



Project evaluation: summary report

Supra-regional: International Water Policy Sector Programme

Project number:	2014.2264.1
CRS Purpose Code:	14010 Water sector policy and administrative management
Project objective:	<p>Module objective 1: The positions, concepts and innovative approaches of German development cooperation with regard to water security are firmly established within international and national policy.</p> <p>Module objective 2: The nexus approach to water, energy and food security is mainstreamed in development strategies and project planning at international, regional and national policy and programme level.</p>
Project term:	July 2014 to June 2017
Project volume:	EUR 8,400,000 (BMZ EUR 6,700,000, EU EUR 1,700,000)
Commissioning parties:	German Federal Ministry for Economic Cooperation and Development (BMZ) and the European Union (EU)
Lead executing agency:	BMZ
Implementing organisations (in the partner country):	Not applicable
Other participating development organisations:	European Union
Target groups:	Poor and disadvantaged people in the partner countries

Project description

The World Water Development Report 2016 estimates that at least 2.4 billion people have inadequate access to clean drinking water. The Millennium Development Goal (MDG) on access to sanitation was not met by 2015, by some distance. At the same time, the global population requiring water has grown by roughly one billion since 2000, to 7.15 billion, and by 2050 it is expected to increase further to between 8.3 and 10.9 billion. Poverty reduction and higher living standards are leading to higher levels of water consumption. Global demand for water is expected to rise by over 50% by 2050, mainly driven by additional water withdrawals in the course of industrial and economic development.

Against the backdrop of increasing water scarcity worldwide – four billion people around the globe are affected by acute water shortages for at least one month a year – water resource security will become an increasingly significant factor for refugee movements and migration. Inadequate access to water resources not only hampers people's economic development, it can also lead to conflicts between different users at local, national and international level. Existing supply infrastructure and resources in host communities for refugees are often no longer sufficient to provide for everyone. This can give rise to competition and even lead to conflict, which makes secondary migration more likely.

In response to these challenges, the international community is devising solutions in political processes. The Sustainable Development Goals (SDGs) adopted by the United Nations (UN) set the direction for these efforts. As one of the most important donors, Germany is intensively involved in strategy-development and decision-making processes at international level, and presents its expert and policy position in the international sector dialogue, in cross-sectoral target systems and through regional and bilateral development cooperation directly in the partner countries.

The evaluation of the International Water Policy sector programme took place in January 2017. The current commission from BMZ (term: July 2014 to June 2017) was analysed and rated. Thus, the evaluation took place after approximately 80% of the term. One special feature of the International Water Policy sector programme is that it is divided into what is referred to as a core water programme and a nexus component, which substantially relies on co-financing from the EU with a financial contribution from BMZ. The nexus component has its own results logic and its own module objective, separate from the core water programme. The EU co-financing runs from January 2016 to December 2018, thus it had reached just one third of its term at the time of the evaluation. In the nexus component, therefore, only those indicators were rated that relate to themes that were previously part of the International Water Policy sector programme (i.e. the indicators were already part of the BMZ commission prior to the co-financing arrangement and therefore relate to the same period as the core water programme).

The programme's strategic framework focuses on the long-term mainstreaming of topics and positions in international processes. The assumption behind this is that at the impact level this will contribute to enhancing the effectiveness and efficiency of development cooperation on water security (both in Germany and internationally), which ultimately will boost global water security.

In order to achieve this, the programme provides advisory services to BMZ regarding effective water policy in international cooperation, geared to global water security, and regarding mainstreaming of the nexus approach. Specifically, the sector programme provides sector-specific and technical support to BMZ in relation to international water-policy debates and processes, aiming to introduce themes and positions that are of interest to German development cooperation in selected international processes and bodies. Furthermore, the sector programme supports BMZ in the (further) development of sector-policy positions – to achieve effective political steering of German development cooperation's implementation activities – and provides sector-specific and technical support for public relations work. This is meant to enable BMZ to represent appropriate sectoral positions in the (expert) public space.

Mainstreaming the nexus approach to water, energy and food security is intended to contribute to improve the handling of networked supply and resource risks, and thus ultimately likewise contribute to increasing the effectiveness and efficiency of development cooperation. To that end, the programme supports BMZ in setting the agenda through international dialogue processes, especially with regional organisations, to strengthen the development of context-related nexus approaches at political level. Furthermore, some of these regional dialogues are conducted directly through the sector programme in cooperation with regional partners and other (sub-regional) stakeholders. For this purpose, the sector programme is also expanding the provision of training on the nexus approach for relevant institutions and ministries in the partner regions where regional dialogues take place. Finally, the programme is building a global knowledge and information network under the umbrella of a central knowledge platform, which is used for knowledge management by the above-mentioned regional dialogue processes, among others. **Module objective 1** (core International Water Policy programme) reads: The positions, concepts and innovative approaches of German development cooperation with regard to water security are firmly established within international and national policy. **Module objective 2** (nexus component) reads: The nexus approach to water, energy and food security is mainstreamed in development strategies and project planning at international, regional and national policy and programme level. The expected level of achievement of these module objectives is appropriate to the context and the framework conditions.

The module objective indicators (four for module objective 1 and two for module objective 2) served as the basis for rating the effectiveness of the programme.

Indicators for module objective 1:

1. BMZ's positioning in the water sector (including 10 high-profile appearances) has been provided with sector-specific technical support on time.
2. International organisations or bodies take up two additional German positions on matters of water security that have been put forward by the sectoral division of BMZ with support from the sector programme or by the sector programme on behalf of the sectoral division of BMZ.
3. Sectoral positions held by BMZ, for example addressing the particular needs of women and girls in the provision of water and sanitation, are included in six conference segments at international conferences.
4. The strategic objectives and measures on water supply and sanitation set out in the BMZ Action Plan on Gender Equality 2016–2020 and the *roadmap* are an integral part of the internationally and nationally held positions, concepts and innovative approaches.

Indicators for module objective 2:

1. BMZ has commissioned 22 development cooperation projects with nexus-specific elements.
2. Five bilateral or multilateral donors implement nexus strategies that stem from inputs from the Bonn 2011 Nexus Conference.

All six indicators satisfy the SMART criteria and could therefore be utilised for this evaluation. That said, the question of the expected level of achievement must be posed for indicators 1 and 3 (core programme). From the evaluation standpoint, the indicators are not sufficiently results-oriented, but instead document activities (indicator 1) or at best outputs (indicator 3).

As the programme is not part of a development cooperation programme, the impact of the programme is rated by analysing the logical clarity of the programme's contributions to overarching development-policy goals. In particular, these include relevance to poverty and human rights aspects.

Basis for assessment of the OECD-DAC criteria:	Individual and overall rating of the OECD-DAC criteria:
<p>To determine the TC measure's overall rating, calculate the average of the individual ratings of the five OECD-DAC criteria:</p> <p>14 – 16 points: very successful 12 – 13 points: successful 10 – 11 points: rather successful 8 – 9 points: rather unsatisfactory 6 – 7 points: unsatisfactory 4 – 5 points: very unsatisfactory</p>	<p>Relevance: very successful (16 points) Effectiveness: successful (13 points) Impact: very successful (16 points) Efficiency: successful (12 points) Sustainability: successful (12 points)</p> <p>Overall, the TC measure is rated very successful with an average of 13.8 points.</p>

Relevance (Are we doing the right thing?)

The programme's target group was defined as poor and disadvantaged people in the partner countries of German and international development cooperation. The sector programme is remote from any specific target group, and affects the situation of the target group via a long results chain. The incorporation of German positions and innovative approaches into international debates helps to raise the quality of international development cooperation. This yields positive results for the target group. To give one example, one of the topics to which the sector programme has contributed in international processes is the realisation of the human right to water (in particular the aspect of drinking water quality). This is an obvious core problem for the target group, as is shown by the international numbers obtained from monitoring access to water and sanitation. According to figures from the Joint Monitoring Programme (JMP), 2.1 billion people do not have access to 'safely managed' drinking water and 4.5 billion people do not have access to safe sanitation. The sector programme also contributes to solving the target group's core problems by developing strategies to increase the breadth of impact of German development cooperation (scaling-up strategy), in this case the extremely relevant problem of the neglect of poor areas with regard to water supply.

The programme's interventions are determined in close consultation with the commissioning party, BMZ. Thus, one can assume by definition that they are in line with the relevant strategies of German development cooperation, and this is indeed verifiable in practice in the programme's work. One priority for the sector programme, for example, was to refine the BMZ Water Sector Strategy from 2006 and draft an up-to-date BMZ water strategy in close consultation with the other implementing organisations. This meant taking account of national strategies (such as the BMZ strategies on human rights and gender equality in German development policy and the BMZ strategy paper Fighting Poverty More Effectively – World-wide) and international guidelines (first and foremost the 2030 Agenda for Sustainable Development).

The relevance of the TC measure is rated very successful with 16 points.

Effectiveness (Will we achieve the project's objective?)

The module objectives are: 'The positions, concepts and innovative approaches of German development cooperation with regard to water security are firmly established within international and national policy' (module objective 1); and 'The nexus approach to water, energy and food security is mainstreamed in development strategies and project planning at international, regional and national policy and programme level' (module objective 2).

Objectives indicator	Target value according to the offer	Current status according to the project evaluation
1. BMZ's positioning in the water sector (including 10 high-profile appearances) has been given sector-specific, technical support on time.	10 high-profile appearances by BMZ and/or the sector programme, and 400 queries from the sectoral division answered.	16 high-profile appearances by BMZ and/or the sector programme received sector-specific technical support on time and 580 queries from the sectoral division were answered.

2. International organisations or bodies take up three additional German positions on matters of water security that have been put forward by the sectoral division with support from the sector programme or by the sector programme on behalf of the sectoral division.	Three	<p>1) Inclusion of the quality of drinking water as a relevant metric in the global monitoring of the water SDG (taken up by the Global Environmental Management Initiative (GEMI) and the Joint Monitoring Programme for Water Supply and Sanitation (JMP))</p> <p>2) German proposal on the establishment of a new international water architecture (setting up a UN entity for water issues to support implementation of SDG 6) taken up by an alliance of states (including Hungary, Switzerland, France, Finland and the Netherlands)</p> <p>3) Underlining of the importance of sustainable water management for global food security (taken up in the declaration issued by the G20 Agriculture Ministers at the Global Forum for Food and Agriculture (GFFA) 2017)</p>
3. Sectoral positions held by BMZ, for example addressing the particular needs of women and girls in the provision of water and sanitation, are included in six conference segments at international conferences.	Six	<p>Five: Stockholm World Water Week 2014, 2015 and 2016, World Water Forum 2015, European Development Days 2016</p> <p>(The inclusion of the particular needs of women and girls, however, is not clearly verifiable.)</p>
4. The strategic objectives and measures on water supply and sanitation set out in the BMZ Action Plan on Gender Equality 2016-2020 and the <i>roadmap</i> are an integral part of the internationally and nationally held positions, concepts and innovative approaches.	All positions, concepts and innovative approaches elaborated during the commissioning period	The most important gender-specific objective according to the roadmap is to improve access by women and girls to water supply and sanitation. This was included in the BMZ water strategy developed in 2016/17 and the strategy's SDG cluster documents in the appendix, and is thus binding for the implementation of German development cooperation.
1. (Module objective 2): BMZ has commissioned 22 development cooperation projects with nexus-specific elements.	22	18 (according to the 2016 nexus portfolio analysis)
2. (Module objective 2): Five bilateral or multilateral donors implement nexus strategies that stem from inputs from the Bonn 2011 Nexus Conference.	Five	Five (Germany, EU, USA, Sweden, Austria)

The evaluation team comes to the conclusion that objectives indicators 1, 2 and 4 (module objective 1) and indicator 2 (module objective 2) have been *fully* achieved. Indicator 3 (module objective 1) and indicator 1 (module objective 2) have been *partly* achieved.

The effectiveness of the Tc measurer is rated successful with 13 points.

Overarching development results (impact) (Are we contributing to the achievement of overarching development results?)

The programme makes valuable contributions to the further development of the global monitoring system for the Millennium Development Goals and now the Sustainable Development Goals (SDGs) that are of relevance to water. Due to the redefinition of access to water and sanitation and the associated general recognition that many more people than previously thought do not have access that meets human rights standards, the international community intensified its focus on these neglected parts of the population. Those mainly live in poor areas of (large) towns and cities in the partner countries. The quality of drinking water plays a significant part in the definition of access. By incorporating this aspect, the programme helps ensure that international development cooperation focuses more directly on this problem. In this way, it contributes to positive overarching results, such as improvements to public health.

The sector programme is very much geared to achieving a broad impact and has made a substantial contribution to ensuring that German technical cooperation in the water sector is oriented more towards a broad horizontal impact, i.e. transferring tried-and-tested approaches for the benefit of as many people as possible. Here, one important line of work was the scaling-up study, which analysed GIZ's experience with creating access to water and sanitation as cost-effectively as possible for as many people as possible. A similar approach is currently being pursued with a study on water resource security. The study analyses GIZ's experience with this topic and develops a modular strategy for increasing water resource security through water projects. This is intended to increase the broad impact of German development cooperation in water resource management. The contributions made by the sector programme to developing DC projects with a clear nexus focus are also noteworthy. This led to the commissioning of a first stand-alone nexus project by BMZ in Bolivia.

The impact of the TC measure is rated very successful with 16 points.

Efficiency (Are the objectives being achieved cost-effectively?)

The programme is implemented almost entirely by GIZ advisors. This is appropriate to the requirements for a policy advisory project, because in many cases advice is provided to BMZ at short notice, so the necessary human resources also have to be available at short notice. Furthermore, the provision of advisory services to BMZ and the mainstreaming of German positions at international level call for in-depth knowledge of German development cooperation, which can most likely be ensured by long-term advisors with professional experience in development cooperation. Incorporating knowledge and information from other organisational units within GIZ into the programme's work has largely gone well. This is particularly true of cooperation with the Competence Centre for Water. In connection with the development of specific products (for example the scaling-up study and the study on water resource security), substantively productive cooperation took shape, which also included the sharing of costs between the sector programme and other GIZ projects and programmes. Greater use could be made of networks outside of GIZ. Although the sector programme has a presence in external networks (such as the German Water Partnership), during the evaluation period this presence did not lead to the joint development of specific products.

The sector programme has made targeted use of the opportunities for coordination with other donors, for example during the preparation of the German strategy for a global water architecture, by advising the United Nations Secretary-Generals' Advisory Board on Water and Sanitation over many years. In the course of the reform of the international monitoring system for the SDGs, the sector programme collaborated closely with the Swiss Agency for Development Cooperation. Positions were agreed upon in advance and then put forward jointly. This significantly increased the effectiveness of the programme's activities.

The efficiency of the TC measure is rated successful with 12 points.

Sustainability (Are the positive results durable?)

The programme has achieved various results that have brought about institutional and process changes in the sector and consequently promise to have a durable effect. For example, by communicating the German position in the course of the reform of the global monitoring system, the sector programme contributed to the institutional mainstreaming of certain aspects that are important for development policy, in particular consideration for water quality in the definition of reliable access. Another example of sustainable changes is the development of a new global water architecture, i.e. an intergovernmental UN entity for water issues. BMZ expects this strategy to be adopted in 2017, and it promises to provide a lasting boost to the effectiveness of international debates on water-related matters.

Within Germany the programme has helped to incorporate innovative positions into Germany's sustainability strategy, specifically establishing a development cooperation indicator for water in the strategy. This means that development cooperation successes (= the creation of access to water for people in development cooperation partner countries) will now count as a contribution towards implementing the sustainability strategy. This is an institutional mechanism that increases the importance of water development cooperation within BMZ and German political debate.

The sector programme has also achieved durable results within the implementing structures of German development cooperation, in particular technical cooperation. As a result of the scaling-up study, an internal GIZ process was initiated in which new projects, or the situation in the partner country, are examined to determine their potential for achieving a broad impact. Based on this analysis, the projects are then set up to achieve the broadest possible impact. The sector programme's

contribution through the scaling-up study has thus had a lasting influence on the design of German development cooperation in the water sector.

As far as the handling of risk factors is concerned, it is apparent that changes made to BMZ's policy priority setting at short notice and new themes brought to the fore constitute a challenge for the sector programme. This was the case during the commissioning period when 'traditional' water issues (such as institutional strengthening in the field of water supply and sanitation) lost significance (at least for the management level of BMZ) and the issue of refugee movements and migration, for example, gained more prominence. Given the way (human) resources are set, the programme finds it difficult to respond to such changes in the short term. This will be taken into consideration in the planning for a follow-up programme.

The sustainability of the TC measure is rated successful with 12 points.

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