementing since 2017 as part of a pilot project at the Bilira Health Centre in rural Malawi with the project Health System Strengthening with a Focus on Reproductive Health. The results achieved by the introduction of digital solutions were determined by a rapid trial, which involved the digital registration of 10,000 patients. This has led to improvements in medical care, since medical staff can now access digital data from anywhere – which was not possible with analogue data records, i.e. folders and filing cabinets.

In addition, the evaluation found that digital registration has led to a dramatic reduction in wasted vaccines. Since vaccinations are recorded in each patient's medical history via the digital app *emmunize*, this information can be consulted during treatment. This means that medical staff know whether patients need to receive a vaccination or have already been vaccinated, and the health centre can therefore order the right quantity of vaccine at the appropriate time. Until now, vaccine doses often had to be destroyed because their already limited shelf life was further cut short by lengthy transport routes and high temperatures.

A digital medical history improves care – but the technical infrastructure poses a challenge

Patient data are recorded digitally using the 19 tablets available to healthcare staff in Bilira. The e-register app is a digital register that guides staff step-by-step through the process of taking a medical history and ensures that intermediate steps, such as taking a patient's blood pressure, are not overlooked as a result of time constraints. The app does not allow the expert to click and move on to the next step until a value has been entered.

For all the benefits this digital approach offers, the project also faced challenges. In rural Malawi, for example, it was the technical infrastructure that caused difficulties. The power supply is unreliable, there is no comprehensive internet coverage and there are insufficient well-trained IT professionals. So it was necessary to make adjustments to the ongoing project: to ensure a continuous power supply, the health centre was equipped with solar panels; to ensure work could continue despite internet outages, the tablets were equipped with an offline mode that stores data locally and transfers it to the database when the internet connection is restored; and – as a temporary solution only – a company



The e-register app is connected to a new electronic register for patients and stores all key data concerning their vaccination status. This means the system can keep track of missed vaccinations regardless of location.

ties faced by this health project have been an important lesson for other projects. When we implement digital solutions, we have to look closely – or even more closely than usual – at the specific structures, needs and digital skills of target groups during the planning phase. The same applies to the available infrastructure and sustainable financing once the project has come to an end.

For project manager Paul Dielemans, the e-register app also has significant long-term benefits for the health sector in Malawi: 'For example, if a woman whose data have been digitally recorded, and who was cared for at one health centre during her pregnancy, then goes to a different health centre after the birth, staff there can access her records – and those of her child – through the digital register.' The availability of a medical history to the treating healthcare professional saves both costs and complications – this is of fundamental importance for good medical care. This is also the view of the Ntcheu Health Department, the partner organisation in Malawi. Use of the app means potentially avoiding errors in the recording of patient data, for example, as well as information gaps. 'It's easier to lose data recorded on paper, which has occasionally happened in the past,' explains Ntcheu's Head of Health and Social Services, Dr Steven Macheso. 'In addition, use of the app will improve the quality of medical services, not least because the interventions proposed in the app are in line with WHO standards.' Medical staff can review their own work against the checklists provided in the app – and that is a major asset for the healthcare system.

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from outside Malawi took charge of software issues, since when technical problems arise, there has to be a team of skilled people on site with the knowledge to fix anything.

Flexible adjustments contributed to the success of the project

It is precisely this flexibility – adjustments made during the course of the project – that contributed to its success, says Tatjana Till, evaluation specialist at GIZ. The difficul-



Digital complaints app facilitates needs-based audits in Ghana



Citizen EYE is the name of a complaint management app that reaches significantly more people than traditional approaches by phone, letter or in person.



Citizens often know best which state services are working and which are not – and where the regulatory authorities need to carry out an audit. A project on good financial governance in Africa has set up a digital complaints office in collaboration with the Ghana Audit Service (GAS). The Citizen EYE app offers a quick and inexpensive way to participate. Although the evaluation showed the solution is working, it requires adjustment in rural regions.

When it comes to budget audits by the Court of Auditors, most of us do not think immediately of participation – i.e. citizen involvement. Yet this is precisely the approach that GIZ is taking with the Citizen EYE pilot project as part of the two programmes Collaborative Africa Budget Reform Initiative (CABRI) and Governance for Inclusive Development, which it is implementing in Ghana in collaboration with the African Organisation of English-speaking Supreme Audit Institutions (AFROSAI-E).

The task of the supreme audit institutions – in Germany this is the Bundesrechnungshof – is to review the use of public funds to see whether legal requirements and financial guidelines are being observed and whether public funds are being used efficiently. They also ensure that public funds sustainably improve the everyday realities of citizens' lives. Audit findings are submitted to the parliaments in writing.

Most audits are prescribed by each country's laws, but the audit institutions also have the task of conducting performance audits as and when they are required. For a long time, the 'fire response' principle was used to decide which area required an audit most urgently: 'You would read in the newspaper or hear on the radio something about burning mines and so a decision was taken that the next audit should take place in that region's mining sector,' explains Friedmut Abel, planning officer for Public Finance and Administration in the Sectoral Department. 'We asked ourselves if there wasn't a more systematic and evidence-based way to take these decisions.' It would be better if the information we required came directly from the citizens, Abel continued. 'They know better than us where things are not going well. Which school is not being built despite pledges? Which hospital has fewer beds than it claims? Which roads are in poor condition? We needed to get hold of this information.'

Citizens can use an app to report anything that is not working

That is how the idea for Citizen EYE was born – a mobile app that allows citizens to provide feedback on public services, which is then forwarded to the Ghana Audit Service (GAS). Originally launched in Ghana as part of a pilot project involving GAS, the digital complaints office

created by the app proved faster and cheaper than the conventional telephone, letter or personal appointment.

The benefits of the digital solution – in this case the app – are clear to see in the evaluation report. The number of complaints about public services has increased significantly since the app was introduced. ‘Citizen EYE is a tool which enables the public to demand both accountability and a say in how public funds are spent. The app has helped the Ghana Audit Service to include citizens’ interests in their audits,’ says Lawrence Ndaago Ayagiba, Deputy Auditor-General (GAS) and Head of the Performance and Special Audits Department. In particular, the evaluation attaches great importance to the option to remain anonymous. This creates a safe space for citizens to raise concerns about irregularities, fraud and embezzlement – which is particularly relevant when suspicions are directed at the complainant’s immediate work environment or superiors, explains Tatjana Till, evaluation specialist at GIZ.

Leaving anonymity aside, Citizen EYE also demonstrates the added value that digital applications can leverage: By using the app, users contribute to the piecemeal creation of a large data set – itself an important basis for the long-term planning of GAS audits and the identification of previously unknown risks that are of public interest. This is because data recorded digitally can be evaluated systematically and visualised in the form of graphics, tables and heat maps. In addition, digital tools can reach significantly more people than analogue approaches. This is confirmed by the evaluation, which found that complaints were also received via the app from remote, rural regions – in other words from population groups that are otherwise difficult to involve in democratic participation processes.

Digital infrastructure remains a challenge

This is also where the evaluation shows potential for optimisation, however. Even though citizens from rural regions are using the app, they represent only a fraction of users from urban regions. This is due to their lack of access to the internet or a smartphone – neither of which are commonplace in rural Ghana by any means. As a result, part of the population is excluded from using the app.

This finding from the evaluation will be incorporated into future versions of the app, since it would be wrong to wait until everyone has the same opportunity to use the app before introducing it as a digital solution. But commu-

nication specialist Otsile Malebaco has come up with an idea to tackle exclusion: ‘One solution would be to give the rural population access to the app by leaving devices at centrally situated public places with internet access, such as health centres. That way citizens can use the app, even if they don’t have access to the internet or a smartphone at home.’

But for this to happen, the population in rural regions must first be made aware of the app – and the evaluation shows that this is not universally the case. Although a communication strategy is already in place, with proposals on how to better reach people in rural and remote areas, it had not been implemented at the time of the evaluation. When this is done, one can assume that a greater number of people will be reached in the years ahead. The knowledge acquired from this approach will not only benefit future updates, but also promote its rollout and use in other countries. Other AFROSAI-E member states, including Liberia, Kenya and Botswana, are already planning apps modelled on Citizen EYE. In Uganda, implementation work is already underway.

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Fewer procedural errors, improved efficiency: eJustice Mongolia invests in a digital solution



The eJustice system can be accessed from anywhere and can even be used in rural and remote areas.

Mongolia is reforming its judicial system. The eJustice system is a digital platform which handles all legal processes. The system is more efficient and, most importantly, helps to eliminate procedural errors. Previous evaluations paved the way for the introduction of a digital solution.

But with complex and intermeshed institutional structures, a democratic state governed by the rule of law cannot be created overnight. The transformation process may take years or decades and is bound to suffer teething problems. In Mongolia, for example, the judicial system is not yet fully aligned with the principles of the rule of law, as project leader Lkhagva Zaya reports. Many processes still lack transparency and are time-consuming: it can take up to two years between the reporting of a criminal offence and a ruling. During this period, the parties involved are informed neither about progress with their case nor whether processing is in line with legal requirements. This not only leads to a loss of trust in the institution, the process also encourages corruption. It is not even transparent whether charges can be filed at all, since the rural and often nomadic population – who make up 40 per cent of the total population of Mongolia – frequently has no access to legal institutions.

The Improving the Legal Framework and the Capacity of an Effective Judiciary project is implementing reform measures to change this. A key component of the project is the eJustice system – a digital platform through which all legal processes are handled. It serves several purposes at the same time. At state level, it requires the digital recording of process data that can be accessed by all institutions involved and updated in real time – an enormous increase in efficiency compared to analogue records stored in physical files. The analogue approach was not only prone to errors, it also paralysed exchanges between the individual institutions. ‘To supervise criminal investigations, the public prosecutor’s office is required to log all sorts of information. Before the eJustice system was introduced, criminal proceedings for a single case might involve over 30 registrations done by hand. In addition, a public prosecutor would have to go to the police station in person every morning to transcribe the criminal charges received by the police the day before. That was a huge effort in working time alone,’ recalls Bukhchuluun Davaadorj, head of the IT department at the Prosecutor General’s Office of Mongolia. Now the person handling the case is guided through the individual steps, which helps to avoid any procedural errors. These used to be the primary cause of complaint against court decisions.



The eJustice system means fewer procedural errors – and therefore fewer appeals against court decisions.”

A rapid trial evaluates the results of the digital system

As part of a rapid trial, the project was evaluated and employees of the police, the courts, the executive authorities and the public prosecutor's office were interviewed about the impact of eJustice. Overall, the results showed that civil servants are convinced of the benefits of the eJustice system. Above all, they credit the system with making a major contribution to increasing efficiency. For example, 69 per cent said the system reduced procedural errors. 71 per cent confirmed that case processing times were reduced. 67 per cent noted fewer delays in coordination between authorities, and 71 per cent said there were fewer errors in the exchange of information between judicial authorities.

Project manager Lkhagva Zaya is also convinced by the introduction of the digital platform – and sees direct benefits for the population, particularly when it comes to transparency. ‘Citizens just need their mobile phone to check what’s happening with their case: the latest activity, upcoming deadlines, their rights.’ The fact that the eJustice system ensures greater transparency has not been met with enthusiasm from all quarters, however. When eJustice was introduced, representatives of the executive, police officers, criminal judges and public prosecutors were interviewed to find out what they thought about the new system. ‘They felt they were being watched,’ says Zaya. ‘Big Brother is watching you,’ came their reply. ‘But for judicial officers to know that their actions are transparent, that they can be prosecuted for misconduct and that they should therefore conduct themselves as required – that’s basically what ‘rule of law’ means: yes, I do what the law requires of me.’

Previous evaluations demonstrated the added value of digital solutions

The digital approach has provided valuable support with transforming the judicial system, says Tatjana Till, evaluation specialist at GIZ. The introduction of a digital solution at all is in part thanks to GIZ evaluations. ‘When

we launched the project back in 2012, digitalisation was not the big issue it is today,’ Zaya explains. Quite the opposite. When he suggested introducing a digital system to strengthen the justice system, he was met with scepticism and resistance. ‘There were even recommendations from the Sectoral Department that it was too risky – that was the general attitude towards digital solutions within development cooperation at the time.’ However, previous evaluations had shown that digital solutions really can add value. And based on these valid findings, GIZ has increasingly applied digital solutions to deliver services – like eJustice Mongolia.

Project leader Lkhagva Zaya also sees the approach taken by his project to be easily transferable: ‘This is a solution that can be readily transferred, not just within the judicial system, but anywhere where the state has a specific function to perform. Digitalisation is an excellent way to standardise rule-of-law processes relatively quickly and without major investment. Particularly in countries that are in a period of transition and where recent democratic structures do not yet function routinely.’

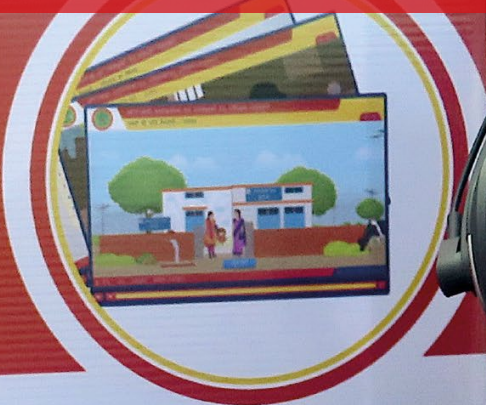
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India: Digitalisation improves many things – including knowledge management

A social worker tries out an e-learning module during an international conference organised by the Department of Women and Child Development.

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Evaluating the digital portfolio of an entire cluster allows GIZ to draw generally valid conclusions about areas in which digital solutions are achieving results and what these results are in specific terms – across projects and sectors. It also means GIZ is able to derive specific recommendations for internal knowledge management.

The Environment, Climate Change & Biodiversity cluster in India uses a whole portfolio of digital approaches, including apps and e-learning platforms. A total of 26 digital approaches covering thirteen projects in five sectors were looked at – the findings of the evaluation provide an excellent picture of what has worked and where there is room for improvement.

One challenge facing all the projects implemented by GIZ in India that involve digital approaches is the infrastructure: only 43 per cent of the population use the internet, and only 24 per cent of households have access to the internet. Understand the existing ecosystem – one of the Principles for Digital Development – is of huge significance in this environment. All the more so in view of the fact that these figures do not yet take account of the enormous differences between high-tech cities and remote villages. ‘There is an enormous gap between urban and rural regions,’ states component manager Susanne Milcher. ‘In the cities, life is highly digitalised. But it’s a very different story in rural areas, and even more so for marginalised groups.’

Developing digital solutions for these framework conditions poses a challenge. And yet Susanne Milcher and digitalisation expert Naveen Garg are convinced of the benefits of the digital-by-default approach by which GIZ has set its course: ‘You can reach more people than by conventional measures, and distance no longer plays such a big role – even remote areas can be accessed,’ Garg explains. What’s more, national partners are explicitly asking GIZ to promote and advance digital solutions. The partner side therefore not only supports digital projects, but is actively calling for them.

Evaluation provides an overview of digital applications

At the time of the evaluation, the cluster in India covered the topics of agricultural and food systems, environment, climate change, natural resource management and biodiversity. Eight different types of digital applications were used in total. Taking all sectors into account, the most common were web platforms, apps and e-learning systems. The evaluation shows that digital applications in the cluster primarily facilitate access to information, improve the quality of services and create greater transparency. ‘Our social workers have become better communicators,’ explains Suresh Tomar, joint director of the Department of



A social worker from the Department of Women and Child Development shows her colleagues a tablet with the online training course on nutrition knowledge and advisory skills.

Women and Child Development in Madhya Pradesh, India. ‘They have learned a lot from the e-learning platform and improved their skills. Thanks to this, they are now able to contribute more to addressing malnutrition in the community.’

However, these results were mainly observable among those employed in government and private sector structures, notes Susanne Brand, evaluation specialist at GIZ. This is because GIZ carries out many projects specifically with government organisations in order to develop digital skills in administrative structures. The lack of nationwide internet access makes it difficult to focus digital approaches on target groups in rural areas. As a result, the measures are more likely to reach these groups indirectly. As Brand explains, it is hoped that a greater number of universal applications will in future be used to reach as many direct users as possible.

What progress has the India cluster made with the digital principles?

At cluster level, the evaluation found that not all nine of the digital principles had been observed equally in all the measures. Naveen Garg thinks the whole cluster can learn

from this finding: ‘I think it really makes sense for us to run a workshop for the cluster as a whole, to explore how we can develop digital applications that meet not just two or three, but all nine principles.’

Naveen Garg and his colleagues see the value leveraged by the evaluation first and foremost in the fact that it has collected and systematised a whole spectrum of individual factors; the external perspective picks up isolated experiences from different projects, which are then taken up, analysed and condensed. ‘We were already familiar with some of the challenges from our day-to-day work, but these were mostly individual impressions. The evaluation systematically collated these and made them accessible in a way that makes the debate on how best to address these challenges really possible.’

The working group on digitalisation addresses and leverages the findings of the evaluation

Solutions to the challenges identified by the evaluation are being developed by the cluster’s working group on Digital Development. This was set up before the evaluation process and serves to promote an exchange of knowledge between projects. Now it will also serve as a one-stop-



Evaluation across an entire cluster allows us to say with great precision which of our digital solutions are working and where we need to make adjustments. This is vital not just for other projects in India – the findings can also be used throughout GIZ, because they can be adapted across sectors and countries.”

Mohamed El-Khawad, cluster coordinator

shop, providing project teams with advice on any issues relating to digital applications. This includes explaining in specific terms the meaning of digital-by-default, as well as how the approach is being implemented and with what degree of success. Members of the working group advise – and attempt to find answers to the questions raised.

What experiences can be transferred from the food sector? Or from the e-learning platform ‘Anganwadi Shiksha’, part of the global programme on Food and Nutrition Security, Enhanced Resilience, which provides training courses on food and nutrition security for social advisors, so that they can take this knowledge to remote areas and pass it on specifically to mothers and pregnant women?

The evaluation provides the working group with an evidence-based foundation on which to build. It finds, for example, that projects need to harness greater synergies between one another – it is not necessary for each project to design its own e-learning tool. To improve knowledge sharing on digital applications, DigiTED sessions present digital applications used in one project and make the lessons learned accessible to the other projects.

The working group also seeks to ensure that all other evaluation findings are incorporated into the future planning

of digital projects. To this end, it is developing a plan of action based on the recommendations proposed by the evaluation – to make ‘Knowing what works’ the basis of GIZ India’s digital projects.

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Virtual working is now common practice – as here at the launch of ‘Solutions 2030’, an initiative to address local challenges in sustainable development as well as in the dissemination and discussion of findings from evaluations.

2



How evaluation works

‘Knowing what works’ is the principle behind GIZ’s evaluations. Evaluations support evidence-based decision-making, serve transparency and accountability and contribute to knowledge management and organisational learning.

International cooperation is complex. All decisions taken depend on a wide range of factors and constantly changing circumstances. Conflicts, wars, crises, disasters, unpredictable political or social tensions in partner countries – all these pose particular challenges to the planning and implementation of development projects. At the same time, each project has to consider the real people who should benefit once our work is at an end. So we, along with our partner organisations and our commissioning parties and clients, are keen to know whether we have achieved our intended objectives and completed a project successfully. This is why we evaluate.

However, we need this knowledge not only to account for what we are doing and improve our projects, but also to gain insights into the accuracy of our positioning, our strategy and our approaches. What we need is evidence-based information that can be used to support decision-making in the context of project and company management, and that helps us to develop as a learning organisation.

The evaluation approach: results-based and user-oriented

We adopt a results-based and user-oriented evaluation approach. We measure success not only by the services provided, but first and foremost by the results. Results may be intended and positive – and through evaluation we discover whether our collaboration with partners has brought about change. When we analyse a large number

of evaluations, we can also draw conclusions about useful approaches and procedures and apply these when planning new projects.

But results can also be unintended, which in most cases means they are negative. No one wants to hear that a project has had a negative impact. But as a learning organisation we need to know about this, too, so that adjustments can be made and any circumstances that gave rise to the negative impact can, where possible, be excluded in future right from the outset.

On the other hand, by adopting a user-oriented evaluation approach, the aim is to produce findings that add value for our partner organisations, our commissioning parties and clients, as well as for ourselves. This is the only way for us to improve our work and make our contribution to international cooperation more effective. Evaluations help to ensure that GIZ’s activities meet the requirements of German development cooperation and contribute to achieving the goals of the 2030 Agenda.

Evaluations are now in demand

Evaluations create work, but the benefits they generate, both for projects and for GIZ as a company, are definitely worth the effort. Because evaluation findings teach us what worked well and why, what didn’t work and why, what can be done better – and, above all, how. Increasingly we now receive requests for evaluations both from within the company and from the client side: an evaluation culture is perceptible and growing.

Basic functions of GIZ evaluations

Support for evidence-based decision-making



Contribution to knowledge management and organisational learning



Transparency and accountability

GIZ evaluations are independent, as they are managed by the Corporate Unit Evaluation that is separate from operational business and reports directly to the Management Board. Moreover, they are conducted by external evaluators, who have a neutral view of the projects to ensure objective assessments.

Evaluations make our work transparent

Reports concerning central project evaluations for BMZ business, corporate strategic evaluations and cross-sectional analyses are also published and accessible to all staff – as well as the general public – via the intranet and internet. In this way, we not only fulfil our obligation to be accountable, but also our claim to be as transparent as possible.

In order to safeguard and continuously improve the high quality of our work, results-based monitoring is part of the role of officers responsible for the project. It is their job to determine whether objectives can be achieved by following the planned approach, or whether underlying conditions have changed in a way that calls for modification or adjustment to the plans. This flexibility, based on valid data, also helps to ensure that most projects do not

experience unforeseen surprises in the final evaluation – and that the vast majority of projects perform successfully in the evaluation.

On the pages that follow, we provide an overview of what we have learned from the evaluations. One example is taken from our corporate strategic evaluations; the other seven have been selected from the corpus of central project evaluations – from Brazil, Iraq, Nepal, Kenya, Somaliland, Central America and the Economic Community of West African States.

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 www.giz.de/knowning-what-works

How well is GIZ positioned to implement the 2030 Agenda?



At the installation of the National Council for the 2030 Agenda, representatives of the President's Office met with the 2030 Agenda Initiative Team at the National Palace in Mexico City.



The 2030 Agenda and its five implementation principles are the frame of reference that guides the work of GIZ and all its staff.

The corporate strategic evaluation asked how far this frame of reference is already mainstreamed throughout the company through existing strategies, structures, processes and instruments.

The 2030 Agenda for Sustainable Development and the 17 Sustainable Development Goals (SDGs) at its heart form the framework by which GIZ aligns its cooperation with commissioning parties/clients and with its partner organisations. Corporate management had defined mainstreaming of the 2030 Agenda across GIZ structures, processes and instruments as a corporate objective by 2019.

In order to determine how well GIZ is positioned to implement the 2030 Agenda, the GIZ Management Board commissioned a corporate strategic evaluation (USE). 25 exploratory and validation interviews were conducted and a total of 19 case studies were carried out between September 2020 and December 2021. In addition, 931 GIZ

Five implementation principles

1. **Leave no one behind:**
Marginalised people are the focus. In future, no one should be left behind or excluded from social development.
2. **Accountability:**
All initiatives must be transparent and their results verifiable. All countries of the world are called upon to report about their efforts and progress at national, regional and global level.
3. **Universality:**
The 2030 Agenda applies equally to all countries. Each country is called upon to define and implement its contributions to the 2030 Agenda.
4. **Shared responsibility:**
The Agenda applies to all, and all must play their part: governments, companies, civil society groups, citizens, the academic and scientific community, etc.
5. **Integrated approaches:**
The social, economic and environmental goals are indivisible and go hand in hand. They are not weighed against each other, but stand side by side on an equal footing.

staff members took part in an online survey. Furthermore, 50 central project evaluations were analysed and data collected in a comparative study involving five international organisations and companies.

So putting the findings in a nutshell: yes, GIZ has succeeded in mainstreaming the 2030 Agenda. In particular, the evaluation report highlighted the fact that mainstreaming of the 2030 Agenda as a corporate objective by 2019 in fact laid the foundations for alignment of GIZ's services with the 2030 Agenda. The 2030 Agenda is recognised as a frame of reference and perceived as such. At the operational level, however, the 2030 Agenda and its implementation principles are not generally regarded as offering



GIZ in Mexico shows the way

A communication platform has been developed on behalf of GIZ Mexico, which enables more than 30 projects to record their methods and approaches to the 2030 Agenda across the country. Not only can these be adapted by other projects, the communication platform also helps to improve knowledge about the 2030 Agenda within the organisation and increase employees' understanding of sustainable development. Other GIZ country offices have already shown interest in the communication platform, which can also be adapted to other country contexts.

 The communication platform

guidance for individual working practice. This is due in part to the fact that demand for a more in-depth examination of the implementation principles varies on the part of commissioning parties and partner organisations.

The evaluation consequently identifies considerable room for improvement in terms of operationalising and translating the frame of reference into service delivery. Furthermore, the report shows that although there are many knowledge products within GIZ that provide guidance and assistance on how to work with the 2030 Agenda, its goals and principles, these are not widely known and are consequently too rarely put into practice.

Not a time to rest on our laurels

GIZ management has already responded to the evaluation findings and initiated measures to make the 2030 Agenda even more of a topic that engenders recognition throughout the company as a whole. The Management Board will communicate to the company with greater urgency its expectation that the 2030 Agenda and implementation principles should be integrated more firmly into its work. References to the 2030 Agenda are made in the departmental strategies and annual objectives of the Sectoral Department, and portfolio advice on the 2030 Agenda will support operational areas even more intensively.

In addition, GIZ continues to ensure that the requirements of commissioning parties regarding the 2030 Agenda are implemented efficiently during all phases of commission management, by providing a needs-based information and advisory service. The Corporate Unit Evaluation will conduct regular cross-sectional analyses relating to the 2030 Agenda, based on completed central project evaluations; these will provide an important source of data on the implementation status of the 2030 Agenda within GIZ and on any potential need for adjustment.

Last but not least, the onboarding of new staff and managers will highlight more vividly the importance of the 2030 Agenda for GIZ's work, and the extent to which the relevance of the 2030 Agenda can be integrated into existing training measures will be examined more closely.

Developing future viability

For GIZ, aligning international cooperation with the 2030 Agenda is not just paying lip service. It is both an obligation and – according to the evaluation – a competitive advantage for the company, since GIZ increasingly also handles commissions from other business sectors. This means that GIZ is able to position itself and its work vis-à-vis existing and potential clients and set itself apart from other organisations. There are already examples of how the relevance of the 2030 Agenda and implementation principles can be further heightened within GIZ. As an organisation, we can learn from this for the years ahead.

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 The evaluation

Brazil: Green markets for the Amazon region



Guarana growing in the Amazon region in Brazil. Natural cultivation methods protect the rainforest's fragile ecosystem.



Sustainably manufactured products should help to improve protection of the rainforest in Brazil. The Green Markets and Sustainable Consumption project, which GIZ is implementing in the Amazon Basin, highlights the benefits of sustainable consumption over deforestation, both for the population and for climate change mitigation. The evaluation recommends that this approach should definitely be continued – but with a greater focus on institutionalisation.

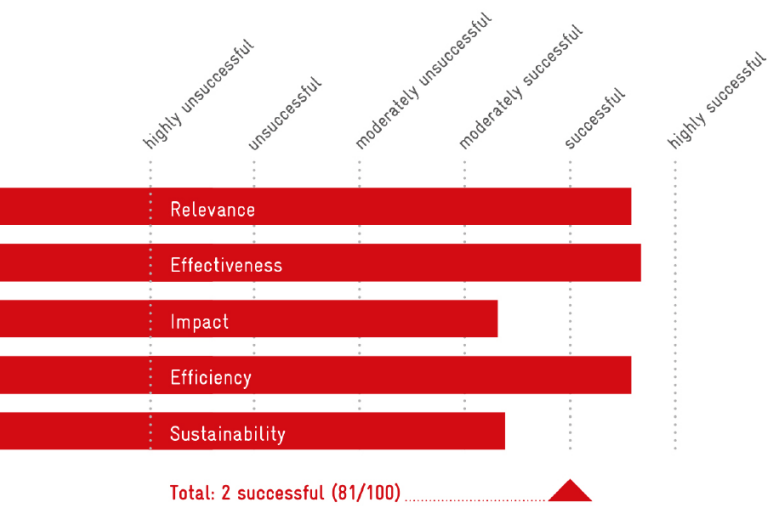
The rainforest is shrinking. Increasing deforestation releases greenhouse gases, destroying both biodiversity and the settlements of local communities that embody traditional ways of life. If the rainforest is to be protected, there must be support for the roll-out of sustainable production systems and communication of the benefits – both financial and otherwise – of sustainable rainforest use. This is precisely the aim of the Green Markets and Sustainable Consumption project, which is working to strengthen the management capacities of cooperatives so that they can market their products more effectively. At the same time, the project promotes sustainably produced products and their added value for the Amazon region in urban centres.

Because these project objectives are in line with the Sustainable Development Goals of the 2030 Agenda and national action plans for increased agro-ecology and control of deforestation in the Amazon region, the evaluation rated the project as successful in terms of its relevance. It helped raise visibility of the topic across authorities and ministries.

A cookery book raises visibility

The involvement of various actors and successful coordination of individual actions were also highlighted as success factors in the evaluation. For example, a cookery book containing recipes using locally sourced food was developed in collaboration with school cooks and the health authority. The book has proved its worth, not least for the purposes of public relations and political advocacy: ‘It was officially presented to the Minister of Agriculture by the officer responsible for development cooperation at the German Embassy,’ says project manager Frank Krämer. Demand for the book was so great that the second edition is already out of print.

According to Dr Vera Hundt of the Corporate Unit Evaluation, the evaluation highlighted as impressive the successes achieved by the project through its gender-sensitive approach. The evaluation report states that recognition of the contribution made by women to sustainable value chains has been shown to offer the potential for profound changes in the way socio-biodiversity is managed in communities. An even more explicit approach with greater systematic involvement of women workers, traders and women managers is recommended for the follow-on



Particularly successful: Projects for the International Climate Initiative (IKI)

Projects implemented by GIZ scored best by comparison. This was the finding of the external analysis of final and ex-post evaluations of projects for the International Climate Initiative (IKI) commissioned by the German Federal Ministry for the Environment, Nature Conservation, Nuclear Safety and Consumer Protection (BMUV) in 2022. IKI projects analysed were rated good to satisfactory on average for all evaluation criteria. Of the 155 evaluations assessed, 60 were projects implemented by GIZ. It was not possible to identify organisation-specific explanations for individual scores. However, it was possible to identify factors of success and failure in project management that apply across the board to all organisations. Thus, participation of partner organisations and target groups during project preparation and implementation was confirmed as a key influencing factor for sustainability. Potential for improvement was identified in particular for sustainability – for example, by encouraging national executing agencies or partner organisations to continue project results using their own resources.

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The evaluation

project. ‘We look at this very closely, especially when introducing new technologies,’ says Krämer, with reference to the evaluation findings. ‘If we introduce a nut-cracking machine into a cooperative, this impacts a work step that would previously have been done mainly by women. So what does this mean for women? Does it benefit them to be able to use the freed-up time in some other way, or does the change cause a problem because it leaves them without a job?’ As Krämer explains, the focus in future will not only be on the impact an innovation has, but also on its design, to ensure that it actually lessens the burden on women and results ideally in their empowerment.

Impact and sustainability achieved lower ratings

The sustainability of the project as a whole was rated only moderately successful in the evaluation. A lack of institutionalisation was identified as the biggest obstacle. Although the project revealed change processes in authorities and institutions, these were seen as slow and marked by setbacks, with the political situation also playing a role. A year after the start of the project, the country elected a government that does not prioritise forest protection. Project manager Frank Krämer sets out the approach taken by the GIZ team: ‘Given these circumstances, the project was able to win over even sceptical target groups, because it highlighted the economic added value that can be leveraged by sustainable forest management, includ-

ing in political dialogue processes.’ Fernando Henrique Kohlmann Schwanke, then State Secretary at the Ministry of Agriculture, also praises the project’s approach: ‘The project offered a glimpse into the future. It showed how it is possible to increase appreciation and value creation for products from the largest tropical forest on earth, the Amazon rainforest.’

This way of dealing with the current political situation is a good reason to continue with the successful project. This is where the evaluation has an important contribution to make, Krämer says: ‘The evaluator involved also contributed to developing the follow-on project. In this case, this occurred immediately after the evaluation, so we were able to benefit from her extremely close involvement and broad knowledge of the project environment. The next project now looks rather different, of course – and that is certainly due in part to what the evaluator saw and learned during the evaluation.’

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The evaluation

Iraq: Creating employment opportunities for young people



University graduates attend training courses in Mosul to improve their practical technical skills. Here they are developing prototypes based on their own ideas.



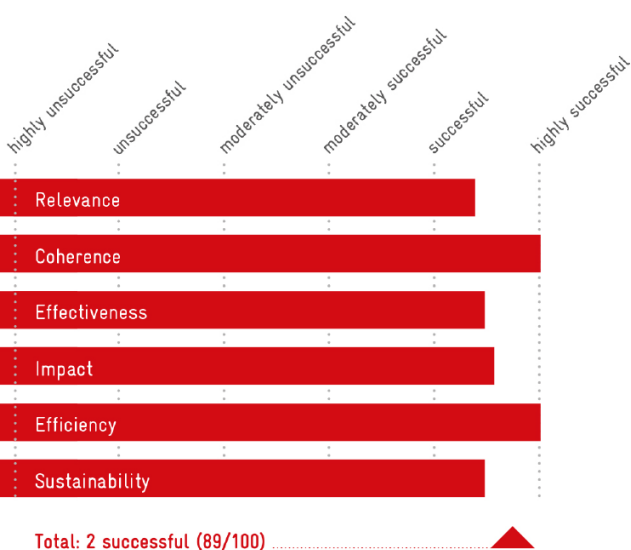
Iraq has a very young population, but jobs are scarce. New employment opportunities are urgently needed, if young people are to be given prospects for the future. In the Information and Communications Technology sector, for example. GIZ's approach of placing marginalised groups, those previously excluded from the formal education market in Iraq, at the centre of a project has proved successful.

Entering the labour market as a young person is never easy. But it is particularly difficult in Iraq, where a very young population is in competition for very limited job opportunities. If there are jobs at all, they are mainly to be found in the oil sector. So new employment opportunities must urgently be created in other sectors to give young people economic prospects. This is precisely the focus of the BMZ-commissioned project ICT – Prospects for a Modern Youth in Iraq. Implemented by GIZ project manager Jochen Zimmermann and his team, the project supports local implementation partners in conducting courses and continuing training measures that are primarily intended to bring participants up to speed for employment in the technology sector. The aim is also to create room for innovation and support potential start-up projects by developing innovation centres, co-working spaces and 'makerspaces' – open work areas where people collaborate creatively on new ideas – as well as strategic partnerships with investors.

The measures target women and refugees in particular – in other words, people who have a much harder time establishing a foothold in the labour market and who are often denied formal vocational training or university studies. As Jochen Zimmermann explains, including these groups in training courses for the tech industry is highly effective: 'Given we're talking here about start-ups and the technology sector, many would see this as a form of promotion for an elite. But in fact the digital sector offers some of the best opportunities for career development without a formal academic education.' This is due in part to the fact that programming has nothing to do with technological knowledge. 'It's more like learning a language,' says Zimmermann. 'And we've all done that at least once before – with our native language.'

Another focus of the project is to connect people from business, research and civil society with the technology and start-up ecosystem, so that they can work together on finding solutions to everyday problems. The fact that this in turn creates new tech start-ups and additional jobs is a positive spin-off.

Start-ups that respond to the needs of everyday life typically show enormous growth potential. Often enough, they also contribute to the big issues such as gender justice and climate action. One of the start-ups that participated in the training programmes developed recyclable packaging materials, environmentally friendly hygiene products and



a machine that converts plastic bottles into 3D printer ink. Given the high levels of plastic pollution in Iraq, such solutions are urgently needed and are already being used by sections of the urban population. ‘EcoLife plays an important role in promoting an ecological lifestyle by producing environmentally friendly products from renewable resources without chemicals and plastic, produced in Iraq by Iraqi hands,’ explains Maryam Yaarub, founder of EcoLife.

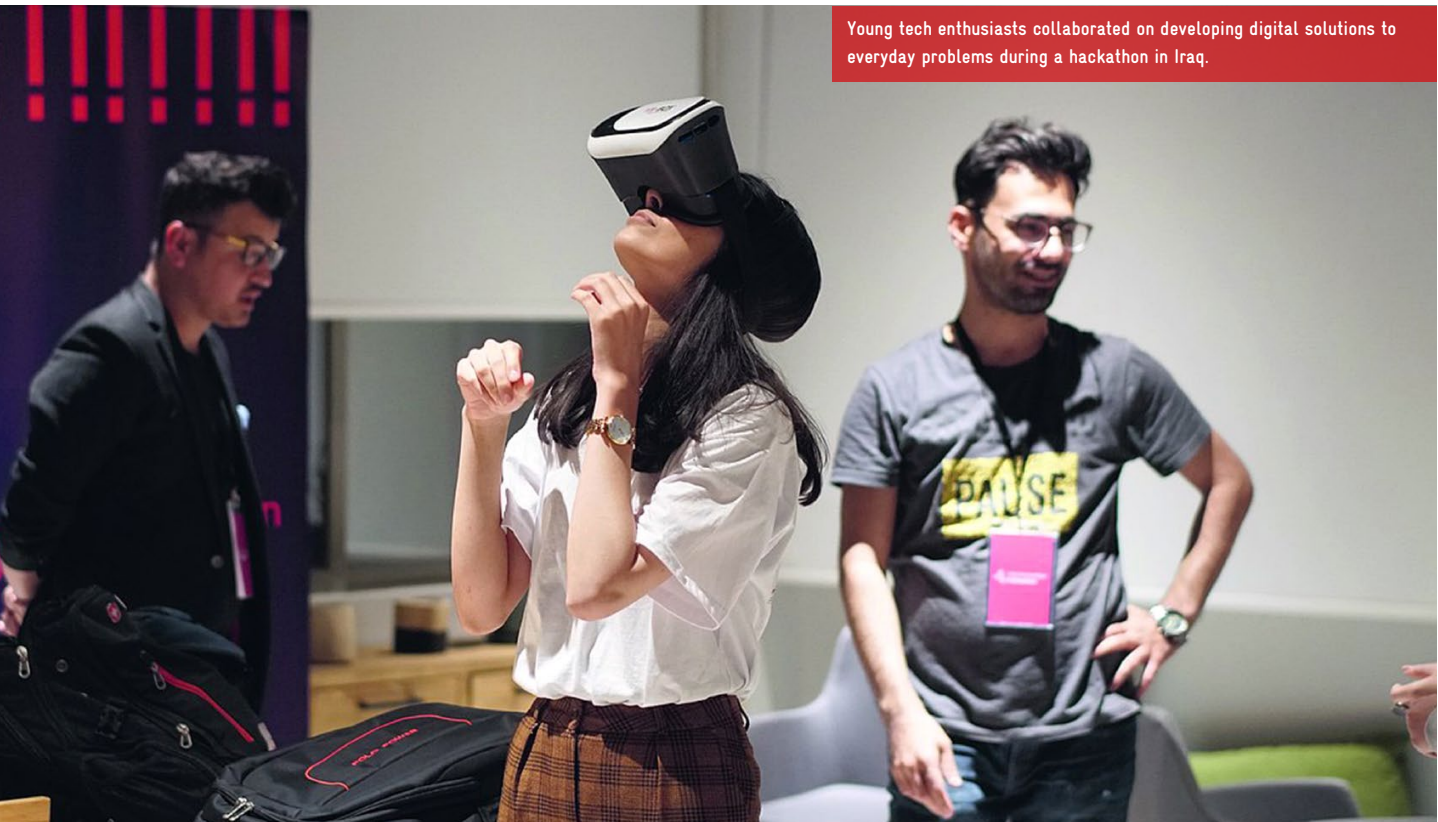
Proven benefits: lean project structures, use of local partner organisations

One feature of the project was its relatively small core team, which turned its focus on local partner organisations. Jochen Zimmermann and his team built up a network of investors to promote start-ups by involving exclusively local partner organisations. ‘The advantage of this approach is that we work with people who are rooted in the local environment and who know – particularly given the unstable situation in Iraq – which investors are suitable, who to bring into the network and who not.’ As the evaluation showed, it was a good decision. The report highlights the fact that the projects’ success – which actually exceeded expectations in terms of results and value

added for the target groups – was due in part to building the capacities of project partners. The project’s approach is also transferable to other projects, Zimmermann adds. In fragile contexts, in particular, projects should as a matter of principle consider greater cooperation with local organisations through financing agreements or service contracts, instead of working primarily with international organisations.

Learning from the evaluation

So the tailor-made training courses proved successful, and many participants have subsequently found employment. The funded start-ups also contribute in very different ways to achieving the development goals in Iraq. And yet there is still room for optimisation. According to Ulrike Haffner of the Corporate Unit Evaluation, for example, the evaluation revealed how the project partially failed to reach the target group of internally displaced persons (IDPs) and refugees outside host communities. This was in part due to the fact that many IDPs and refugees live in remote areas, where access is limited and comes at a high cost. This situation was further exacerbated by the coronavirus pandemic.





As underlined by Jochen Zimmermann, however, this finding is strongly dependent on how the evaluation defines ‘target group’. Who belongs to it? And who does not? Is a person considered internally displaced if they have to leave their home due to persecution, war or environmental disaster? Or is it conditional upon living in a refugee camp? After how many years in a new place of residence are you no longer considered a refugee? These questions were reintroduced into the project in the wake of the evaluation and will help determine its future orientation. The findings of the evaluation – including the fact that the needs of IDPs and refugees in camps differ significantly from those in host communities – provide a valid basis for this reorientation. The same applies to the monitoring of target groups in unstable contexts. Being a refugee carries with it a stigma – in Iraq and elsewhere. When the Islamic State in Iraq and Syria (ISIS) occupied Mosul, for example, many people fled the city – and anyone who returned to Mosul ran the risk of being labelled a traitor. Consequently, people often do not define themselves as refugees.

This perceived failure to reach the target group therefore provides a lesson for future projects at the meta-level: that with certain categorisations of target groups – and with vulnerable groups in particular – there remains a conflict between data collection and the do-no-harm principle. This insight can also be applied to other projects geared to displacement and migration – something which Jochen Zimmermann and his team have already recognised and compensated for in the ongoing project by carrying out regular cross-checks and ensuring that the figures at their disposal are adequate and, above all, robust.

Building on success

The central project evaluation validated the positive results of the project. ‘We were of course delighted to receive confirmation of this very specific approach,’ says Zimmermann. In his eyes, it is to be welcomed that the process was not an internal GIZ audit, but one conducted by neutral, external evaluators. Constant monitoring takes place during the course of the project in any case, and the findings are incorporated into new activities. ‘But obviously the project has its eyes wide open and remains very committed to its approach through the day-to-day work of the project. A central project evaluation like this is like a breath of fresh air that generates new perspectives and discussion,’ says Zimmermann.

With the project phase under review almost over, the team is already working on an outline for the follow-on project. These plans take into account the experience and findings of the evaluation to date. The next step is therefore to involve local political actors more closely. ‘Of course, it is incredibly important to develop the ecosystem and establish links with the private sector and universities. But to make this approach sustainable, policymakers also have to make an effort or at least show awareness that there is a corresponding need,’ says Jochen Zimmermann of the project’s future.

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ECOWAS: Thinking regionally about pandemic management



The regional programme supports pandemic prevention in Sierra Leone, Liberia, Guinea, Togo, Nigeria and Ghana.



Ebola, Lassa, cholera – even before the COVID-19 pandemic, the health systems in many ECOWAS countries were ill-equipped to fight epidemics. But one regional programme has successfully supported the health institutions of selected ECOWAS countries in establishing a prevention and disease control system.

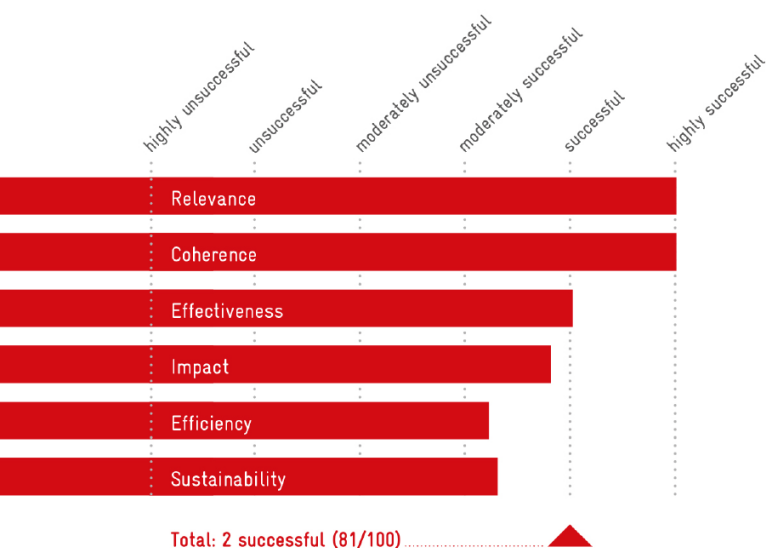
Zoonoses – diseases caused by pathogens transmitted from animals to humans – pose a major health risk in the countries that make up the Economic Community of West African States, ECOWAS. During the last Ebola epidemic in West Africa, from 2014 to 2016, there were almost 29,000 infections and over 11,300 deaths. Epidemic control was hampered mainly by inadequate coordination between actors, ineffective communication of health risks, inadequately qualified health workers and a lack of reliable data.

The Regional Programme Support to Pandemic Prevention in the ECOWAS Region, which GIZ is implementing at regional level and in six focus countries – Sierra Leone, Liberia, Guinea, Togo, Nigeria and Ghana – supports ECOWAS in establishing a transnational system for pandemic prevention and control. Its principal focus is to promote the Regional Center for Surveillance and Disease Control (RCSDC) and strengthen early warning systems. In addition, it supports the setting up of a regional and national rapid response team and strengthens capacities in line with the International Health Regulations (IHR) 2005.

Addressing regional needs and international objectives

The evaluation rates the programme as highly relevant and coherent because it is very well aligned with international and BMZ guidelines on preparedness and response to epidemiological events. Its design covers all important needs, from technical development to HR capacities and organisational development.

Overall, the programme achieved its objective: it provided support to the West African Health Organisation and the Regional Center for Surveillance and Disease Control (RCSDC) – which is responsible for implementing the measures – to better implement the IHR and strengthen the regional network for preventing and responding to outbreaks of infectious diseases with epidemic potential. Almost 7,000 staff from regional, national and sub-national organisations received training on pandemic prevention and control. More than 7,000 users are now connected to the digital surveillance system SORMAS (Surveillance, Outbreak Response Management and Analysis System), which has also been successfully introduced in several European countries to record disease outbreaks.





The programme also developed digital solutions in order to improve communication between regional actors and member states. Hackathons (events at which software or apps are developed collaboratively) and blended learning approaches (which are combinations of face-to-face and online learning formats) were used as training measures. These proved helpful during the COVID-19 pandemic. Materials and information on communicating health risks in a gender-sensitive manner were made available for communication with the population through the RCSDC's digital regional risk communication platform. The project also supported various virtual exchange formats for sharing epidemiological information within the region and across national borders.

According to Ulrike Haffner of the Corporate Unit Evaluation, the evaluation also notched up a number of successes that could not have been foreseen at the outset of the project. These include the rapid response to the COVID-19 pandemic, during which SORMAS was used to record and monitor outbreaks. Chinedu Arinze, an IT expert for SORMAS at the Nigeria Centre for Disease Control (NCDC) agrees: SORMAS and the cooperation – the support we received from GIZ and other partners – are the reason that we were able to deal much better with COVID-19. The project succeeded in securing additional funding of about EUR 8 million from the Emergency COVID-19 Support Programme, financed by BMZ and the EU. Among other things, this made it possible to actually use the brand-new communication tools during the project term.

The long road to institutionalisation

The evaluation still sees potential for development in terms of the impact and sustainability of the activities. Project leader Damien Bishop attributes this to the fact that the project has taken on a very complex process of institutionalisation, which will take time to fully establish itself. For a regional programme that works with many stakeholders and on an institutional level, one has to accept the fact that things take much longer than is the case with many bilateral projects. In addition, the project is working with organisations in the region that are still very young and many of their structures and mechanisms are in the process of being established. 'We are at the beginning of a long process of change here,' Bishop explains. All stakeholders accept that there is a lot still to do to make these initiatives more effective and sustainable – and they also accept the evaluation's recommendations to focus on this in the years ahead.

As the evaluation report states, it is particularly important to continue building regional capacity, both through staff training and support with organisational development. From a project perspective, for example, this means supporting the health authorities in Nigeria and Ghana in adopting SORMAS to the extent that they no longer depend on external service providers for its use. 'But for this to happen we need to build appropriate capacity in our own institutions,' says Rimamadeyati Yashe, National Head of SORMAS at the NCDC. 'The use of SORMAS will be more sustainable,' says Bishop, 'if the training modules for it are easily accessible to users and not something specific that is costly to implement.' Tackling this will be one of the project's immediate tasks.

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National evaluators improve quality

Central project evaluations for projects implemented in partner countries are generally carried out by teams of evaluators, one of whom lives in the country or region concerned. In addition to having sectoral and methodological expertise, these national experts also bring knowledge of the national, regional, political, cultural and institutional context. The importance of local evaluators once again increased appreciably during the pandemic. Their presence and mobility in the country contributed significantly to the professionalism and high-quality completion of all planned GIZ evaluations in the years since the start of the pandemic – despite the entirely virtual participation of international evaluators. These local experts were able to obtain the views of partner organisations and target groups, which are of such importance for the evaluation. Since the introduction of central project evaluations in 2017, GIZ's Corporate Unit Evaluation has collaborated with almost 160 international and 170 national evaluators. The network is growing steadily, with competent local contacts now in place in all regions and sectors. These contacts are included in the unit's professional exchange measures, including the annual evaluators' day and online methodological training.

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On-site work carried out by national experts is highly efficient for evaluations. It enables us to talk to many people from the target group and from partner organisations – which is vital for collecting information and data and, in particular, for ensuring triangulation of information.”

Dr El Mostafa Jamea, Director Research and Consulting
at the MENARES Research Institute, Casablanca, Morocco

Kenya: On the path to dual vocational training

Dual vocational training courses in Kenya: Automotive Mechatronics Laboratory helps to combine theory and practice in a coherent way and specifically address the country's shortage of skilled workers.



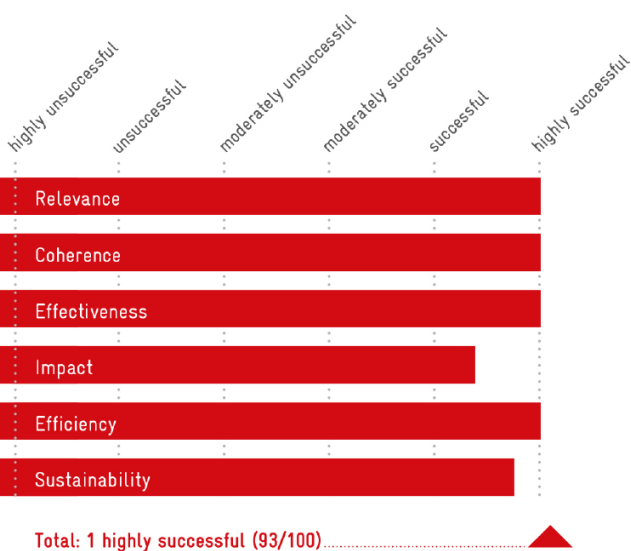


Kenya's industrial sector is among the strongest in East Africa. By 2019, however, growth had stagnated – due in part to a shortage of skilled workers. To remedy this, the government is seeking to transform the education system by 2030. According to the results of an evaluation of Promotion of Youth Employment and Vocational Training in Kenya, the project that prepared for the introduction of dual vocational training, this has been implemented with great success.

The evaluation confirmed that the project was timely and highly relevant,' says Emily Andres, the officer responsible for managing the evaluation. 'The Government had made technical and vocational education and training (TVET) a national priority and was ready to allocate resources to the sector.' With its development programme Kenya Vision 2030, the country set itself the target of bringing TVET up to an internationally comparable level by 2030. Kenya attaches great importance to its industrial sector, but in order to be internationally competitive and an attractive location for investors, it needs skilled workers – with appropriate training.

The basic problem with current training programmes in Kenya is that their content does not meet the needs of the production sector – not least because state vocational schools are very theory-oriented and teach the trainees few practical skills. As project manager Horst Bauernfeind explains, even the meagre number of internships provided for in current training measures do little to remedy the situation: 'They are not based on structured curricula, people are just sent there. If they're lucky, they might get hands-on experience with a machine.' There is a lack of practical orientation, and trainees are not trained with a view to employability. 'In many cases they have to be retrained, which of course generates additional costs,' Bauernfeind laments.

Combining theory and practice in a meaningful way is a strength of the dual training system, such as exists in Germany, Austria and Switzerland, for example. The aim of the project is to translate this system into a model suitable for Kenya. But it is also a challenge, because it brings major changes to Kenya's vocational education and training system. 'There is great interest on the part of the state to improve vocational training. But we also need to persuade companies to get more involved in TVET,' says Sammy Waititu, Principal of the Kiambu Institute of Science and Technology (KIST). Not least, because dual vocational education is expensive. Companies have to provide trainers and meet other costs. This is a radically new idea in Kenya – where trainees traditionally pay for their own training and receive no remuneration – and one which first meant getting people on board.



Cooperation with companies contributes to success

‘The first thing we asked ourselves was which companies would benefit most from the training,’ explains Isaiah Lule, Head of the Automotive Mechatronics Department at the Nairobi Technical Training Institute. This approach, which the evaluation rated as highly efficient, helped the project to exceed its objectives. ‘The approach works particularly well for technical job profiles that are also a little investment-heavy’ says project manager Horst Bauernfeind. ‘Someone who is prepared to spend EUR 300,000 on a piece of machinery is also happy to invest in the person who operates and maintains it.’ Seventy companies with training courses in industrial mechatronics, automotive mechatronics and vehicle construction were signed up to participate.

One recommendation of the evaluation was to encourage more companies to participate by creating additional incentives, such as guidelines that offer companies the prospect of tax relief in exchange for taking on apprentices. Furthermore, it recommended closer coordination of financial and technical cooperation: ‘As the evaluation identified, this would further improve the modernisation of equipment and boost interest in dual training,’ says evaluation manager Emily Andres. This would also address a factor identified in the evaluation as leading to failure: since many training institutions in Kenya lack equipment, it is often not possible to run modern training courses in line with industry standards.

Standards and guidelines are another important issue, because they increase project efficiency and ultimately the efficiency of the dual vocational training. Guidelines should define the processes in educational institutions that provide classroom-based training. Common standards need to be developed, setting out the basic skills trainees should acquire with the companies. It would also make sense to define how trainees, companies and vocational schools communicate with one other, and there is a need for guidelines on funding and the responsibilities of the private sector, training institutes and national authorities.

The legal status of Kenya’s private sector posed a challenge for the TVET project.

These recommendations by the evaluation team fully confirm Horst Bauernfeind’s conclusions. One major difference between Kenya and Germany is how the private

sector is organised. Whereas in Germany, the interests of industry are represented by associations and chambers which collaborate with state actors to develop standards that contribute to the comparability and quality of services and qualifications, in Kenya there are no such institutions and processes, or only to a much lesser extent. Instead, there are just a handful of well-organised associations, with far fewer members. This made it very time-consuming for the project team to establish contact with the private sector. ‘The first year we were busy assembling stakeholders,’ Bauernfeind recalls. Then it took a full two years to develop the curricula, which we had to design in line with industry needs.

Given these circumstances, it is hardly surprising – as the evaluation found – that not all policy frameworks designed to put vocational schools in touch with industries have yet been fully implemented. Promoting institutionalisation is therefore set to become part of the follow-on project. In the view of the evaluation team, it will also further facilitate and more firmly establish cooperation between all stakeholders.

The evaluation also recommends that the next step should be to scale up the concept of dual vocational training in Kenya, says Emily Andres from the Corporate Unit Evaluation. After all, the long-term objective is to establish dual vocational training as widely as possible across all trades. The evaluated project itself had focused mainly on a small group of talented young career entrants, which the evaluation report identifies as a weakness. In the follow-on project, care should therefore be taken to ensure that all population groups are taken into account where possible. For project manager Bauernfeind, the solution is clear: ‘It was a pilot project, after all. The focus of the follow-on project will be to guarantee the measure’s sustainability.’

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Nepal: Federalism and energy



The RERA project supports Nepalese partner organisations in promoting renewable energies, such as solar water pumps in Dhangadhi.

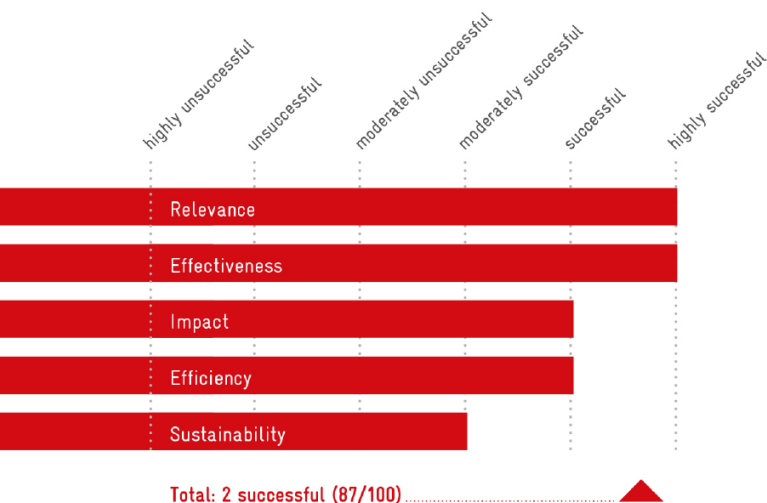
During implementation of the ongoing project Renewable Energy for Rural Areas (RERA), Nepal began a shift towards a federal administrative structure by reorganising state structures – which posed an enormous challenge for the implementers. Nevertheless, the evaluation team labelled the project a great success, underlining the importance of maintaining flexible project structures.

Around three million households in rural Nepal are without a modern energy supply – or have only limited access to one. The Renewable Energy for Rural Areas (RERA) project aims to change this, because energy poverty has far-reaching consequences – for the environment and health, but also for opportunities for economic and social development. Those without electricity in Nepal are forced to use wood and other biomass for heating and cooking. This not only contributes to deforestation in the long term, it also poses a health risk, since cooking with wood and biomass produces high levels of flue gas. Without the option of electrical energy, everyday tasks – such as agriculture, pumping water and house construction – remain so labour and time-intensive that the population has few resources left for innovation or even professional development; economic development stagnates. With no electric light and no internet, access to information – particularly education – is already severely limited. As is so often the case, these handicaps have a particularly severe impact on already disadvantaged social groups, including women. In contexts such as these, a project with a focus on energy supply can make a big difference. The project was highly relevant, since its focus on energy supply addressed a major core problem for the rural population. It was consistent with the partner country's strategies, German development policy and international goals.

Flexible project structures a success factor

The Nepalese partner organisations were the Alternative Energy Promotion Centre (AEPIC) and relevant bodies in the provincial and local governments. RERA supports these bodies in promoting renewable energies. There is, however, one particular challenge: when the project was launched in 2016, there were no federal structures and therefore no responsible bodies. Nepal did not start to implement its new constitution of 2015 – and with it the federalisation of state structures – until after the project had started work.

The project reacted quickly and flexibly. As one of the first projects implemented at local level, it shifted its focus to providing support to the new local governments and the AEPIC in its changing role. This ensured that work could be carried out properly even under the new conditions.



What do the projects contribute to development cooperation programmes?

While central project evaluations (CPEs) generate evidence-based knowledge concerning the implementation and impact of projects in BMZ business, the quality and impact of higher-level programmes are not yet subject to systematic evaluation. It is a matter of increasing importance to BMZ to know what works and where adjustments are required, including with regard to programmes. The cross-sectional analysis of central project evaluations therefore recorded the contributions made by projects to development cooperation programmes and identified recommendations for improving programme evaluations. In future, evaluation of a project will systematically include the programme level, in order that lessons can be learned from the CPE for the programme level in the long term. Since projects selected for evaluation are so wide-ranging, they could be evaluated separately in line with specific issues. This may be particularly valuable in the case of programmes for which several implementing organisations are responsible.

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 The evaluation

Recommendation to expand capacities

Figures show that project measures have had a positive impact on the actual living conditions of many people in Nepal: thanks to RERA, over 30,000 people now have access to electricity, 25,000 people have access to modern cooking facilities and 8,000 people have access to drinking water. As Claudia Kornahrens explains, structures and processes were created to include women and marginalised groups during the course of the project. However, RERA was only operational in 14 out of 753 Nepalese municipalities – the central project evaluation makes a specific recommendation to expand the project to include a greater number of municipalities. In addition, there is no sure

guarantee of the measures' durability when RERA's support comes to an end, since the partner organisation – the Alternative Energy Promotion Centre – has not been able to provide adequate support to municipal administrations in the past. The central project evaluation therefore only rates the project as moderately successful for the sustainability criterion.

The factors leading to this rating had actually been considered in many areas, says project manager Christian Liedtke, but 'given the changeover to federal structures, we first had to develop our project as a pilot. That's why we were unable to work with more than 14 municipalities.' Nawa Raj Dhakal, Deputy Executive Director at AEPC, praises the preparatory work of RERA I: 'The project pioneered the empowerment of newly formed local governments – rural and urban municipalities – to promote renewable energy. The lessons learned and tools developed by RERA I in collaboration with the 14 partner municipalities in two provinces are currently being replicated and scaled up by AEPC and other partner organisations, so that many more local governments and provinces can benefit.' So scaling up and sustainable use already feature in the follow-on project, which is now being implemented: 'From the beginning, we focused on using digital knowledge management tools and making these available to partner institutions. That way we can really get information out there and also work towards scaling up.'

This optimistic view of the future is shared by the evaluation, which states that RERA II, the follow-on project, has a good chance of consolidating the positive impact of RERA I, thereby helping to achieve the development goals in Nepal in the long term.

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 The evaluation

Central America: Perspectives on remaining and returning

The project provides returning children and young people with educational and vocational training formats and psychosocial support. The purpose of this is to help to promote their (re)integration. Theatre productions are used to raise awareness among the population of the measures and risks associated with irregular migration.





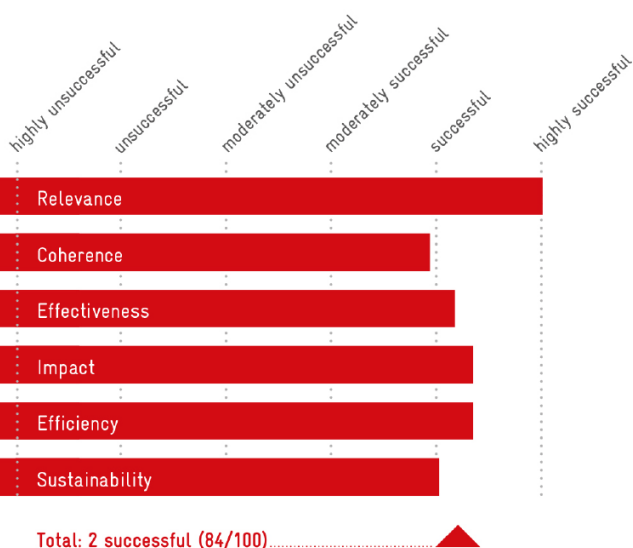
The ALTERNATIVAS project in Central America creates measures geared to the social, educational and professional reintegration of children and young people at risk of violence and displacement. In this way, the project also strengthens state, civil society and private sector actors. The evaluation rates the approach as highly relevant. But it also questions the scope of the project and encourages greater focus.

Central America has experienced decades of unrest and conflict. Even today, the situation is fragile in certain respects – first and foremost, the region lacks training and employment opportunities. Seeing few prospects in their home country, young people in particular head north, mainly to the USA and Mexico. This is rarely a solution, however, since children and adolescents are often exposed to violence along the migration route. Most of them are refused entry at the borders of destination countries and have to turn back. The reintegration of returnees is thus another challenge for the countries of Central America.

Psychosocial support and career prospects through training places

The ALTERNATIVAS project provides local children and young people with alternatives to irregular migration. These alternatives also help to support the reintegration of returning children and young people. The project promotes flexible education and vocational training formats, as well as psychosocial support services for children, young people and their families. As Benjamin Bräuer from the Corporate Unit Evaluation explains, these measures are highlighted by the evaluation as very relevant contributions. The project is specifically tailored to the needs of target groups.

For those opting to remain, the prospect of employment is highly relevant. Until now, however, vocational education and training has rarely been geared to the real needs of the labour market, which demands personal skills as well as technical competencies. But young people have mostly had nowhere to acquire them. ALTERNATIVAS worked with private companies to develop a tailor-made training format for young people in search of employment, which develops both their technical and social skills. The cooperation with Salvadoran supermarket chain Súper Selectos is a good example. This is a sizeable company, with 107 supermarkets throughout the country. A high percentage of young people who take part in the training format actually find employment in this supermarket chain. ‘Around 70 per cent of young people who participated in the training were successful in finding a job,’ explains Clara Rodríguez from Fundación Calleja, the foundation set up by the supermarket chain Súper Selectos. ‘This is mainly because courses are adapted to the company’s requirements and we’re able to give young people direct





A young person enrolled in the project takes part in a welding course in Tegucigalpa, Honduras.

employment opportunities in our supermarkets.’ Close cooperation with the companies and precise identification of their needs in the training plan have yielded very positive results – it is an approach that is now being copied in cooperation arrangements with other private companies in Honduras and Guatemala.

In addition to providing educational, vocational training and psychosocial services for children and adolescents, the project also trains social workers, teachers, healthcare professionals and staff in facilities for returnees on how to provide psychosocial support for children and adolescents who are under severe psychological strain as a result of their experience of displacement and violence. The project developed a total of eight training modules, including modules on sexual violence, trauma, suicide prevention, remote psychosocial counselling and psychosocial counselling for LGBTIQ+ children and families, which were implemented on an inclusive basis with national and local institutions. As the evaluation report highlights, these training courses were very well received. The fact that children, young people and their families said they were very satisfied with the psychosocial counselling sessions and that they had had a positive impact on their lives and well-being is considered part of the project’s success.

A focus on approaches that really work

The situation is different when it comes to overarching results, especially expectations that the project would contribute to a tangible reduction in violence – and in homicide rates among young people in particular. According to Benjamin Bräuer, no such outcome has yet been identified. Project manager Felicitas Eser agrees: ‘Our contribution is to promote the social, educational and economic (re)integration of children and young people who are at risk of displacement or are returnees. This helps to show them alternatives to crime, violence and irregular migration. But our work can only have a rudimentary and selective influence on reducing this regional and multi-layered phenomenon.’ The evaluation report recommends formulating the objectives more realistically or less ambitiously in terms of the contributions the project can make at the level of overarching development results – particularly in relation to migration and violence reduction. This assessment is shared by the commissioning party, the German Federal Ministry for Economic Cooperation and Development (BMZ) and adjustments are to be made to the development cooperation programme into which ALTERNATIVAS will be integrated. A further recommendation is to reduce the number of measures within the project and to focus efforts at a level that is feasible and achievable with an adequate degree of quality by project staff.

For Felicitas Eser, this is a key recommendation for the future of the project. ‘BMZ commissioned us with two more years of implementation, and we’re now focusing on measures and approaches that have the greatest potential. Our aim is to continue, expand and mainstream these activities, rolling them out at national and regional level.’ The evaluation triggered an important process of reflection, Eser explains. ‘We have learned a lot.’

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Somaliland: Preserving livelihoods using the simplest of means



Water is of huge importance to livestock farmers. In order to safeguard stocks, they need to be able to provide water for their animals even in times of drought.



Somalia is one of the world's most fragile states. The region of Somaliland in the north of the country declared its independence in 1991, but is not recognised as a state. Although the country is on a positive course, the livelihoods of the majority of the population are not secure. This was a major challenge for the Improved Livelihoods through Livestock and Agriculture in Saaxil project, which GIZ implemented in Somaliland.

The political situation in Somaliland is currently largely stable and yet fragile: The region functions de facto as a state with all the corresponding political structures, but it is not internationally recognised. The insecure situation in surrounding countries and ongoing conflicts in the Horn of Africa, which have led to large numbers of displaced people in the country, further contribute to this fragility.

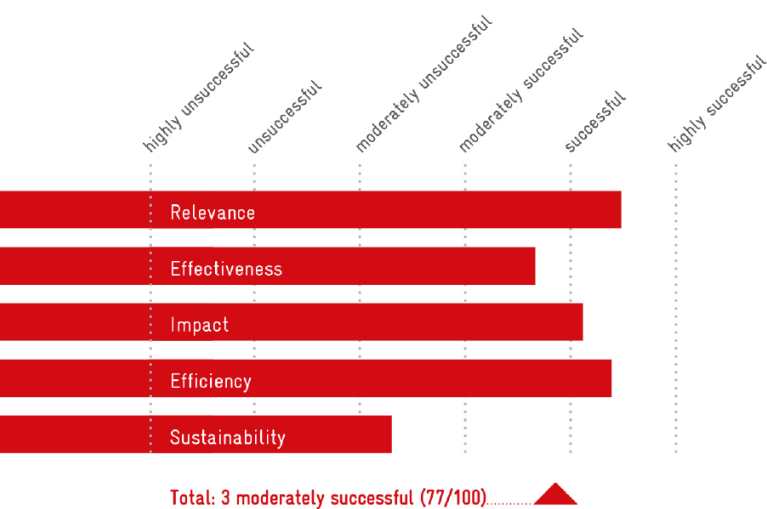
The key economic sectors in Somaliland are agriculture and livestock farming, including milk production; about 70 per cent of people work in these sectors. However, droughts and water shortages resulting from climate change are severely affecting the sector and yields of agricultural goods and milk production are low. The unhygienic treatment of fresh milk and lack of refrigeration lead to further losses and endanger human health. In addition, environmental pollution from plastic waste, for example, is having a detrimental impact on the country's flora and fauna.

In the north of Somaliland, the Improved Livelihoods through Livestock and Agriculture in Saaxil project supports both farmers and sellers of produce in improving yields and income and thus securing their livelihoods. Priority was given to alleviating emergency situations. As Benjamin Bräuer from the Corporate Unit Evaluation highlights, the project was able to provide valuable impetus here and address fundamental problems with immediate effect. The multi-level approach – from village and provincial level up to national level – supported development in the country, he says.

Moderately successful – and yet much improved

Overall, the evaluation rated the project as 'moderately successful' based on the prescribed indicators. In challenging circumstances, it contributed to improving the situation in Somaliland, Bräuer explains.

Retention basins were built at the municipal level to collect and store rainwater. During the drought of 2017, animal feed was distributed to the worst-hit livestock farmers to rescue remaining stock. After the drought, depleted livestock numbers were augmented in order to secure the livelihoods of those livestock farmers at particular risk. Farmers and herders took part in training courses on animal health and the project established a number of veterinary care centres for farm animals at village level.



Those involved in all stages of milk processing and marketing received training on milk hygiene, including pasteurisation processes. The project also set up solar-powered cooling systems and used these to equip milk sales outlets. These two measures not only led to a reduction in the volume of spoiled milk having to be disposed of by producers and sellers, they also reduced the number of cases of diarrhoea in households.

Carola von Morstein, project manager, explains the steps needed to preserve milk and enhance its quality: ‘Since the milk has to be heated in a controlled way for pasteurisation, we began with a stove manufacturing programme. Controlled heating is not possible on traditional wood fire pits, with three stones placed on the ground. But without pasteurisation, there is a considerable loss in quality. So we introduced the controlled pasteurisation process at producer level, which means that germs are reduced from the very start of milk production. We also introduced shorter transport routes and subsequent refrigeration by sellers.’

Transferability of the approach a key factor

Key to the success of these activities, in von Morstein’s view, was the intensive training provided to people along the entire value chain. This has radiated outwards, with several cities, municipalities and non-governmental organisations now copying the approach – and even expanding into other areas such as animal health.

Benjamin Bräuer takes another positive from the evaluation report: because of the available funding and difficult external circumstances, the margins for maximising results were very limited. But the project contributed to knowledge transfer, not least for other organisations with local operations, for whom the project provided technical experience and innovations which they were able to integrate into their own activities.

These difficult external circumstances also include the challenge of ‘working with a state within a state that does not formally exist,’ says project manager von Morstein. This has a major impact on project implementation, for example, because the financial security of projects cannot be arranged through the established channels of international cooperation. This is based on cooperation between recognised states.

Flexible project management makes transitional development assistance more effective

Crises such as natural disasters or armed conflict have been increasing in number in recent years. International development must be able to respond quickly and flexibly in order to address the basic needs of the affected populations and local structures. This is why BMZ has established transitional development assistance (TDA) as a crisis management instrument designed to support those affected and local structures in coping with crises and to strengthen their resilience in the medium term and long term.

A cross-sectional analysis of ten central transitional development assistance project evaluations found that in particular, adaptable and flexible project management, observing context and conflict analysis from the integrated peace and conflict assessment, and solid, results-based monitoring are the keys to success in TDA projects. In order to prevent or reduce unintended negative project results (known as unwanted side-effects), a consistent context-sensitive and conflict-sensitive monitoring system is vital.

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 The evaluation

As the evaluation report highlights, local non-governmental organisations – as key partner organisations – need to be involved even more closely, but they frequently lack the necessary technical knowledge. Project manager von Morstein confirms that in many cases they had to provide the necessary know-how before actual cooperation could begin. For this reason, she sees great potential for future cooperation arrangements with state structures that are still being developed and their staff. ‘This workforce is

One major advantage is the transferability of the project approach. Other cities and municipalities are already copying the approach, which can also be transferred to other areas such as animal health.”



On the way to work: The project supported mainly women and women-led households with cash-for-work measures during the drought.

available to the country once the project finishes. These are highly qualified skilled workers. We've been training people over a lengthy period. I hope and expect some of them to climb a few rungs on the government ladder and perhaps gain a different experience of leadership and responsibility.' In addition to contributing to project sustainability, this could also promote the development of functioning state institutions.

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Evaluations of projects for the Federal Foreign Office

Evaluations for the Federal Foreign Office (AA) are based on OECD-DAC criteria: relevance, coherence, effectiveness, impact, efficiency and connectivity. Since 2012, the Corporate Unit Evaluation has evaluated a total of 12 projects implemented by GIZ on behalf of the Federal Foreign Office. In addition, a cross-sectional analysis was carried out. We report here on selected evaluations from 2021 and 2022.

Memory Culture & Historical Dialogue in Sri Lanka

In Sri Lanka, GIZ implemented a project to support state and non-state actors in their memory culture initiatives. The project was financed using funds provided by the Federal Foreign Office and cofinanced by the European Union. The evaluation shows that this cofinancing arrangement successfully increased both the relevance and effectiveness of the project. Efficiency was also slightly increased and connectivity improved. These improvements were attributed to the expanded scope of the project and shared responsibility.

Support for the stabilisation and peace process in Mali

GIZ supports the peace process in Mali with a project on coming to terms with the past and conflict transformation. The aim of small projects is to improve living conditions for the population and thus increase confidence in the peace process through a peace dividend. The evaluation rates the project as moderately successful and highlights the successful setting-up of a truth commission. At the same time, it recommends more precise formulation of the stabilisation approach in the Malian context in the event of a follow-on project. The contribution of women to the peace process should also be given greater attention. These recommendations will be taken into account for the remainder of the project term or in the follow-on project.

Support for the stabilisation process in Yemen

A political solution to the violent conflict in Yemen does not seem to be within reach. On behalf of the Federal Foreign Office, GIZ supports the maintenance of services provided by local administrations, with the aim of offering the population an alternative to radical actors such as Al-Qaeda or Daesh through this stable 'bottom-up' influence. The evaluation rated the project as highly relevant for local administrations and the population. The project contributed to the restoration of damaged infrastructure, for example, offering an easing of local living conditions. Overall, the evaluation concludes that the project is delivering tangible results in a highly unstable environment.

Monitoring projects on behalf of the Federal Foreign Office

A cross-sectional analysis of all evaluations carried out by GIZ on behalf of the Federal Foreign Office (AA) came to the conclusion that the issue of monitoring is now of increasing importance in projects geared to stabilisation. This identified both the need and the desire to formalise monitoring systems that are lacking or merely informal in nature. Dialogue with the commissioning party, the Federal Foreign Office, has already begun.

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As part of a workshop organised by the Programme to Support the Decentralisation Processes in the Honduran Education Sector, a young person prioritises 'demands for the school of our dreams' developed during the workshop. The results of the project evaluation have been incorporated into the Facts and Figures chapter.



Facts and figures

Interview with Albert Engel

Albert Engel has been Director of the Corporate Unit Evaluation since 2019. The unit's overarching objective is to increase the benefits of evaluation and the range of instances in which it is applied in order to improve GIZ's performance and effectiveness. In this interview, he speaks about what has been achieved and the challenges GIZ has faced in the last two years.



Mr Engel, what's your view of the overall result of the evaluation?

The overall result of the evaluation is on the whole very good. Which is astonishing, given the difficult underlying conditions: COVID-19 pandemic, political crises, civil wars, increasing fragility, natural disasters. In part, these good results are also down to the projects paying closer attention. They carry out contextual analyses and look very closely at the framework conditions in which they're operating. They develop more accurate results models and work out in advance which measures give rise to which results. All this means that projects are able to react to adverse conditions and change course in good time.

Let me give you an example. From 2016 to 2020, the Green Markets and Sustainable Consumption project in Brazil worked to improve the marketing of sustainably grown smallholder products. But the political framework in Brazil has changed. New provisions apply to the rainforest, and the ministry responsible has been completely restructured and partly re-staffed. The project analysed the new situation, reacted quickly and flexibly – and was able to achieve a positive result.

But another key fact is that GIZ has had a presence in many of these countries for very many years. Our networks are extensive and our staff have very long-standing knowledge of the contexts. That is also a success factor, without doubt.

Evaluations are carried out in line with internationally agreed criteria and using scientific methods. What does this mean in concrete terms?

As a federal enterprise, we work transparently and verifiably in compliance with internationally agreed standards and procedures. These include, for example, the evaluation guidelines provided by the German Federal Ministry for Economic Cooperation and Development (BMZ). These in turn are based on international standards used by the Development Assistance Committee of the OECD, the Organisation for Economic Co-operation and Devel-



As a federal enterprise, we work transparently and verifiably in compliance with internationally agreed standards and procedures.”

opment. And we abide by the standards of the German Evaluation Society, DeGEval. The criteria that guide our evaluations are: 1. Relevance – are we doing the right thing? 2. Coherence – is the measure appropriate for this particular context? By looking at efficiency, we can check whether resources are being used economically. Effectiveness is about whether we achieve the objectives; impact examines the contribution to development results. Finally, the criterion of sustainability asks whether the results are durable.

We check these criteria systematically using internationally recognised methods. As the minimum standards for verification of results we prescribe a theory-based approach. Contribution analysis has proven a suitable method for measuring results. We assess efficiency by examining the ratio of costs to output. These methods and procedures enable us to achieve highly valid results.

Since the last report, the framework for evaluations has changed considerably. What has been the impact of the COVID-19 pandemic?

COVID-19 certainly had a significant impact on our evaluations. Around 120 of the 169 evaluations fell exactly

How well does GIZ support partners who travel abroad?

In order to fill vacancies quickly and with the right people, there has to be an increase in the willingness of employees to accept job mobility and rotation. The evaluation examined the relevance and effectiveness of the support programme for accompanying partners in terms of its contribution to better and faster recruitment and the willingness to switch between home and abroad. Across the board, interviewees were satisfied with the contact and advice they received, as well as the prompt provision of helpful information. The HR support programme was considered to have been a relevant factor in the decision of staff to go abroad.

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Evaluation with no holds barred: Evaluation on Cooperation and Leadership

As part of a company-wide participatory process in 2018, Germany-based employees and field staff formulated four principles that have provided guidance for Cooperation and Leadership (KuF) at GIZ ever since. The four principles are: Co-create Meaning, Cooperate in Diversity, Practice Adaptive Leadership and Experiment & Innovate. A corporate strategic evaluation examined how these principles are implemented in GIZ. The approach used was the principles-based development evaluation method, which is conducted in parallel and considered particularly suitable for evaluating open-ended, innovative and complex processes. Internal evaluators from the Corporate Unit Evaluation worked closely with the responsible KuF team at GIZ and external evaluators to provide timely evidential parameters for management. Through various surveys, responses from 150 teams involving over 1,800 employees were recorded using a specially developed IT tool – with very inspiring findings, as one member of the KuF Steering Committee put it, describing the interim survey results as ‘helpful for process management’. New forms of cooperation and leadership take time; cultural change cannot be achieved in four years. The findings of the evaluation will support managers and staff on the chosen path.

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 The evaluation

within the period of the pandemic and this required adjustment on our part. Essentially, we carried out what are called remote and semi-remote evaluations. We have been working for years with consultants, both international – German and European – and national. When international consultants were forbidden entry to a country because of the pandemic, we organised teams in such a way that interviews were carried out locally by national consultants. During the lockdowns we were restricted to video conferences and telephone interviews. That worked surprisingly well and after a certain period of adjustment we were able to achieve valid results and meet our quality criteria.

The pandemic was not the only challenge – what else did you have to deal with?

A major challenge – for evaluations as well as for projects – is the increasing fragility in many of our partner countries. More than two thirds of our projects are now undertaken in fragile contexts – and this number has been rising steadily in recent years. Wars, natural disasters and unstable institutional conditions make it increasingly difficult to implement development measures in these countries – and, of course, to evaluate such measures. Remote and semi-remote evaluations have a major role to play here. An initial finding of our ongoing cross-sectional analysis on the impact of the COVID-19 pandemic is that remote interviews, in particular, can provide a safe space for dialogue on sensitive issues, such as those around conflict or gender.

Another challenge that turned out to be an opportunity is the increasing use of national and regional evaluators. We see our work with national and regional evaluators as a contribution to evaluation capacity development. National and regional evaluators are also invited to participate in our training courses on contribution analysis and the follow-the-money approach, and to attend our annual virtual evaluators’ day. As I explained, this combined use of international and national consultants, with their excellent local knowledge, not only makes sense, it is also vital to our work.



A major challenge – for evaluations as well as for projects – is the increasing fragility in many of our partner countries.”

What is the most important insight you take from the evaluation? Do you see any trends? What surprised you?

What is most evident in the evaluations is the absolutely crucial need to strengthen institutions and build individual capacities – and that pretty much applies regardless of the topic, whether it be energy efficiency, vocational training or food security. That is a key finding. What surprised me was that project scores deteriorated hardly at all during the pandemic. We now need to look more closely at why this was the case. Can it be explained by flexible readjustment? Or were appropriate countermeasures taken?

Looking ahead, where do you see the future for evaluations?

On the one hand, we should in future turn our focus more to the programme level – in other words, the level above individual projects. As a matter of fact, we have already started to develop concepts for evaluating programmes in which the technical cooperation of GIZ and financial cooperation of KfW (Kreditanstalt für Wiederaufbau) go hand in hand. A second area is corporate strategic evaluations. Here, for the first time, we carried out an evaluation that accompanied an ongoing process, providing direct feedback into that process. We would like to do this more often in future.

Overall, I am certain that exciting times lie ahead for the evaluation of development work. Development cooperation is evolving and evaluations are a vital way of demonstrating the results of this work.

Overall evaluation

Central project evaluations (CPEs) have been gradually introduced since 2018 and currently evaluate 80 to 100 projects annually. In CPEs, a random sample of 40 per cent of BMZ-financed projects with a commission value of EUR 3 million and upwards is evaluated on a scale of 1 (highly successful) to 6 (highly unsuccessful). Projects with a rating of 1 (highly successful) to 3 (moderately successful) are

considered successful. Further information on methods can be found on page 76-77.

The 207 available CPEs were evaluated on the basis of a range of evaluation criteria and thematic fields, such as regions or project type.

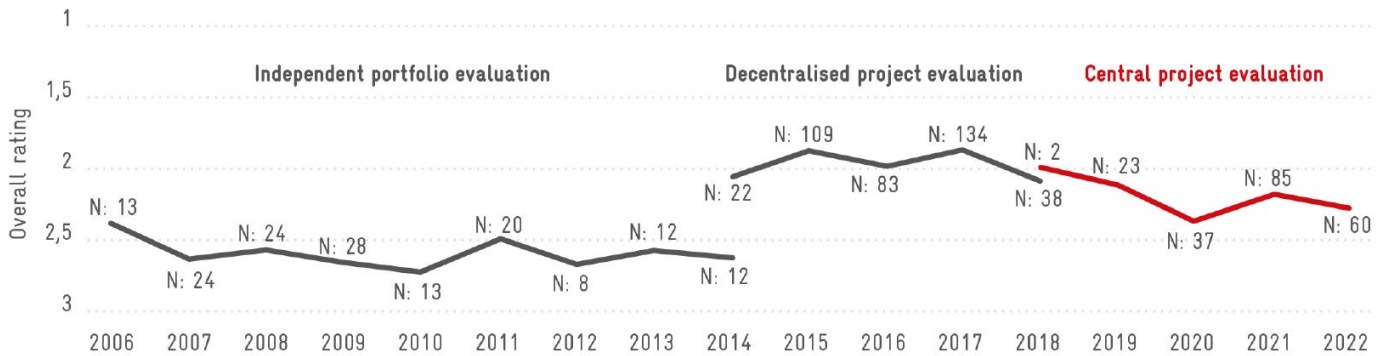
207 central project evaluations

2.26

Overall rating

The majority of projects (71%) scored 1 or 2. That is a good result for GIZ.

Rating distribution over time by reporting date



Central project evaluations (CPEs) have been gradually introduced since 2018 and currently evaluate 80 to 100 projects annually. N indicates the number of CPEs per year. 2021 was the year with the most CPEs so far: 85 central project evaluations were carried out. The average CPE rating was in decline until 2020, before increasing significantly in 2021. For the current year, 2022, the average rating is **2.3**, slightly below the average for 2021 (**2.2**).

Two GIZ evaluation tools comparable to CPEs were the independent portfolio evaluations between 2006 and 2014 and decentralised project evaluations between 2012 and 2018. Although these formats differed from CPEs in their respective implementation processes, they also rated projects according to a six-point scale system and are therefore valid for (indirect) comparison with CPE findings. The ratings for CPEs, which are more advanced in methodological terms, fall between the ratings of the two earlier tools.

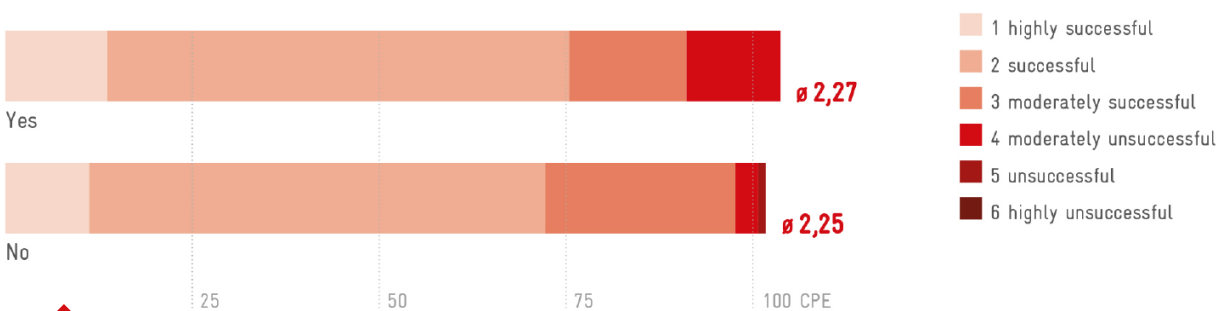
Impact of the COVID-19 pandemic on projects

The majority of completed CPEs – 145 in total – fall in the period following the outbreak of the COVID-19 pandemic in March 2020. Most of the project period under consideration in the evaluations was before the pandemic. A smaller proportion of CPEs – 60 in total – were carried out before the pandemic. The pandemic posed major challenges to the implementation of CPEs. For example, data collection processes had to be adapted and in-country missions were replaced by remote or semi-remote missions. Both of these variants dispensed with travel to the country by an international evaluator. For semi-remote missions, local evaluators took care of data collection; fully remote missions were implemented entirely virtually. Although the average rating for CPEs with an evaluation after the outbreak of COVID-19 is slightly better, with an overall average score of 2.15, no clear trend is evident. Projects for which increased pandemic-related constraints were reported are also rated lower on average. However, the impact of coronavirus on the overall rating is not evident. For some projects, the pandemic brought negative impacts, but also opportunities – in particular for funding. The projects adapted their activities to

meet the framework conditions and converted them to digital formats. The main impact of the COVID-19 pandemic was that a relatively small proportion of project objectives and/or results could not be achieved. Only in a few individual cases did this concern the majority of objectives and/or results of a project.

It is important to note in this context that factors other than the KO criterion may also influence the rating.

Rating distribution following submission of the KO criterion



In 2021, BMZ decided to introduce knock-out criteria for all state implementing organisations. Projects that were rated as unsuccessful according to central evaluation criteria have also been rated as unsuccessful since then in the overall evaluation. The three central evaluation criteria are effectiveness, impact and sustainability. For nine projects, the overall rating was downgraded to unsuccessful. There is no discernible influence on the average overall rating, which to date has neither risen nor fallen. It is important to note in this context that other factors may also influence the rating. The simultaneous introduction of the sixth evaluation criterion – coherence – could play a role here, since introduction of a sixth criterion reduces the share of the generally more critically evaluated criteria (in particular, impact and sustainability) in the evaluation. At the same time, the criterion of coherence has so far scored above average, thereby raising the average.

Rating by evaluation criteria

GIZ carries out evaluations using internationally accepted evaluation criteria. These include the criteria used by the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development

(OECD) for international cooperation (OECD/DAC, 2020) and the evaluation criteria for German bilateral co-operation (BMZ, 2021): relevance, coherence (since 2021), effectiveness, efficiency, impact and sustainability.

Relevance

Is the intervention doing the right thing?

Is what the project does in line with the objectives of the target group, the partner country and the commissioning party/client?

Impact

What difference does the intervention make?

Was the intervention able to contribute to overarching development-policy objectives? Were there any unintended effects at a higher level?

Sustainability

Will the benefits last?

Are the partner organisations involved able to continue the positive results of the intervention? Was ownership achieved among the target group? Does the intervention have a durable positive impact?

Evaluation criteria

Coherence

How well does the intervention fit?

How successful is the division of tasks with other German DC measures and the interaction with partners and other donors?

Effectiveness

Is the intervention achieving its objectives?

Were the planned outputs delivered and what contribution did the project make to changes on the ground? Were there any unintended effects at project level?

Efficiency

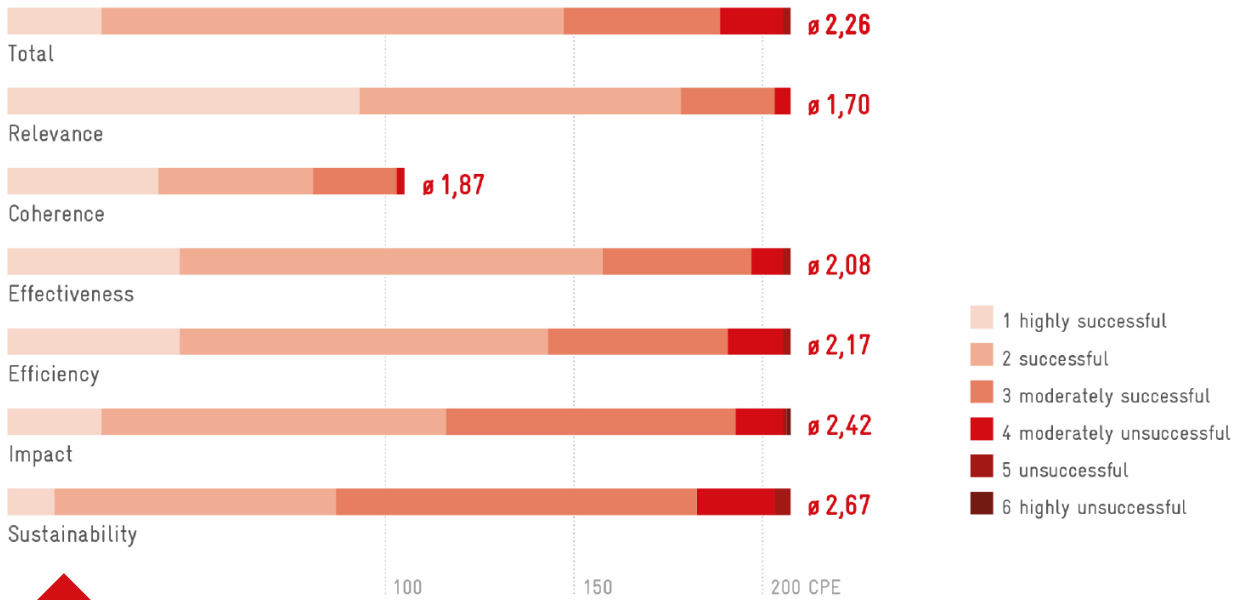
How well are resources being used?

What is the relationship between the results of the intervention and the resources used?

The evaluation criteria are the normative framework by which GIZ determines the success of a project. Projects that GIZ implements with its partner organisations locally should be relevant, achieve their objectives coherently with other interventions, and do so efficiently and with durable, positive results. The projects implemented by GIZ scored particularly well on the criteria of relevance and coherence. Almost half of all projects were rated 'highly successful' for relevance (average value for relevance: 1.7). This confirms that the projects are in line with the needs, strategies and priorities of the partner organisations or beneficiaries. In addition, the majority of projects were considered very coherent and thus compatible with other interventions (average value for coherence: 1.87). Here, 77 per cent of projects were rated 1 or 2 on the six-point scale.

Projects fell below the average of 2.26 for the two criteria of impact (2.42) and sustainability (2.67). In terms of impact, therefore, GIZ still has room for improvement, although the below-average rating may also be due to the fact that the longer-term transformation effects of a project had not yet reached their full potential at the time of the evaluation. On average, project sustainability achieved the lowest rating – in many cases, those evaluating the projects are unable to say at the time of an evaluation whether the impact of a project is or will be durable in nature. Nevertheless, it can be confirmed that ratings fall within a successful range and only a fraction of projects were rated as 'unsuccessful' (a rating of 4 or worse on the six-point scale) using these evaluation criteria.

Average of all project ratings according to OECD-DAC evaluation criteria



Since 2018, a total of 207 projects have undergone a central project evaluation (CPE) and have been rated in line with OECD/DAC evaluation criteria. Coherence was not introduced as a separate criterion until 2021. Relevant data are therefore available for 105 projects.

Almost half of all projects were rated 'highly successful' in terms of relevance.

1.7

Average value for relevance

This confirms that the projects are in line with the needs, strategies and priorities of the partner organisations or beneficiaries.

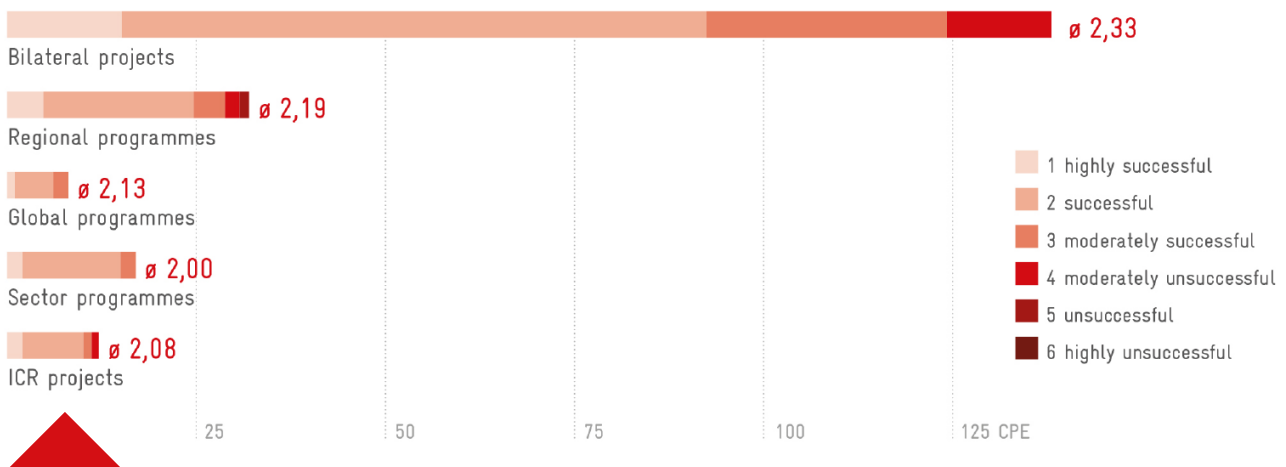
Rating by project characteristics

Some project characteristics are central to project design. For example, the project type, project volume and project term are factors that influence the objectives, target groups

and respective cooperation partners, whereas the project volume determines the project's scope and implementation options.

Bilateral projects work with selected partner organisations in GIZ partner countries.
Regional programmes focus their work on one region.
Global programmes operate in different partner countries on one topic.
Sector programmes advise BMZ on a specific topic at the local level in Germany.
ICR projects focus on the BMZ priority area of International cooperation with regions for sustainable development.

Rating distribution by project type



This figure shows the CPE assessment for different project types. 138 out of 207 projects evaluated were bilateral projects. A smaller share of projects is distributed over other project types.

The project type is a key characteristic for evaluated projects. It determines the design and implementation of an entire project. Bilateral projects made up the majority of projects evaluated. It is striking that their average rating of 2.33 is lower than for other project types. For regional programmes the average rating was 2.19, for global programmes 2.13, for sector programmes 2 and for ICR projects 2.08. According to CPE reports, the COVID-19 pandemic posed a challenge for bilateral projects, for example because of travel restrictions. An additional obstacle to project implementation, which was cited with above-average frequency for bilateral projects,

was the security situation. This led to activities having to be cancelled.

For global programmes, sector programmes, ICR projects and regional programmes, cooperation with involved stakeholders is highlighted as a success factor, while impeding contextual factors were only rarely mentioned. Project staff also scored above average in the evaluation. In particular, the expertise of project teams and commitment of individual project staff members were highlighted.



In addition to the project type, there are other project characteristics that can influence project design. For example, the project volume determines a project's scope and implementation options. Projects with a volume of more than EUR 10 million were on average slightly less successful than projects up to EUR 10 million. Bureaucratic obstacles were cited in the evaluations as one factor for this, whereas

in the case of projects up to EUR 10 million, reference was made to flexibility in project implementation and rapid adaptation to the new circumstances resulting from the COVID-19 pandemic. However, it was not possible to demonstrate a statistical correlation between average CPE ratings and project volume.

Quality of project evaluations

The German Institute for Development Evaluation (DEval) examined the quality of project evaluations using 15 quality criteria and found a significant increase in the quality of GIZ's project evaluations in 2022 compared to 2018. For twelve of the quality criteria, GIZ central project evaluations meet the relevant quality criterion with a score of 92-100 per cent. Need for improvement was identified in only three quality criteria. We attribute this improvement since 2018 to the evaluation reform, which replaced decentralised evaluations commissioned by project managers with centralised project evaluations commissioned by the Corporate Unit Evaluation.

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Evaluations online:

 2018

 2022

Quality criterion	Degree of fulfilment 2018 in %	Degree of fulfilment 2022 in %
Object described (project/programme)	92	100
Information needs formulated	5	100
Results logic/results chain illustrated	35	100
Results logic operationalised by indicators	85	100
Strengths and/or limitations of methodological approach identified	31	92
Methodological approach described	55	100
Interview partners identified	52	100
Selection process for interviewees described	10	66
Before-and-after comparison	35	84
Control group/comparison group included	9	8
Causality inferred through plausibilities	1	100
Methodological triangulation applied	4	97
Data basis predominantly adequate in terms of conclusions	48	95
Conclusions predominantly referenced by data	49	97
Conclusions from data predominantly with plausible justification	85	97

Source: DEval Meta-Evaluierung 2022

Success factors by region

Number of CPEs per continent



The majority of projects that underwent a central project evaluation – 81 out of a total of 207 projects – were implemented in Africa. With an average rating of **2.35**, projects in Africa scored worse than projects on other continents. Taking world regions into account, it becomes apparent that projects in sub-Saharan Africa in particular received worse ratings than projects in all other world regions.

Supraregional programmes as well as projects in the Asia/Pacific, Latin America/Caribbean and the ‘supraregional’ category regions performed better in the evaluation on average than projects in sub-Saharan Africa, the MENA region (i.e. countries of the Middle East and North Africa) and Europe/Caucasus/Central Asia. In the reports from the first group mentioned, it was particularly noticeable that cooperation with stakeholders had an impact on a project’s rating. When projects had difficulties in establishing a permanent and coherent system of cooperation, the projects performed worse on average. However, once satisfactory cooperation was established, this contributed to above-average success for the project. This is crucial for the durability of project results, since good partner networks also lead to ownership – crucial for the period after a project has ended. The success of a

project also depends on the expertise of the project team and commitment of individual project staff members.

Of course, the COVID-19 pandemic has had an impact on the successful implementation of projects. Some activities had to be postponed or conducted online, which did not always contribute to the success of the project. The security situation and political stability also have an impact on projects. Both security-related fragility – wars, armed conflict, violence – and contexts with limited state capacity can lead to delays in implementation, additional efforts and higher costs. This may affect the success of a project, although not necessarily.

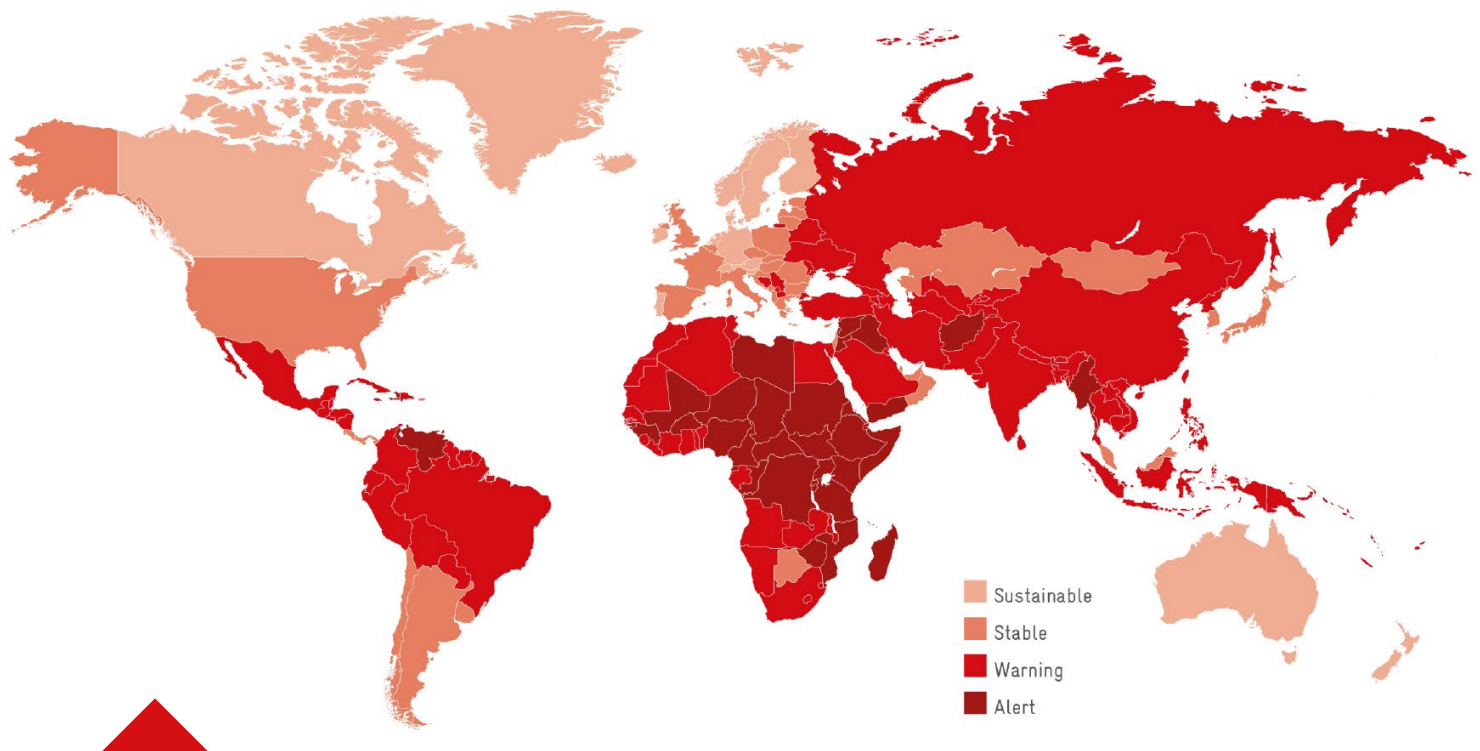


Fragility

Most central project evaluations took place for projects in fragile states. This is due in part to the fact that around a quarter of the world's population now lives in fragile states with high security and development risks. But it is also because many projects focus on peacekeeping and stability – and therefore take place in fragile states.

It is interesting to note that when evaluations were analysed, no clear correlation could be established between the fragility of a partner country and its rating. A very slight trend

suggesting a potential link between fragility and the CPE rating was identified in just one out of two evaluations: the more fragile a project context, the more likely assessments are to be critical. However, this trend is not statistically significant. Fragility requires extraordinary adaptability in the planning and management of projects. The fact that projects have generally performed successfully despite the fragile environment is in itself a great success for GIZ and its activities.



Even if there is no standard definition of fragile statehood, there are indicators that can be used to measure fragility. States whose governments are unwilling or unable to establish the rule of law and security or to provide basic services – ensuring the survival of the population and alleviating extreme poverty – are considered fragile. Other characteristics of fragile states include security-related factors – insecure political conditions, conflicts or wars, usually accompanied by human rights violations or violence.

The analysis was based on two fragility concepts. One was a security-centred fragility concept, the other a multidimensional fragility concept. In the case of the latter, the Fragile State Index was used. This reflects the stability of states on the basis of twelve political, economic and social indicators. These indicators include corruption, ethnic conflicts, uneven economic development and capacity of the civil service.

Rating by partner country and form of cooperation

Global partnerships: Global partnerships work strategically on solving global challenges for the future and protecting global goods (e.g. environmental and climate protection).

Bilateral partnerships: We will pursue long-term common development goals with selected partner countries.

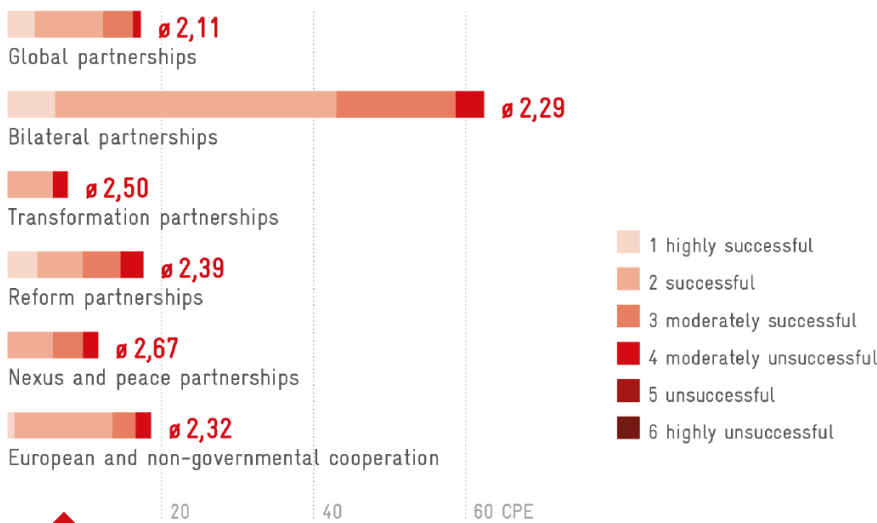
Transformation partnerships: Transformation partnerships provide targeted support for political and economic transformation processes among EU neighbours.

Reform partnerships: Countries that have been successfully reform-oriented in recent years receive special support.

Nexus and peace partnerships: Nexus and peace partnerships in crisis and refugee regions provide support in addressing the structural causes of conflict, displacement and violence.

Multilateral cooperation: With certain countries, GIZ does not work directly but through civil society bodies, the EU and multilateral institutions such as the United Nations or World Bank Group.

The figure shows average CPE ratings across BMZ country categories. Only projects that could be bilaterally assigned to a partner country could be considered for this analysis. Regional programmes and supraregional programmes – 69 in total – were not considered. 138 CPEs were analysed.



BMZ introduced new partnership categories in its 2030 Reform Strategy.

Projects in global partnerships performed best in the analysis. 18 CPEs in global partnerships achieved on average a rating of 2.11. By comparison, projects in nexus and peace partnerships, 10 CPEs in total, received the lowest average rating of 2.67.

Projects in the global partnerships category were particularly successful. But bilateral and multilateral partnerships also performed better than average. More suitable resourcing also had a positive influence on the above-average rating for global partnerships. Thirty-eight per cent of evaluated reports on projects with global partnerships mention available resources – such as the involvement of experienced long-

term experts – as a supporting factor. On the other hand, projects from the categories reform partnerships, transformation partnerships and nexus and peace partnerships were rated lower on average. Most commonly cited here are problems of ownership by the stakeholders involved (partner organisations excluded). These are attributed to frequent staff changes as well as challenges in project management.

Core area – climate and energy

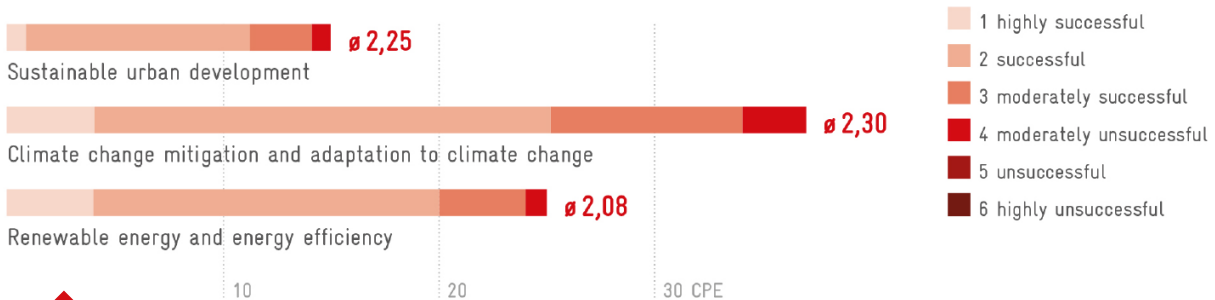
Projects on 'climate and energy' and 'training and sustainable growth for decent jobs' scored highest in ratings on BMZ core areas, with an overall score of

2.16

Rating distribution for the BMZ core area of Climate and energy



Rating distribution by BMZ areas of intervention



In the area of intervention Renewable Energy and Energy Efficiency,

80

per cent

of projects were rated 'highly successful' or 'successful'.

Successful approaches

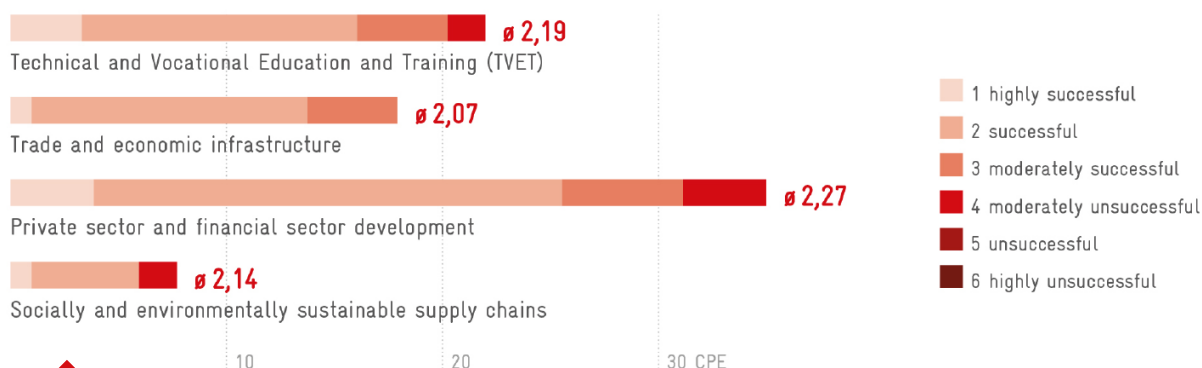
The qualitative review of evaluation reports showed that for the area of intervention Renewable Energy and Energy Efficiency a combination of the following approaches is used: a) capacity building for organisations that are crucial to energy issues in the partner country, b) development of instruments, including guidelines e.g. on energy efficiency regulations, and c) implementation of pilot projects, e.g. to reduce energy consumption in hospitals. The mainstreaming of initial and continuing training in the curricula for engineering and architecture schools, technical universities and training concepts created by energy managers and building technicians have also contributed to the success. So anyone learning about renewable energy and energy efficiency concepts during training can apply them later in everyday work.

Training and sustainable growth for decent jobs

Rating distribution for the BMZ core area of Training and sustainable growth for decent jobs



Rating distribution by BMZ areas of intervention



With an overall rating of **2.07**, the area of intervention Trade and economic infrastructure was considered successful. With an overall score of **2.14**, the area of intervention Socially and environmentally responsible supply chains, trade and sustainable infrastructure scored above average. TVET was given an average rating of **2.19** and Private sector and financial system development an average rating of **2.27**.

Alongside projects on Responsibility for our Planet – Climate and Energy, projects in the core area of Training and sustainable growth for decent jobs scored highest in CPE ratings, with an average overall score of

2.16

Successful approaches

The train-the-trainers model is one of the most widely used successful approaches in the area of intervention TVET for sustainable capacity development in organisations. The model enables projects to build up a qualified pool of trainers both in training institutions and for in-house training measures. These trainers then mainstream their newly acquired knowledge in the organisations and in so doing contribute to the sustainability of the measures.

The networking of relevant actors in training measures has also proved successful, in particular the links between

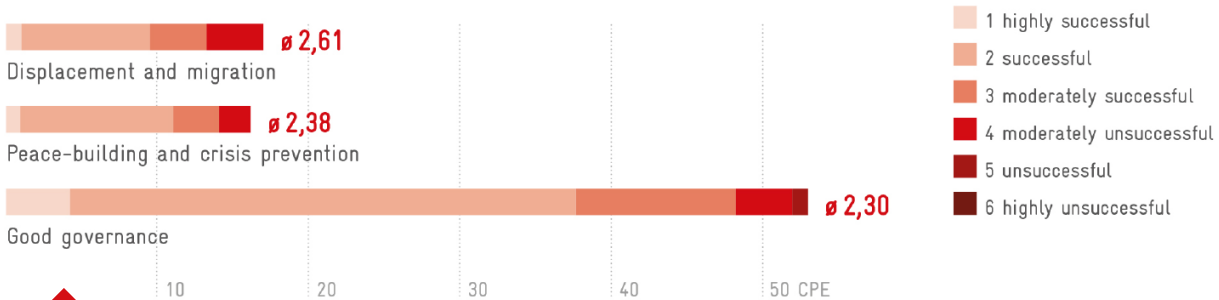
teaching and practice through internship programmes, for example. Measures aimed at getting the public and private sectors to agree on learning content have also proved successful. Multi-level approaches, which among other things target a higher level, also contribute to greater coherence in the sector. Here, for example, they develop uniform regulations and guidelines for the certification of training measures, which are then made available to the public body responsible.

Peaceful and inclusive societies

Rating distribution for the BMZ core area of Peaceful and inclusive societies



Rating distribution by BMZ areas of intervention



Although this is a good score, projects from the area of intervention Displacement and migration were rated the lowest in a comparison of the three areas of intervention (2.61). Projects on good governance performed best (2.3). In the areas of intervention Good governance and Displacement and migration, frequent changes of staff in partner organisations resulted in challenges with mainstreaming the results in a durable way. Overall, qualitative evaluation of CPE reports for the BMZ core area of Peaceful and inclusive societies, which complements the quantitative evaluation, shows that the different ratings are explained not by the underlying conditions, but increasingly by ‘challenges in the management’ of projects, for example due to inadequate knowledge management.

In the core area of Peaceful and Inclusive Societies, the 73 projects evaluated to date averaged a lower rating by comparison of

2.37

Successful approaches

Training measures combined with dialogue formats involving relevant actors proved to be the most widely used successful approaches in the area of intervention Displacement and migration. The training measures mainly involve mental health and/or psychosocial support measures – both for those who provide psychosocial care and directly for vulnerable populations such as refugees. Training measures in social, educational and employment-related fields facilitate the integration of refugees in host communities and help to avoid tensions.

At the same time, such measures enable population groups affected by the risks facing migrants and refugees to remain in their place of origin. Measures geared to the creation of knowledge products also help to improve living conditions for refugees. One project, for example, developed a manual with guidelines for local and regional government actors on dealing with refugees. The manual also makes a contribution to improving the living conditions of refugees.

Methodology

Populations and sampling

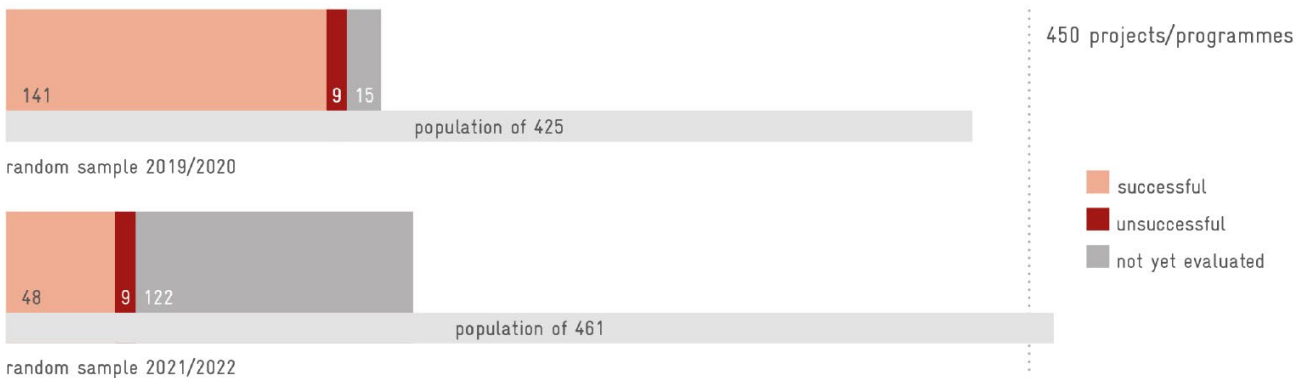
All BMZ-financed projects with a commission value of EUR 3 million upwards are automatically part of the population in the year before the scheduled end of the project and may be randomly selected for a central project evaluation.

In the CPE system, GIZ works with a representative random sample. This random sample represents approximately 40 per cent of the project population and is stratified according to BMZ budget items and regions.

Evaluated projects are rated on a scale from 1 (highly successful) to 6 (highly unsuccessful). This rating is based on the award of a maximum of 100 points per evaluation criterion. The overall score is made up of individual ratings in line with the OECD-DAC evaluation criteria: relevance, coherence, effectiveness, impact, efficiency and sustainability. All projects with an overall rating between 1 and 3 are considered successful.

100-point scale	6-level scale (rating)
92–100	Level 1: highly successful
81–91	Level 2: successful
67–80	Level 3: moderately successful
50–66	Level 4: moderately unsuccessful
30–49	Level 5: unsuccessful
0–29	Level 6: highly unsuccessful

Populations and sampling with success rate



The evaluation takes a representative sample of approximately 40 per cent of all BMZ-financed projects annually.

Out of the population of 425 projects during the two-year period 2019 and 2020, evaluations are planned for 165 projects. Evaluation results are still pending for 15 projects, as these were extended. 141 projects were rated successful, 9 projects as unsuccessful.

Out of a total of 461 projects due for completion in 2021 and 2022, 179 are in the random sample. Currently, 57 out of 144 evaluation findings are available; of these, 48 projects were rated as successful and 9 projects as unsuccessful.

Success rate

The success rate describes the proportion of projects with an overall rating of 1, 2 or 3 ('successful'). The random sample size of approximately 40 per cent generates a representative picture of the success rates (successful/unsuccessful) for all projects in the population completed over a two-year period.

With the exception of a handful of projects which were extended, all random sample evaluations for projects scheduled to end in 2019 and 2020 have been completed. The success rate for these projects currently stands at 94 per cent; this figure may increase slightly once all evaluations are complete. In the current sample of projects scheduled to end in 2021 and 2022, the success rate for the number of evaluations completed so far stands at 84 per cent.

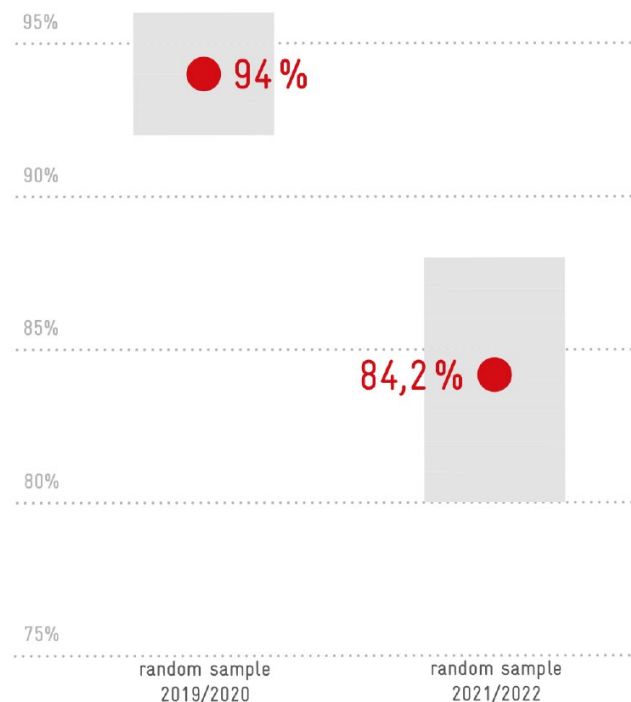
Success rate (including 95% confidence interval)

The confidence interval for results from the 2019/2020 random sample currently indicates a success rate for all projects in the population between 96 and 92 per cent. 15 central project evaluations are still pending. However, it can be assumed that the success rate for all projects will be well over 90 per cent, even after pending evaluations have been analysed.

For the 2021/2022 samples, uncertainty is much greater – given that only 57 of the 179 evaluations have been completed, the confidence interval is much wider. The actual success rate is currently estimated at 84.2 per cent, and with 95 per cent probability will fall in a range between 88 and 80 per cent.

Confidence intervals

Success rates are estimates and the confidence interval provides information on the accuracy of each estimate. It indicates the range in which the success rate for the corresponding population – all BMZ-financed projects – would fall with 95 per cent probability. The more evaluations there are from the respective sample, the smaller the confidence interval, and therefore the more accurately the success rate can be inferred for the population.



A cross-sectional analysis was carried out for the Facts and Figures chapter based on all central project evaluations completed by mid August 2022.

Ongoing evaluations

The following pages provide an overview of evaluations that provide important findings for the future. Ongoing central project evaluations can be found online at www.giz.de/knowning-what-works in the GIZ Evaluations database.

Corporate strategic evaluations

The company's service delivery during the COVID-19 pandemic

The evaluation looks not only at what has proven successful in terms of service delivery at the local level – and can also be incorporated into GIZ's normal business on a permanent basis – but also at any adjustments that need to be made in preparation for comparable future crises.

GIZ cooperation with the academic and scientific community

In order to make GIZ's cooperation with the academic and scientific community even more effective, the evaluation reviews and assesses the status of the cooperation. The evaluation also identifies opportunities for cooperation with the academic and scientific community for business development, service delivery and corporate positioning, and examines how potential can be harnessed effectively.

Cross-sectional analyses

Cofinanced projects

The importance of cofinanced projects and those with combined financing is steadily increasing. The cross-sectional analysis examines which factors leading to success or failure can be identified in the context of these projects, and considers from different perspectives the value added and transaction costs of cooperation arrangements.

Projects in Afghanistan

Owing to developments in Afghanistan, a critical examination of GIZ's involvement and results is necessary. The main focus is on the question of what insights can be gained from evaluations in terms of achieving project objectives and the contribution projects make to overarching development-policy results, sustainability and cooperation between German federal ministries and with other actors. Evaluations also look at any underlying conditions and risks identified in fragile contexts in general – and Afghanistan in particular – that affect the achievement of project objectives.

Synchronisation of planning, monitoring and evaluation

The planning, monitoring and evaluation of projects are closely linked. The cross-sectional analysis identifies challenges and recommendations for dovetailing these three elements. Among other things, the aim is to identify what foundations need to be laid during planning in order to establish results-based monitoring systems and how evaluation findings can be used for project planning, for learning within the sector and for organisational learning.



Efficiency

Projects implemented by GIZ should not only achieve their objectives, they should also do so cost-effectively. The evaluation criterion of efficiency analyses the extent to which the results of the projects are achieved in a cost-effective and timely manner. The cross-sectional analysis of CPEs is designed to identify factors that influence efficiency, provide recommendations for action to maintain or increase efficiency in projects and identify best practices. The findings are compared with those of the cross-sectional analysis of the cost-effectiveness of projects from 2020 and any variations are presented.

Projects commissioned by BMZ with a commission value less than EUR 3 million

The aim is to record the results of projects with a commission value of between EUR 500,000 and EUR 3 million that were implemented by GIZ between October 2018 and December 2021 on behalf of the German Federal Ministry for Economic Cooperation and Development. This is because they are not part of the statistical population from which the sample for central project evaluations is drawn. The cross-sectional analysis will be carried out within the framework of the evaluation matrix used in central project evaluations and on the basis of project reports and data from the project processing system.

Gender

Since gender aspects are mainstreamed in central project evaluations, these contribute significantly to achieving the objectives of the GIZ gender strategy by providing GIZ with evidence-based facts and figures on the effectiveness of projects in this regard. Observation of gender aspects in central project evaluations is evaluated by means of a meta-evaluation.

Meta-evaluating evaluative studies

Evaluative studies are not managed by the Corporate Unit Evaluation, but by other in-house units. These are advised by the Corporate Unit Evaluation, which subsequently collects the reports. To date, however, these reports have not been systematically checked for quality and their content has not been evaluated. As a result, this knowledge is not currently exploited at company level. Our aim with the meta-evaluation is to assess the quality of the evaluative studies and identify which ones are suitable for inclusion in cross-sectional analyses.

Joint evaluation

Cooperation between GIZ and KfW

In order to identify common factors for successful technical and financial cooperation and thus boost the effectiveness of BMZ development-policy projects and programmes, formal and informal forms of cooperation between the two implementing organisations in the field structure are examined.

Commissioned evaluations

EUTF for Africa cross-departmental coordination unit

The EU Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa (EUTF for Africa) finances various projects that are distributed across different departments within GIZ. In order to manage these in a coherent manner, a cross-departmental coordination unit was set up. The evaluation examines how successful project coordination has been and what lessons can be learned for future coordination structures.

Qualitative assessment of the current use of results-based monitoring

The findings of the last external quality control of 2021 point to some deficits in results-based monitoring. In order to get to the bottom of the causes of these findings and identify the challenges and potential for improvement, the Corporate Unit Evaluation is conducting an internal commissioned evaluation on behalf of the Management Committee. Specifically, the aim is to find out how results-based monitoring is currently implemented and used in projects. It also explores how results-based monitoring can be used for governance, accountability and organisational learning.

Promoting the rule of law in Central America's Northern Triangle

We evaluated the project Promoting the Rule of Law in the Triangulo Norte of Central America on behalf of the Federal Foreign Office. The project objective is to improve legal security and combat impunity and corruption at national and regional level.

Supporting the Government of Pakistan with refugee management

The Refugee Management Support Programme is being evaluated on behalf of the Federal Foreign Office. The project objective is to support the Pakistan state at the local level in preventing potential social and economic conflict between Afghan refugees and host communities.

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RESULTS DATA

GIZ records results data on ten priority issues in order to present and communicate the results of its work to the public in a clear and comprehensible manner. Results data are collected across projects and countries for each topic on the basis of different aggregate indicators and a global summary is produced. The following results data apply to 2021.

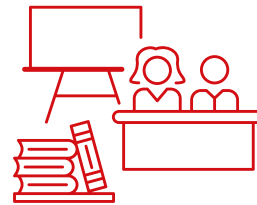
Tanja.Baljkovic@giz.de

🌐 Results data



2.9 million

people have increased their income
#SDG8



12.9 million

people have received a better school education
#SDG4



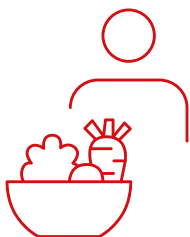
198,500

people have taken part in at least one year of vocational training
#SDG4



620,000

people have taken part in professional development
#SDG4



Hunger and malnutrition were alleviated for

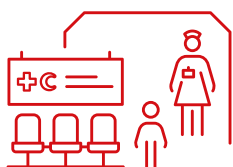
3.9 million

people
#SDG2



3.4 million

hectares of land and pastures are being farmed more sustainably
#SDG2



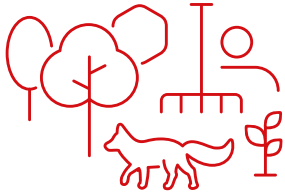
31,000

health care facilities have been improved
#SDG3



95 million

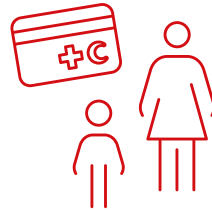
people are able to use improved health care services
#SDG3



170,750 km²

of forest have been preserved through sustainable management

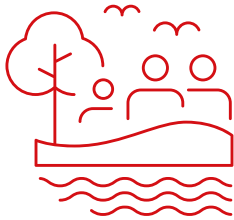
#SDG11



737 million

people have obtained better health insurance

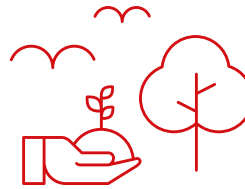
#SDG3



5.8 million

people are benefiting from nature conservation, for example through flood protection

#SDG15



605,500 km²

of nature reserves are better protected

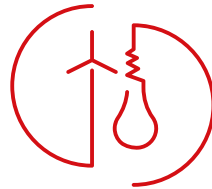
#SDG11



2.4 million

people have access to modern energy

#SDG7



Power plants with an output of

1,700 megawatts

have been installed to generate green electricity

#SDG7

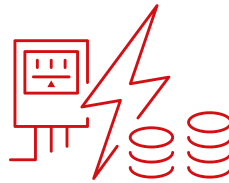


Lower levels of greenhouse gases: emissions reduced by the equivalent of

5.4 million

tonnes of CO₂

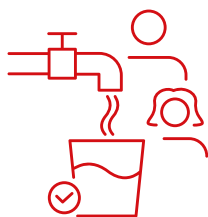
#SDG13



802,000 MWh

of electricity saved

#SDG7



4.9 million

people have a better drinking water supply

#SDG6



8.2 million

people have received support in dealing with climate change

#SDG13

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As a worldwide service provider in the field of international cooperation for sustainable development and international education work, GIZ works with partners to devise effective solutions that offer people prospects and make a lasting improvement to their living conditions. GIZ is a public-benefit federal enterprise and supports the German Government as well as many public and private sector clients in a wide variety of areas, including economic development and employment promotion, energy and the environment, and peace and security.

GIZ's Corporate Unit Evaluation reports directly to the Management Board. This organisational structure safeguards its independence from operational business. The Corporate Unit Evaluation generates evidence-based findings and recommendations. It ensures that findings from evaluations are transparent and promotes their use.

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The use of gender-inclusive language is important to GIZ. We use a mixture of different forms: gender-neutral terms, the 'gender asterisk' (in German) or the masculine and feminine forms alongside each other.

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We were kindly provided with the project photos used in the report by colleagues working in the evaluated projects.

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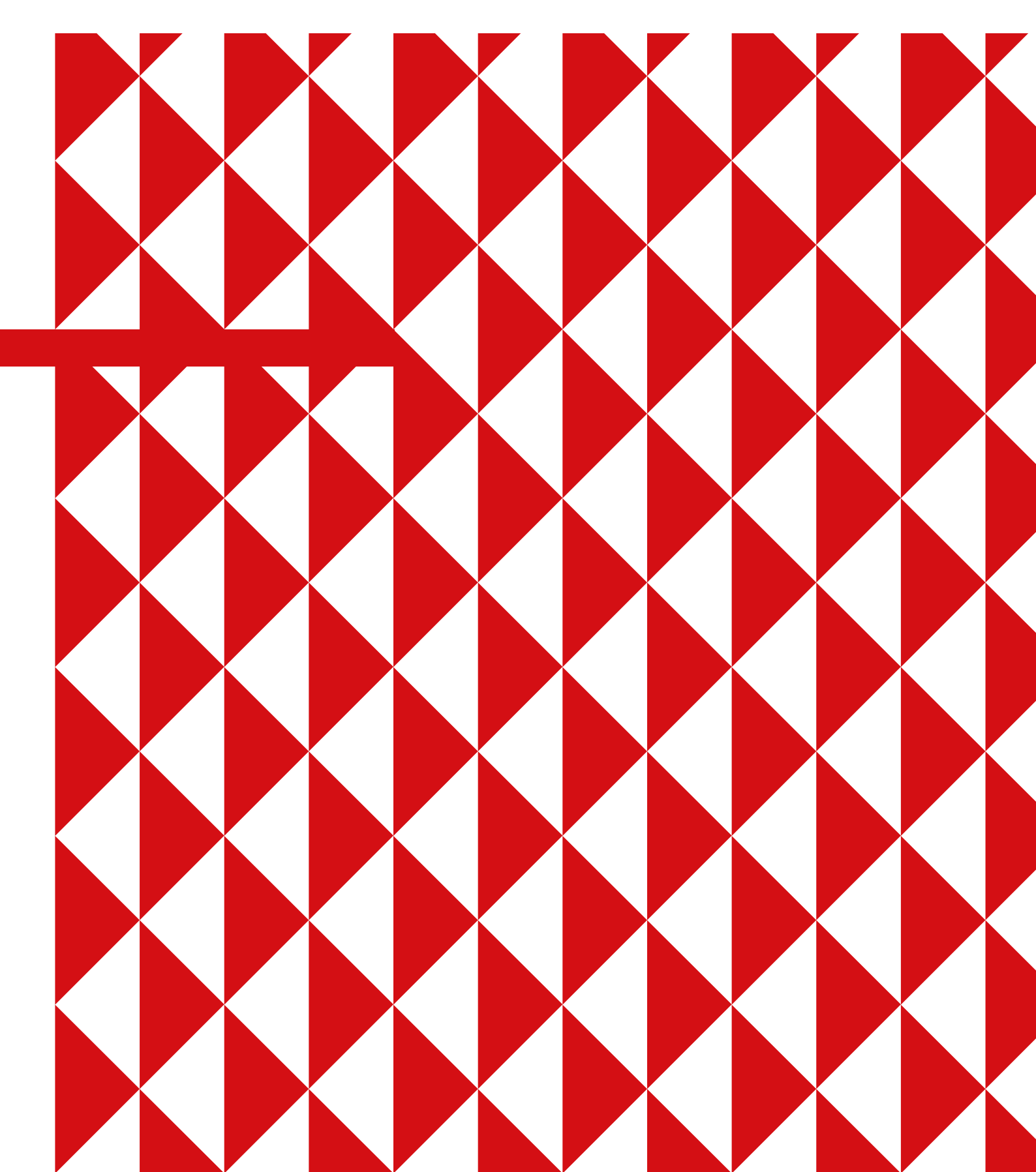
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