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Project evaluation: summary report

Supraregional: Sector project 'Ending female genital mutilation'

Title according to the commission:	Sector project 'Ending Female Genital Mutilation'
Project no.:	2012.2129.0
Country/region:	Supraregional
CRS sector:	Human rights
Overall objective:	The development action of BMZ and German implementing organisations are geared more specifically to ending female genital mutilation (FGM).
Overall term:	June 2012 – May 2015
Total costs:	EUR 1,910,000
Commissioning party:	BMZ
Lead executing agency:	-
Implementing organisations (in the partner country):	-
Other development organisations involved:	-
Target groups as per the offer:	The target group comprises girls and women in countries affected by FGM who will benefit from a decline in the practice of FGM.

Project description

United Nations Children's Fund (UNICEF) estimates that 130 million girls and women around the world are affected by female genital mutilation (FGM) (UNICEF 2013). Every year another three million girls and women are subjected to genital mutilation. The practice is found in parts of West, East, Central and North Africa, in a few Asian states and in the Middle East. Immigration has also brought FGM to European countries and to North America. In spite of one-off successes in tackling FGM, no broad global decline in the practice can be seen. The Federal Ministry for Economic Cooperation and Development (BMZ) classes FGM as a severe human rights violation. Since 1999, it has been supporting the fight against FGM, especially in Africa. One example here is its support for a supraregional project implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH. This project has tested and documented a number of different approaches, including the use of participatory methods to support societal change processes and approaches involving cooperation with traditional and religious leaders. In 2009 the sector project 'Ending female genital mutilation' was charged with delivering strategic advisory services on FGM to BMZ Division 204 'Human rights; freedom of religion; gender equality; culture and development' (today Division 304). Since the relevant country and sectoral divisions at BMZ and the state and non-state implementing organisations working in German development cooperation have not yet geared their activities sufficiently toward overcoming FGM (core problem), the focus was on consolidating achievements to date and scaling up

successful approaches. The methodical approach included capacity development within BMZ and German implementing organisations, the strategic positioning of the topic FGM within the German and international development policy debate, cooperation management with relevant stakeholders involved in German and international specialist networks and the dissemination of tried and tested approaches and methods. Components of promotion included advisory services delivered to BMZ Division 204/304 and the design, coordination and financing of studies, materials and special events.

Overall rating according to the OECD/DAC criteria	Rating of the individual OECD/DAC criteria
<p>The technical cooperation (TC) measure's overall rating is the average of the individual ratings:</p> <p>14 – 16 points: very successful 12 – 13 points: successful 10 – 11 points: fairly successful 8 – 9 points: fairly unsatisfactory 6 – 7 points: unsatisfactory 4 – 5 points: very unsatisfactory</p> <p>The project was rated overall as 'successful' (13 points).</p>	<p>Relevance: 'very successful' (16 points) Effectiveness: 'successful' (13 points) Impact: 'successful' (12 points) Efficiency: 'successful' (12 points) Sustainability: 'successful' (12 points)</p>

Relevance

International conventions (including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Maputo Protocol of the African Union and United Nations General Assembly Resolution No. 67/146) class FGM as a severe human rights violation. BMZ sees the respect, protection and fulfilling of human rights as a central element of good governance ('Promotion of Good Governance in German Development Policy', February 2009). Ending FGM is an integral part of the strategy on human rights in Germany's development policy (Human Rights in German Development Policy, BMZ Strategy Paper 4/2011). FGM is also an expression of gender inequality. The BMZ's Development Policy Action Plan on Gender 2009 - 2012 thus recognises FGM as an area of action of German development cooperation. The BMZ's cross-sectoral strategy 'Gender Equality in German Development Policy' (2014) stresses that sociocultural factors and tradition can in no way justify the failure to respect the rights of women. In February 2015 BMZ adopted the latest strategy paper on FGM. During the project evaluation, the relevance of the topic and the coherence of the work of the sector project with international positions and processes was confirmed. For a sector project the advisory services delivered to BMZ and implementing organisations on policy and technical aspects of the matter are of paramount importance. In accordance with (inter)national agreements and directives, the sector project supports BMZ in integrating FGM into development-policy dialogue with partner countries. This puts in place the preconditions for implementing measures to tackle FGM, which are designed to reach the target group. Since female genital mutilation is a deeply rooted cultural practice, measures are also needed that not only include legal bans and awareness-raising measures focusing on the negative impacts of FGM, but that also help foster change within society. This is why the sector project elaborates approaches that aim to change attitudes and behaviour, including dialogue-based approaches such as the Generation Dialogue. These address primarily the local level. The sector project makes them available to implementing organisations, partners and a wide audience of specialists in the area. The various cooperation partners (e.g. the United Nations Population Fund (UNFPA) /UNICEF Joint Programme on Female Genital Mutilation/Cutting, the INTEGRA network to end FGM and Plan Deutschland) consider the sector project's approaches to be highly relevant to efforts to eradicate FGM and incorporate them in their own work.

The relevance of the project is rated **'very successful'**.

Effectiveness

Objectives indicator ¹	Target according to offer	Current status according to the project evaluation
<p>Increase in the number of countries in which FGM is prevalent and in which the ending of FGM is addressed within the framework of the development policy dialogue (government consultations, government negotiations, priority area strategy papers).</p>	<p>Benchmark figure in 2012 and target in 2014 were to be set in the first project progress report. Source: Regular stocktaking within the scope of regular meetings between BMZ and the sector project</p> <p>To include the following countries: Benin, Burkina Faso, Cameroon, Central African Republic, Chad, Côte d'Ivoire, Egypt, Eritrea, Ethiopia, Gambia, Ghana, Guinea, Guinea-Bissau, Indonesia, Kenya, Liberia, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, Sudan, Tanzania, Togo, Uganda and Yemen.</p>	<p>No benchmarking occurred for this indicator. Sporadic follow-up of the sources for Indicator 1 indicates a positive result.</p> <p>BMZ was provided with support in the form of advisory and other services to help prepare the development policy dialogue. FGM was a point on the agenda in the preparation of government negotiations or consultations with several countries including Egypt, Ethiopia, Mali, Niger, Togo and Pakistan. FGM was also incorporated in the country strategy for Burkina Faso and in the concept for the EU Joint Programming for Mali. FGM was taken into account in countries like South Sudan and some Asian states.</p> <p>Through coordinated commenting on FGM with other sector projects, such that FGM is systematically taken into account, and through political interest in the topic of FGM, the number of countries in which FGM has (again) been addressed within the scope of the development policy dialogue has increased.</p>
<p>A minimum of two new German TC projects (entirely new projects or offers for a follow-on phase) in the fields of gender, human rights, good governance, health or education specifically incorporate the overcoming of FGM in their results chains over the period 2012 to 2014 (benchmark: 3, not including the supraregional project and the sector project 'Ending female genital mutilation').</p>	<p>A minimum of 2</p>	<p>Over the reporting period a project was devised to improve maternal health in Guinea, incorporating FGM. BMZ was advised on the replicability of the education approach to FGM in Ethiopia, so as to ensure FGM is taken into account in programmes. The direct commissioning of new projects and programmes is not within the mandate of a sector project.</p>

¹The objectives indicators do not all correspond to the SMART criteria, i.e. they are not all specific, measurable, achievable, relevant and time-based. This can, in some cases, impact on the validity of the results.

<p>Increase in the number of organisations outside official German bilateral technical cooperation (e.g. KfW, German non-governmental implementing organisations, non-German development organisations), financing or providing specialist support for the approaches recommended by the sector project in partner countries (from 2 in 2012 to 6 in 2014).</p>	<p>6 organisations</p>	<p>The indicator can be deemed to have been achieved. Although only five organisations have taken up the approaches, they have pursued these in a large number of countries. The British NGO Equality Now, the Institute of Women, Gender and Development Studies at Ahfad University for Women in Sudan and Plan Deutschland have adopted the Generation Dialogue. The Dutch Royal Tropical Institute (KIT) has adapted the approach for the topic maternal health. Over and above this, working level contacts have been established with the Social Change Component of the DFID programme and the UNFPA/ UNICEF Joint Programme on FGM/C. The Joint Programme is to incorporate the GIZ approaches in its work.</p>
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The project evaluation concludes that of the three indicators, Indicators 1 and 3 can be expected to be met in full at the end of the project phase, while Indicator 2 seems likely to be achieved in part. The fact that Indicator 2 was not achieved in full is the result of political decisions over which the sector project has no control. No negative results were noted.

The effectiveness of the project was rated **'successful'**.

Impact

The advisory services delivered to German development cooperation organisations with a view to ending FGM help achieve overarching development results. The overarching development goal of the project is to contribute to the better protection and fulfilment of the human rights of girls and women. To achieve this objective, the development actions of BMZ and German implementing organisations are to be geared more specifically to overcoming FGM so that international agreements can be better implemented and the practice of FGM stemmed in partner countries. By eradicating FGM, which is an expression of the discrimination experienced by women and girls, these groups are to see their rights strengthened and inequality reduced. Overcoming FGM thus helps, for instance, to achieve Millennium Development Goal 3 (Promote gender equality and empower women). The sector project is supporting BMZ in the implementation of international conventions and agreements, and indirectly supports the implementation of these in partner countries. With the specialist support of the sector project, BMZ is actively involved in the Donors Working Group (DWG) on Female Genital Mutilation/Cutting, which brings together bilateral, international and multilateral organisations, partly with a view to harmonising donor activities. A meeting of the DWG on FGM/C was held in Germany in November 2014. On the agenda were current trends in ending FGM and the resources needed to combat the practice. In February 2015, the updated strategy paper on ending female genital mutilation was adopted by BMZ, with the sector project delivering advisory services. The strategy paper underscores the need for systematic integration of anti-FGM measures in technical and financial cooperation and points to specific ways for implementing organisations, for instance, to implement these.

The Commission of the African Union has put in place a monitoring system for knowledge management on harmful practices and policy-making in member states, on the basis of recommendations laid out in a study on harmful practices conducted with the technical and financial support of GIZ.

The options open to the sector project to anchor approaches and topics as cross-cutting issues in German development policy are limited by the structures in place (e.g. priority areas agreed for partner countries and sudden crises) and by the mandate of the sector project (focus on advising BMZ). These factors also limit the scope of impact that can realistically be achieved. The project is extremely well networked and complements the work of other actors inside and outside GIZ. The approaches elaborated are being taken up by other actors. Experience gained through measures in partner countries are used in the form of lessons learned and scaled up. In October 2013 the UNFPA-UNICEF Joint Programme on Female Genital Mutilation/Cutting presented the design for the second phase of the programme in Rome. The programme is to make increased use of the approaches developed by GIZ and values its collaboration with German development cooperation.

The contribution to achieving overarching development results (impact) is rated as **'successful'**.

Efficiency

The sector project operates primarily by assigning human resources, financial contributions and consultants. The resources used appear to be appropriate. The human resources concept helped realise three focus areas appropriately with few resources and limited personnel, as our interlocutors confirmed during interviews. In particular the positive report on the advisory activities of the sector project by BMZ's Division 304 must be taken into account. This was in part possible because the sector project builds consistently on lessons learned, products and networks in the sector, the experience of the GIZ's supraregional project on FGM and the predecessor project. Synergies and cooperation arrangements with other projects in the fields of health and governance were specifically sought and developed. Special mention should be made in this context of cooperation in the fields of gender equality, including efforts to combat violence against women and child marriage.

The sector project also works with other international actors and civil society, spawning an exchange among specialists, allowing joint approaches to be elaborated, enabling actors to make good use of approaches developed elsewhere, and facilitating the production of examples of good practice. Until December 2014 the sector project cooperated closely with the supraregional project, which was designed as a complementary measure. It was not always easy for external partners to understand why FGM was being tackled by two different projects. A structure of this sort almost inevitably involves a certain amount of friction and information loss.

The efficiency of the project is rated **'successful'**.

Sustainability

The sustainability of the project is achieved in three main ways: firstly sustainability is facilitated by the fact that positions, approaches and methods for eradicating FGM are anchored in the long term in standardised procedures, concepts and strategies within BMZ, and in the working and consultation processes of implementing organisations. For sustainability it is also important that the topics are incorporated in the national strategies of partner countries. This is the aim of Indicator 1 (development policy dialogue), relating to the integration of FGM into the national policies of partner countries. Capacity development measures are also important for sustainability. Most capacity development measures address the individual and organisational levels. Devising special events and trainings helps development actors to better incorporate the issue of FGM into their work, and allows them to understand how important it is (e.g. technical meetings). Over and above this, the sector project disseminates successful approaches which are taken up by other actors and passed on in turn by them. The website produced to this end is deemed positive. In the field of policy advisory services it is, however, not always easy to ensure sustainability, since this depends on the persons involved. The sector project takes this into account by elaborating instruments that are independent of any individual staff members, such as country profiles.

The sustainability of the sector project is rated **'successful'**.

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