

THE EUROPEAN UNION'S DCI-NSA PROGRAMME FOR WEST BANK AND GAZA/PALESTINE

REVIEW OF THE EFFECTIVENESS OF THE NON STATE ACTORS PROGRAMME IN THE OCCUPIED PALESTINIAN TERRITORY 2007-2011

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FINAL REPORT

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ACRONYMS

AFD	French Agency for International Development
ASDC	Atfaluna Society for Deaf Children
BEUR	Billion Euro
CBEP	Community Based Educational Point
CBM	Christoffel Blindenmission Deutschland e.V.
CBO	Community Based Organisation
CfP	Call for Proposals
CFTA	Culture and Free Thought Association
CSF	Civil Society Facility
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
EC	European Commission
EIDRH	European Initiative for Democracy and Human Rights
EJ	East Jerusalem
ENPI South	European Neighbourhood Partnership Initiative for the South Mediterranean
EU	European Union
EUD	European Union Delegation
EUREP	European Union Representative Office in Palestine
Euromed	Euro-Mediterranean
GS	Gaza Strip
INGO	International Non Governmental Organisation
LA	Local Authorities
MEUR	Million Euro
NGO	Non Governmental Organisation
NSA	Non State Actors
oPt	occupied Palestinian territory
Oxfam	Oxfam
PCM	Project Cycle Management
PNA	Palestinian National Authority
PNGO	Palestinian Non Governmental Organisation
PRCS	Palestinian Red Crescent Society
TCC	Teachers' Creativity Center
WB	West Bank

EXECUTIVE SUMMARY

The overall independent assessment of the EU support to civil society in the Palestine under the Non State Actors (NSA) programme is the subject of this report. The assessment had the global objective to provide a evaluation of the results and impact (effects) of the NSA programme in Palestine. The **specific objectives** were: (a) to assess the past and current implementation of the NSA Programme in the and in particular its relevance, efficiency, effectiveness, sustainability and impact **against the objectives of the Strategy of the Non State Actors –Local Authorities (LA) Programme and its Annual Action Programmes as well as the local strategy for NSA in Palestine;** (b) to identify **key lessons and recommendations for programming, management and delivery** of future support through this thematic programme, including the review of priorities for the 2013 Call for Proposals (CfP).

In the Palestine, country allocations have been made available under the NSA programme on a yearly basis, with a total amount of 16,4 MEUR for the period 2007-2013. Three local CfP have been launched until December 2012: the first one in 2008 (2007 budget of 2 MEUR); the second one in 2009 (2008-2009 pooled budgets for a total of 4.8 MEUR); the third one in 2011 (pooling 2010-2011 budgets for a total of 2.4 MEUR)¹. 28 projects have been funded under these calls. The CfP launched under the NSA Programme in Palestine were not open to the Local Authorities (LA).

EU support to civil society under the NSA programme in Palestine has been guided by the Multiannual Strategy for the Thematic Programme, established for the period 2007-2013 with the aim to support small-scale initiatives in partner countries in the area of development. **A main feature of the programme is that of being "actor-oriented" aimed at strengthening the capacity of Civil Society Organisations (CSOs) and Local Authorities (LAs) as a pre-condition for a more sustained, equitable, open and democratic society through support to their "own initiatives".**

An in depth analysis of the context in which the review of NSA programme in oPt is not the subject of this report. However, it seems useful to outline some main issues related to the context that are relevant for the review. The first element to be considered in this framework is that of EU policies: EC considers civil society organisations (CSOs) a key political actor in the development process. A strong civil society involved in policy dialogue and capable of weighing policy strategies is strongly desirable to make development more effective and promote democratization. The European Neighbourhood Policy EU/Palestinian Authority Action Plan encompasses an ambitious agenda in the political, social and economic fields. In this framework engaging in a structured dialogue with policy dialogue is a specific priority, as a way of contributing to the ownership of development strategies, in line with the Aid effectiveness agenda. The recognition of civil society as a partner for policy making and implementation has been further stated in all recent documents concerning the engagement with civil society in neighbour countries and in EU external relations². A second element to be considered is the context of civil society in Palestine. A huge number of CSOs are operating in the West Bank, in the Gaza strip and in East Jerusalem and they are playing a key role in the delivery of service in all sectors. However, particularly after the creation of Palestinian National Authority, CSOs also have been called to play the role of a policy actor, participating in the setting of policies and to local governance and assuming a special function in monitoring and assessing public policies and choices, which appears particularly important in a situation in which the parliamentary institutions are not fully functioning.

Not always the two roles have been played in an optimal way, so that Palestinian civil society is widely recognized as facing a critical situation. Elements of this crisis include: competition and lack of cooperation among CSOs; lack of a common voice for advocating and lack of participation to local policy setting and governance; limited transparency and accountability; reduced visibility of the outcomes of field and policy activities; limited recognition of small NGOs and community based organizations as autonomous and relevant actors in local development; limited capacity to monitor policies and public services; the limited capacity to negotiate and manage effective partnerships with International NGOs and international organisations; decreasing capacity to produce a political vision both of the National development and of the perspectives for peace building.

¹ A fourth CfP was launched on 7 February 2013 with 2012 budget (2.4 MEUR).

² The roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations, Brussels, 12.9.2012; COM(2012) 492 final (<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2012:0492:FIN:EN:PDF>)

A specific interest of the current review has been to understand how and in which measure the NSA programme has been able to influence Palestinian Civil Society dynamics or to interact with them.

The review has been based on the use of the evaluation criteria of: relevance, effectiveness, efficiency, impact; sustainability; coherence and the European Commission's added value. As mentioned, the review covers the period of the NSA - LA Programme implementation in Palestine (2007-2012³) and the actions that have been financed in **East Jerusalem, Gaza Strip and the West Bank** through the local CfP including the support measures: the whole set of 28 projects, was analysed using basic documents, a visit to the concerned organisation and a questionnaire; a sample of 9 projects, has been considered for an "in-depth" analysis, including a wider set of information sources and documents.

As said, the programme included three Calls for proposals, each responding to the same general aims and to specific sets of priorities. Since the beginning the specific targets of the NSA – La Programme have been focusing both service delivery and policy engagement, as two different ways to "benefit populations out of reach of mainstream services" and "facilitating (CSOs) participation in defining and implementing poverty reduction and sustainable development strategies". **However, along the time of the programme implementation, specific priority targets have been marked by a progressive shift towards a more clear focus on supporting: policy engagement of CSOs;** the interaction between **second level CSOs** (i.e. NGOs and other kinds of organisations aiming at providing support to other actors) **and first level CSOs** (i.e. grassroots organisations, informal groups, community based organisations); the engagement of **CSOs with public bodies**. The progressive shift from CSO engagement in service delivery to CSO engagement in policy and governance is also emerging when looking at the projects funded under the different CfP.

While the focus of projects changed in an apparent way during the implementation of the NSA – LA Programme, a similar change did not occur regarding the organisations leading the projects. The international NGOs are leading most projects. However, at a closer look, it is apparent that, since the first call, some International NGOs only played a role linked to access to funding: while the identification of the project and its implementation were actually managed by a PNGO, the fund raising was managed by an International NGO, having a greater facility in raising co-funding in Europe. However – as it is further analysed in the report - it is important to note that there is a shift towards having more PNGOs as applicants in the last CfPs.

Looking at the programme from the perspective of specific categories, important differences emerge, while in general a **progressive improvement** can be identified.

- **Relevance** at the programme level is adequate, and looking at the projects under the last two calls even very high.
- **Effectiveness** is not high as relevance: even if effectiveness **has been growing during programme implementation**, about a third of projects has a limited effectiveness; low levels of effectiveness have been mainly related by the tendency to focus on "service delivery" that characterise some projects and by the fact that many projects have been designed looking at "activities" rather than at results and "changes".
- **Efficiency** is satisfactory: no major problems emerged and most projects have an adequate level of efficiency; however some problems emerge when looking at the coordination among projects and at the adoption of "international best practices" in resource management; also in this case a positive evolution is apparent during programme implementation.
- **Impact of the programme has diversified levels:** while many effects have been produced on the many involved organisations, little effect was produced on the public and local authorities and on the permanent access to services for local people; impact as well had a positive evolution during programme implementation and can be expected to have a further growth once last generation projects will be more mature.
- **Sustainability is a main weakness at programme and project level:** few projects had well designed exit strategies; a diffuse tendency to consider "income generating activities" as a mean for sustainability is visible, but without real strategies regarding activities and the way these activities interact with CSOs' development.

³ The activities considered in the framework of the review were funded under the budgets 2007 – 2011. However, the contract concerning one project was signed in 2012 and its activities started in mid-December 2012.

- **Coherence is not fully satisfactory:** interaction and synergies occasionally emerged with other EU programmes/projects, but without defined strategies; nevertheless coherence has been increased during programme implementation, also thanks to growing role played by EUREP in fostering complementarities and coordination.
- **European Commission's added value has been low, mainly because of the tendency of innovation and practices tested at project level to remain locked within projects and organisations.** A role for facilitating knowledge accumulation and sharing has been played by the EUREP, but still to a limited extent: considering specificities of Palestine, new approaches need to be explored to this aim.

Some **main issues** emerged in the framework of the review, and have been discussed in the validation of the review outcomes.

- **Looking at emerging dynamics of Palestinian Civil Society,** the need emerge to tackle: the **growing diversification of CSOs and the emergency of new actors;** the **multiple roles of CSOs**, for which specific strategies need to be defined and agreed among donors; **gender dynamics**, that risks to be only identified with women access to services and need the development of a more strategic approach; **the lack of clarify the relationship between CSO and Local Authorities** and the support needs of local authorities in their development as an autonomous actor; **the possibility to explore relationships and cooperation opportunities with private sector**, as an actor in governance and policy environment rather than as a simple funding source.
- **Looking at the ways to fully exploit the potentialities of the NSA – LA Programme (and CSO support initiatives),** the need emerge to tackle: **partnership setting**, which is the core of a wide set of problems emerging at project level; the definition of **Sustainability and exit strategies;** the use of tools such as **“income generation activities”** and **“sub-granting”** requiring a strategic approach; the production and sharing of knowledge.

Based on the review some operational recommendations have been defined concerning different areas, including the following ones.

- **Priority setting:** strengthening the focus on “Networking and platforms”; strengthening the engagement of CSOs with Public authorities; strengthening the visibility of the different actors within civil society; strengthening knowledge production and dissemination; strengthening planning and coordination initiatives at local level.
- **Actors that should be involved within the NSA - LA Programme:** supporting emerging “movements” or groups representing “new actors”, also within existing organisations; supporting gender focused CSOs and the development of groups and visibility of women as collective actors; supporting the cooperation with “private sector” and other NSA, including universities and trade unions.
- **Activities to be supported through the NSA – LA Programme:** innovation in service provision; institutional development activities, instead of “capacity building” or training; coordination and planning activities; advocacy for the improvement of public services at local level, and/or advocacy for the exercise of citizen’s rights at local level; governance mechanisms at local level and at national level; policy dialogue involving NSA and public actors, at local and national level.
- **Project implementation mechanisms,** including: the organisation of projects according to “stages” or “phases”; introducing in all projects mid-term evaluation as a basic requirement; introducing specific strategies for using sub-granting; avoiding direct partnerships between international NGOs and local CBOs; requesting to projects to be framed in a long term strategy concerning the development of involved CSOs and (if relevant) the setting of governance/policy mechanisms or the innovation in services
- **Support to project implementation and technical assistance activities under the responsibility of EUREP:** support to project formulation; support to improve “risk analysis” and “political economy analysis” within the project formulation; support to knowledge sharing and to the identification and dissemination of “practices” and of “solutions to emerging problems”; support for facilitating coordination and creation of synergies among projects and organisations.

1 BACKGROUND

The Multiannual Strategy⁴ for the Thematic Programme "Non-State Actors and Local Authorities in Development" was established for the period 2007-2013 with an envelope of 1.6 BEUR, aiming at supporting small-scale initiatives in partner countries in the area of development. It is an "actor-oriented" programme aimed at strengthening the capacity of Civil Society Organisations (CSOs) and Local Authorities (LAs) as a pre-condition for a more sustained, equitable, open and democratic society through support to their "own initiatives".

The main component of the Programme is support to development actions, to be implemented by Non State Actors (NSA) or LAs, in close cooperation with the local communities and the most vulnerable population groups, aiming at promoting an inclusive and empowered society in partner countries. This support is implemented through multi-country and in-country interventions. The first ones financed through global Calls for Proposals (CfP) managed by the European Commission (EC) Headquarters, while the second specifically target national contexts through local CfP with specific financial allocation managed by the European Union (EU) Delegations.

The NSA - LA Programme allows EU Delegations to spend up to 3-5% of the respective annual country allocation for support measures accompanying the implementation of the thematic programme. The EU Representative Office for the West Bank and Gaza Strip (EUREP) has made an extensive use of these funds, covering activities of direct benefit to the organisations targeted by the programme such as consultation sessions, information sessions on CfP, local mapping studies, and training seminars.

A total amount of 16,4 MEUR for the period 2007-2013⁵. Three local CfP have been launched in the period 2007 – 2012: the first one in 2008 (2007 budget of 2 MEUR), the second one in 2009 (2008-2009 pooled budgets for a total of 4.8 MEUR) and the third one in 2011 (pooling 2010-2011 budgets for a total of 2.4 MEUR). All the three CfP attracted much attention from CSO resulting in an average of almost 100 Concept Notes per CfP. Under these three CfP, a total of 28 projects have been contracted⁶.

The NSA - LA Programme in the Palestine has been targeting NSAs only (and not LAs) in view of the considerable amounts of assistance delivered through public institutions in Palestine for state-building purposes, and because of the uncertain legal situation that have characterised LA in recent years (elections of LA have been carried out just in 2012). However, cooperation with LA for the implementation of the projects has been encouraged.

Systematic and timely evaluation of its programmes is a priority of the European Commission. The focus is on the results and impact (effects) of these programmes against a background of greater concentration of external co-operation and increasing emphasis on result-oriented approaches. In coherence with these principles, and with the aim to provide the relevant services of the European Commission and the general public with an overall independent assessment of the EU support to civil society in the Palestine under the NSA programme, the EUREP launched in early 2013 the external evaluation exercise that is the matter of this report.

⁴ http://ec.europa.eu/europeaid/what/civil-society/documents/nsa_la_strategy_paper_2007_2010_en.pdf and http://ec.europa.eu/europeaid/how/finance/dci/documents/nsa-la_strategy_2011-2013_-_en.pdf

⁵ http://ec.europa.eu/europeaid/how/finance/dci/documents/nsa-la_strategy_2011-2013_-_en.pdf.

⁶ A fourth call for proposal has been launched on 7/02/2013, based on 2012 budget (2.4 MEUR).

2 THE MAIN FEATURES OF THE REVIEW OF NSA - LA PROGRAMME IN PALESTINE

2.1 Objectives of the review

The review has the **global objective** to provide an evaluation of the results and impact (effects) of the NSA programme in Palestine. The **specific objectives** of the assignment are:

- To assess the past and current implementation of the NSA Programme in Palestine and in particular its relevance, efficiency, effectiveness, sustainability and impact **against the objectives of the Strategy of the NSA-LA Programme and its Annual Action Programmes as well as the local strategy for NSA in Palestine;**
- To identify **key lessons and recommendations for programming, management and delivery** of future support through this thematic programme, including the review of priorities for the 2013 CfP.

As specified in the ToR, which are reported as annex, the objectives of the assignment refer to the **overall NSA – LA Programme in Palestine** and not to the individual funded projects.

2.2 The analytic tools: categories and approach

The review has been based on the use of the evaluation criteria of: relevance, effectiveness, efficiency, impact; sustainability; coherence and the European Commission's added value.

Relevance

For the use of this review, the relevance of the programme was defined as the capacity to take into account the main dynamics and issues concerning the CSOs, in the formulation of Calls for Proposals, in the selection of proposal and in assisting project implementation. In this framework also the diachronic features of the programme have been considered, as well as the extent to which the programme has been able to adapt to the changing conditions and emerging issues.

Effectiveness

Effectiveness was defined as the measure of the capacity of the programme to actually have an influence of the considered dynamics and processes. Thus in order to evaluate effectiveness not only the implementation of foreseen actions will be considered by also their capacity to generate outcomes for the stakeholders and the considered local areas. This implied: looking at the objectives, actions and outcomes of the single projects; looking at them as a whole, in order to understand the global outcome of the programme.

Efficiency

Efficiency is normally defined as the relationship between the resources and the actions carried out, and it is normally focusing on the measurement of the extent to which the use of resources has been minimised in producing desired outputs. In the framework of the review of the NSA programme efficiency was analysed by looking at: the emerging obstacles in project/programme management (related to management, capacities, etc.); the extent to which coordination among actions and the production of synergies has been produced, both at project level and among different projects; the identification of solutions to emerging problems.

Impact

Impact is defined as the long term foreseen and unforeseen effects of an action on its (social, economic, political, natural...) environment. Thus impact of actions cannot normally be evaluated in the short term. Considering the problems linked to the application of the concept of "impact" in Palestine, rather than looking at long term effects of the project on the considered reality, the analysis of impact have been focused on short term unexpected changes in the local reality that can be considered as linked to the actions, and unexpected changes concerning the stakeholders and their relations with other actors.

Sustainability

Sustainability was assessed taking into account the capacity of the programme and related actions to generate permanent and durable positive effects, as well as self-sustaining processes. In this framework a particularly important focus has been on assessing how the participation of International NGOs on the enhancement of local CSO internal capacity, and on the presence and consistency of project exit strategies.

Coherence

The use of the category of coherence has been mainly aimed at analysing how the different actions fostered within the programme are related the one with the other and how all them are linked with project objectives and priorities.

European Commission's added value

European Commission's added value was evaluated by considering:

- the comparative advantages or added value in its support to the CSO as compared to other donors active in Palestine (especially in the Gaza Strip);
- the synergies with actions carried out by EU member state cooperation agencies;
- the innovations relevant for EU support to civil society and NSA that have been tested/identified through projects;
- the lessons learned concerning support to NSAs that have been produced through projects.

The global view of the programme

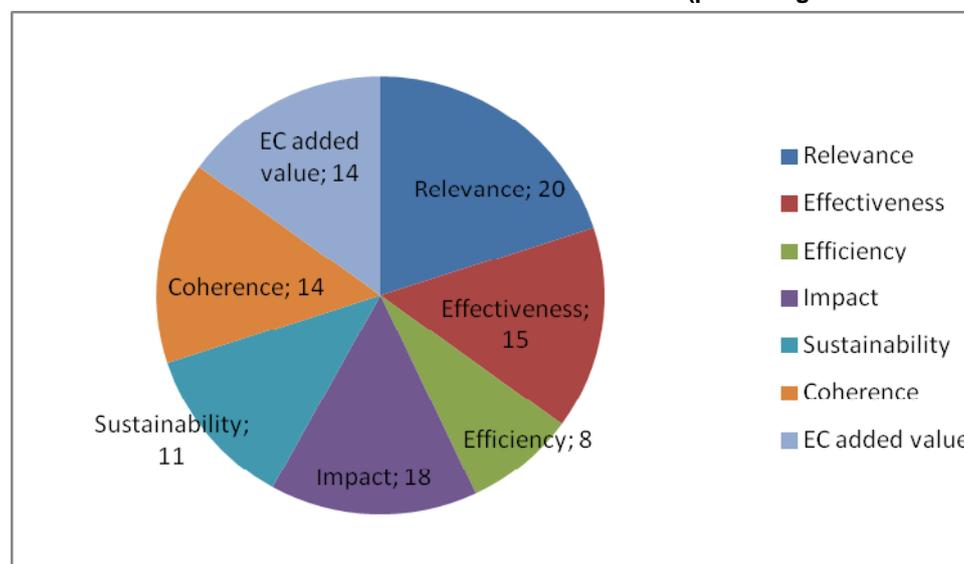
As it will be presented in chapter five (5), for each of the categories above a set of "evaluation questions" was defined as well as a set of indicators.

Scores (on a scale 0 – 10) have been attributed to the different categories (and related indicators) and applied for carrying out the evaluation. Application of scores has been done at different levels:

- to analyse the programme as a whole (thus providing an indication of the general performance of the Programme for each evaluation item);
- to analyse the way the programme has been progressing through the different CfPs (thus providing an indication on the way the Programme evolved from 2008 to now);
- to analyse projects considered in in depth analysis, for finding out, using in an integrate way quantitative and qualitative data, the emerging issues and the factors influencing performances.

For understanding the functioning of the programme as a whole, different weights were attributed to each of the categories. Assuming the maximum global score at 100, weights have been given according to the percentages shown in the following figure.

Figure: Presentation of the scores attributed to each set of indicators (percentages of the total 100)



2.3 The methodological features

The scope of the review

As mentioned, the review covers the period of the NSA - LA Programme implementation in Palestine (2007-2012) and the actions that have been financed in **East Jerusalem, Gaza Strip and the West Bank** through the local including the support measures.

Following the three CfP considered in the review (2008 – 2009 – 2011) 28 projects have been funded. All funded projects have been considered in the analysis. However, it is possible to distinguish between two different groups of projects:

- the whole set of 28 projects, which was analysed using basic documents, a visit to the concerned organisation and a questionnaire;
- a sample of 9 projects, for which an “in-depth” analysis was carried out (including a wider set of information sources and documents).

The sample included the projects indicated in the following table. Reference will be made to these projects also in the analysis of factors influencing project performance in the following paragraphs.

	PROJECT	IMPLEMENTING CSO	MAIN THEME	GEOGRAPHIC AREA
1	Development of a comprehensive intervention services infrastructure and active advocacy network for the rights and needs of hearing impaired and deaf children and their families in the Gaza Strip	CBM (D)	Socially marginalised groups	Gaza Strip
2	Improving access to rehabilitation and ability development ...	Spanish Red Cross (ES)	Health	East Jerusalem WB
3	Play and work to avoid isolation	PEACE GAMES ASSOCIAZIONE (IT)	Youth	East Jerusalem
4	Fostering community change in the occupied Palestinian territory	Oxfam GB-LBG (UK)	Community Empowerment	WB
5	Minimizing illiteracy threat on children in Gaza Strip	Palestinian Center For Democracy And Conflict Resolution Ltd – Gaza (PA)	Basic services – Education	Gaza Strip
6	Establishing a food plant	Al Najda Social Association (PA)	Community Empowerment	Gaza Strip
7	Steppingstone vocational training	Sharek Youth Forum Association (PA)	Youth / Employment	WB Gaza Strip
8	CBO's and neighbourhood committees as social actors for development in the Gaza Middle District	Islamic Relief (UK)	Community Empowerment	Gaza Strip
9	Bedouin communities in Jerusalem District	OXFAM ITALIA ONLUS ASSOCIAZIONE (IT)	Community Empowerment	Jerusalem district

Information sources

The review was based on a variety of information sources, shortly described below.

Documentary sources	Programme documents and reports
	Project documents and reports, including ROM reports
	Reports and documents on local development produced in the framework of Project's activities
	Policy documents and plans by the EU and the local public authorities focusing on the issues considered by the projects funded under the NSA programme
	Concept notes submitted to NSA CfP

	CSO Mapping studies (including the one produced by EC in 2011)
	Other studies on CSOs in Palestine
	Studies on local development in Palestine
	Previous evaluation of EU support to NSA
Live sources	EU Delegation officers involved in the NSA Programme
	The representatives and activists involved in the implementation projects funded under the NSA Programme
	The representatives of Local Authorities in the areas in which the projects are implemented
	The representatives of Projects' partners at local level (CBOs, etc.)
	The direct beneficiaries of some Projects (i.e. school teachers, CBO members, etc.)
Direct observation	The Project's offices
	The Project's infrastructures and "material" products
	The projects activities

Information gathering tools

Information gathering tools for included:

Tool	Number	Targeted projects
Analysis of official documents and project documents		28 projects
Analysis of websites, documents produced by involved organisations, documents produced by the projects		9 projects
Structured questionnaires for project managers (sent by e-mail)	28	28 Projects
In-depth interviews with a questionnaire guideline with project staff	28	28 Projects
In-depth interviews with a questionnaire guideline, with external key informants	40	9 Projects
Direct observation with an observation guideline	9	9 Projects
Consultation workshops with CSO representatives	17 participants	CSOs in Gaza
	31 participants	CSOs in the West Bank and East Jerusalem
Workshop with donors	12 participants	The programme as a whole

3 THE CONTEXT OF NSA - LA PROGRAMME

The review of the NSA – LA Programme has been carried out by analysing in which way the programme has been able to match the dynamics, policies and actors emerging in the specific context of Palestine CSOs. Some main elements of this context can be recognised in the EU global policies concerning CSOs and NSAs, in the specific EU strategies for supporting CSOs in Palestine and in the more general dynamics involving CSOs in Palestine.

3.1 EU global policies concerning NSAs and CSOs

EU policies concerning NSAs are the first element to be considered. As recently re-affirmed in the European Commission Communication *“The roots of democracy and sustainable development: European engagement with civil society in external relations”* – COM (2012) 492 final, the EU considers civil society organisations (CSOs) a key political actor in the development process.

CSOs are defined as a wide spectrum of Actors with different roles and objectives. Particularly in this framework the EU considers as **CSOs**: all non state actors, which are non –profit, not partisan and not violent, and through which people organise to achieve common objectives and ideas of different nature: political, cultural, social and economic. CSOs can be active at local, national, regional and international scale, and include rural and urban, formal and informal organisations. A strong importance is attributed by the EU to the diversity and specificities of CSOs⁷.

A strong civil society involved in policy dialogue and capable of weighing policy strategies is strongly desirable to make development more effective and promote democratization. The European Neighbourhood Policy Action Plan encompasses an ambitious agenda in the political, social and economic fields. In this framework engaging in a structured dialogue with policy dialogue is a specific priority, as a way of contributing to the ownership of development strategies, in line with the Aid effectiveness agenda.

The recognition of civil society as a partner for policy making and implementation has been further stated in all recent documents concerning the engagement with civil society in Neighbour countries. In this framework, particularly, a recognition was paid to the evolution of CSOs in the last decade, which included - on the one side -**the emerging of delicate and sometime conflict relations between State and civil society** (resulting often in the limitation of the space for civil society) and - on the other side - the **emerging of difficulties among CSOs** in term of their capacities (namely concerning representation of actors, internal governance, dependency from donors, etc.) and the **emerging of more fluid new forms of citizens’ action** (including informal movements and groupings).

In this framework some priorities were identified concerning: the development of a supporting environment for CSOs; the fostering of structured participation of CSOs to policy making at various level; the strengthening of local CSOs capacities to exercise their role of “independent actor”.

To this aim a specific Civil Society Facility was also recently established for ENPI South and the framework was set for next actions supporting NSAs (including the elaboration of “roadmaps for engagement of CSOs” and the CSO support programmes in the programming period 2014 – 2020).

⁷ The definition of NSA that guided the setting of the programme was formulated in the Regulation (EC) **No 1905/2006 of the European Parliament and of the Council of 18 December 2006 establishing a financing instrument for development cooperation. According to such definition, NSA include:** “non governmental organisations, organisations representing indigenous peoples, organisations representing national and/or ethnic minorities, local traders’ associations and citizens’ groups, cooperatives, trade unions, organisations representing economic and social interests, organisations fighting corruption and fraud and promoting good governance, civil rights organisations and organisations combating discrimination, local organisations (including networks) involved in decentralised regional cooperation and integration, consumer organisations, women’s and youth organisations, teaching, cultural, research and scientific organisations, universities, churches and religious associations and communities, the media and any non governmental associations and independent foundations, including independent political foundations” (http://ec.europa.eu/europeaid/how/finance/documents/non-state-actors/dci_en.pdf).

3.2 The EU strategy for supporting CSOs in Palestine

In Palestine, support to and through civil society has been provided by the EC for a long time, both through regional programmes and through bilateral cooperation initiatives addressed to West Bank, Gaza Strip and East Jerusalem. Main programmes supporting Palestinian CSOs include:

- European Initiative for Democracy and Human Rights (EIDHR)
- Euromed Youth Programme, “Partnership for Peace” and Cultural Activities
- The Non State Actors and Local Authorities Programme
- Investing in People - Gender
- Food Security, Environment and Natural Resources;
- East Jerusalem Support Programme.

These activities provided an important support to many organisations and to the development of innovative activities in different fields. However, they often responded to different agendas so that in reviewing the NSA programme a main issue was that of considering how the programme inter-acted with other EU initiatives.

In 2011 a CSO mapping was carried out in West Bank, Gaza and East Jerusalem,, including the identification of a **general strategy for supporting CSOs**.

The global objective assumed in this framework was that “to strengthen the position of civil society in public debate and in the elaboration and implementation of development strategies, in complementarity with the Palestinian Authority’s strategy and actions”. Moreover, three main strategies were identified. Namely: **supporting a shift from service provision to governance; supporting the integration of CSO community and the matching of first and second level organizations⁸; supporting the opening of spaces for local agenda setting.**

3.3 The overall processes and dynamics involving NSA and CSOs in Palestine

Civil society in Palestine is operating in a very specific environment. A huge number of CSOs are operating in the West Bank, in the Gaza strip and in East Jerusalem and they are playing a key role in the delivery of service in all sectors.

Many organizations were created in the absence of a State authority and for supporting the Palestinian population in the context of Israeli occupation. However, after the establishment of the Palestinian Authority in 1994, and even more after the recent recognition of the Palestinian State by the UN General Assembly, the context in which CSOs operate has changed: on the one hand the role of CSOs as service providers decreased, since many services started to be assured by public authorities; on the other, their role as a policy actor, participating in the setting of policies and to local governance increased.

Not always the two roles have been played in an optimal way. Often CSOs enter in competition with public authorities both in service delivery and in the management of financial resources from international aid, which constitute a large share of both public budget and the civil society resources.

⁸ In the many CSO mappings carried out in the framework of EU support to CSOs, a model was defined considering civil society as a composed by four main different strata or levels. At first level it is possible to find Community Based Organisations, Self-help groups and other formal and informal grassroots organisations (these organisations are often characterised by the fact that organisations’ members/activists are not different by the beneficiaries of the actions); at second level it is possible to find NGOs (both small and large) and NGO-like organisations, including those working on research and considering both organisations working in service delivery and organisations working on policy and advocacy (mainly second level organisations aim to support actors that are out of the organisation itself); at third level, it is possible to find platforms, umbrella organisations and coordination body focusing on a specific subject or on a specific territorial area (these organisations have sometimes a focus on specific policy area or on the solution of problems concerning a specific group of people or locality); at fourth level it is possible to identify general platforms having the main aim to represent CS voice in front to government or donors, or to make CS contribution visible on general policy matters (i.e. constitutional processes). Obviously often organisations don’t perfectly fit in one only level; despite that, using the four levels as a reference helps in the identification of strategies that take into account the fact that civil society is not a unique, undifferentiated actor or set of actors.

Moreover, in many cases, CSOs renounce to play an active role in the setting and monitoring of public policies and in bringing the voice of grassroots Palestinian society at the government and policy making level. Following to the political division between the Fatah-ruled West Bank and the Hamas-ruled Gaza Strip this situation further deteriorated. CSOs often have been blamed to be affiliated to political parties and to factions thus causing a decrease of public trust in civil society sector in recent years.

A further factor influencing civil society development and activities in recent years has been the establishment of the "Separation Wall" and of the obstacles posed by Israel to the circulation of persons and goods both between the West Bank and the Gaza Strip and between the West Bank and East Jerusalem.

Palestinian civil society is widely recognized as facing a critical situation. Among the others, elements of this crisis may be mentioned as follows⁹:

- competition and lack of cooperation among CSOs;
- lack of a common voice for advocating and lack of participation to local policy setting and governance;
- limited transparency and accountability;
- reduced visibility of the outcomes of field and policy activities;
- limited recognition of small NGOs and community based organizations as autonomous and relevant actors in local development;
- limited capacity to monitor policies and public services;
- limited capacity to negotiate and manage effective partnerships with International NGOs and international organisations;
- decreasing capacity to produce a political vision both of the National Development Plan and of the peace process.

A further element to be considered in this framework is the the facto "division" between the West Bank, Gaza Strip and East Jerusalem, which obstacles a "national action" by CSOs (particularly by Palestinian CSOs; so that in some cases International NGOs can play a unifying role, facilitating a single project to be carried out in a coordinated way in the different Palestinian territories, with different local partners).

⁹ Main sources for identifying these elements have been the EU Mapping of CSOs in oPt (G.Costantini, J.Atamneh; 2011), the reports of the NGO Development Center and a set of studies of services provided by CSOs in Palestine, carried out with the support of the French Agency for International Development and the World Bank in 2012.

4 THE NSA – LA PROGRAMME IN PALESTINE

4.1 An overview of the programme

In Palestine, country allocations have been made available under the NSA programme on a yearly basis. Four local calls for proposals (CfP) have been launched so far:

- the first one in 2008 (2007 budget of 2 MEUR),
- the second one in 2009 (2008-2009 pooled budgets for a total of 4.8 MEUR),
- the third one in 2011 (pooling 2010-2011 budgets for a total of 2.4 MEUR),
- the fourth one in early 2013 (with a budget of 2.4 MEUR).

Only the first three calls are considered in this report, as the last one was still open at the time of the review.

As emerged in the interview with EU staff involved in the management of the NSA – LA Programme CfP, about 100 Concept Notes have been submitted for each CfP, with an increasing involvement of Palestinian CSOs as project leading organisations, since 2008.

As shown in the following table, under the three considered CfP, 28 projects have been or are currently contracted in East Jerusalem, the West Bank and the Gaza Strip.

Calls for Proposals	Projects	West Bank	Gaza Strip	East Jerusalem
2008	5 (*)	2	4	1
2009	12 (**)	6	6	2
2011	11 (***)	7	6	1

(*) 1 project covers only the West Bank, 1 project covers the West Bank, Gaza and East Jerusalem

(**) 2 project cover both West Bank and Gaza; the other projects cover just 1 area

(***) 1 project cover both West Bank and Gaza; 1 project covers the West Bank, Gaza and East Jerusalem

The objectives of the programme under the different CfPs

The global objective of the CfPs launched in Palestine has been the strengthening of Civil Society as a pre-condition for a more sustained, equitable, open and democratic Palestinian society.

The specific objectives of the CfP were:

- To benefit populations out of reach of mainstream services and resources and excluded from policy making processes with a view to contribute to poverty alleviation;
- To strengthen the capacity of CSO in Palestine with a view to facilitating their participation in defining and implementing poverty reduction and sustainable development strategies.

In addition to these objectives, **specific priority targets have been defined for the different calls**, following to the emerging needs and demands expressed by CSOs and to the progressive definition of a clear strategy for supporting CSOs by the EUREP itself (as seen in previous paragraphs, a specific strategy was defined in 2011 following the making of the CSO Mapping).

Priority targets for NSA calls in Palestine

2008	Projects targeting deprived territories especially but not limited to, Gaza Strip and seam zone
	Projects empowering community based organisations and grass root groups, with a special emphasis on social services delivery involving young people
	Projects that promote and demonstrate good organisational governance, including participatory approaches, accountability and evidence based needs analysis
	Projects that include capacity building at all levels
	Projects that strength coalitions, networking and alliances at all levels including national dialogue in order to consolidate the voice of Non State Actors and their advocacy capacity towards decision makers
2009	Projects that target population groups in the Gaza Strip that were affected by the so-called Israeli "Cast lead" operation, specially women, children and youth
	Projects that empower community based organisations and grass root groups, with a special emphasis on engaging young people to deliver social services in their communities
	Projects that facilitate interaction, networking and coordination between governmental entities and Non State Actors

2011	Projects that target most deprived targeted areas including the Gaza Strip, East Jerusalem and "Area C" and the "seam zone" of the West Bank
	Projects that target children, youth, women or elderly people belonging to vulnerable or marginalised groups or persons with disabilities
	Projects that propose sustainable interventions for socio-economic empowerment of disadvantaged groups (including but not limited to job creation and income generation, development of employability skills and vocational training)
	Projects that engage with community based organisations or similar types of grass-roots organisations
	Facilitate synergies, networking and coordination between NSA or between public bodies and NSA delivering services in the same sector

Since the beginning the specific targets of the NSA – LA Programme have been focusing both service delivery and policy engagement, as two different ways to “benefit populations out of reach of mainstream services” and “facilitating (CSOs) participation in defining and implementing poverty reduction and sustainable development strategies”. However, along the time of the programme implementation, specific priority targets have been marked by a **progressive shift** towards a more clear focus on supporting:

- **policy engagement of CSOs;**
- the interaction between **second level CSOs** (i.e. NGOs and other kinds of organisations aiming at providing support to other actors) **and first level CSOs** (i.e. grassroots organisations, informal groups, community based organisations);
- the engagement of **CSOs with public bodies.**

Moreover, from an original focus on service delivery, priorities shifted to a focus on **sustainable development** (including through job creation or the launching of income generation activities) and from being centred on the improvement of “organisational capacities” (i.e. internal democracy, accountability, etc.) to focusing **partnership** among different actors (including local authorities and government).

While progressively assuming targets related to an increased engagement in policy arena and to an increased influence on public authorities and public services, the CfP have continued along the **whole duration of the programme to maintain a focus on:**

- children, youth, women or elderly people belonging to vulnerable or marginalised groups or persons with disabilities;
- most deprived targeted areas.

These different elements of change and continuity in the setting of priority targets can be considered as indicators of both coherence between programme implementation and the general programme/policy aims and of relevance in front of the specificities of the Palestinian setting.

4.2 The projects funded under the programme

A progressively stronger focus on policy and governance

The progressive shift from CSO engagement in service delivery to CSO engagement in policy and governance is also emerging when looking at the projects funded under the different CfP, as in the following tables.

Projects under the CfP 2008

Project title	Project focus	Main features
GA-S-INK (Promotion of Gaza School Inclusion)	Strengthening local NGO for improving service delivery	The project target areas which are out of the reach of Palestinian National Authority; little engagement is foreseen with public bodies, on the contrary the project aims at improving access to services and the right to education, by building the capacity of an NGO. Public education structures are consulted for the identification of target groups and targeted through training activities for directors and educators. Networking activities have been carried out as well twinning with foreign schools.

Project title	Project focus	Main features
Improving access to rehabilitation and ability development for out-of-reach persons with disabilities, elders and patients in Jericho District and NW/E Jerusalem District in the West Bank	Service provision to vulnerable people through a National NGO and local CBOs	The project focus on widening access to rehabilitation services for persons with disabilities through the use of innovative tools (mobile clinics) managed by a local NGO and through the involvement of CBOs. In addition to service delivery, the project also include community awareness raising in coordination with government. Sustainability of some actions promoted by the project is based on the permanence of CBOs and on awareness raising, other elements of the project – included the use of means provided by the project – are expected to stop, and eventually to be used by the national NGO in other projects.
Poverty reduction through enhancing capabilities of the women in the southern area of Gaza Strip	Improving the capacities of local NGOs for improving the quality of services	Improvement of capabilities of some local NGOs as well as their networking and fundraising capabilities. In addition to training and workshop activities, the project includes sub-grants for institutional development in local NGOs. Exit and sustainability strategies are based on motivation and willingness to work of the targeted organisations.
Development of a comprehensive intervention services infrastructure and active advocacy network for the rights and needs of hearing impaired and deaf children and their families in the Gaza Strip	Improving the capacities of local NGOs for improving the quality of services	The project focuses the improvement of the capacities and infrastructures of a specialised local NGO, and it is carried out in the framework of a long term partnership among an INGO and a Palestinian NGO. Together with actions for widening provided services and training of trainers, the project includes the building of network for service providers and governmental institutions.
Securing a Future Free of Poverty: Palestinian Youth Advocacy for Equity and Employment	Supporting networks and other actors to improve advocacy and delivery of services	The projects focus on the improvement of the capacity of youth advocacy networks, vocational training institutions and private sector actors in advocating for adequate vocational training and in delivering adequate vocational training services. The project included the formulation of a “Palestinian Youth Employment Strategy”. Innovative approach to employment have been tested, including the provision of subsidies for on-the-job training. Sustainability of project results is based on improved relationships between vocational training actors and the private sector.

The actions funded under the first (2008) CfP mainly focus on service delivery. In some cases service delivery is the only focus of projects, in other the service delivery actions are accompanied by networking activities and by the setting of agendas and policies for guiding service provision to vulnerable actors.

In the following table the projects funded under the second CfP are shortly presented.

Projects under the CfP 2009

Project title	Project focus	Main features
Places and spaces. Socio-educative support for the children and youths in East Jerusalem, Shufat Camp, Qualandia Camp, Aida Camp, Al'Azza Camp	Delivery of services by local CBOs	The project target areas which are out of the reach of Palestinian National Authority; being these areas under the Israeli authority, little engagement is foreseen with public bodies. International and national NGOs partner with local CBOs providing funding and technical assistance. Sustainability is mostly based on the local organisations, which are characterised by a long record of activities.
Minimizing illiteracy threat on children in Gaza Strip	Delivery of services by local CBOs	The project target an area in which PNA is unable to directly provide services and in which public services effectiveness is low. To deal with such a situation Community Based Educational Points (CBEPs), involving local CBOs. Public education providers or other public bodies are not directly involved in the management of CBEPs. The continuity of activities largely depends upon the

Project title	Project focus	Main features
		capacity of involved national NGO to continue provide support and funding.
Promoting children, youth, women education and psychosocial wellbeing in Nablus (Old City)	Strengthening of local CBO for service delivery	The project targets Nablus area. It involve the strengthening of a local NGO and the capacity building of local professors indicated by the Ministry of Education. Moreover activities are carried at different level for involving citizens and local authorities.
Fostering Community Change in the OPT	Strengthening CSO capacity to input into community and national development processes, and creation of mechanisms for consultation and dialogue between NSA and Local Government Units (LGUs).	The project targets different areas of the West Bank, through the cooperation between 1 INGO and 4 PNGOs. The project focuses on the creation of local consultation and planning mechanisms (as the creation of "project committees" at village level) and in the mobilisation of these committees for producing local development plan, to be submitted to national authorities and donors. The project also includes sub-granting to local development initiatives, comprising also the setting of small infrastructures.
Steppingstone Vocational Training	Strengthening of vocational training capacities at National level through the involvement of all stakeholders	The project targets the vocational schools system in Palestine, both in the West Banks and Gaza and aims at increasing the capacity of the system to adapt to changing demands. To this aims capacity building and organisational development activities have been implemented in about 40 public schools, targeting the management staff, the teachers, the students and surrounding environment. The project faced problems due to the political division between the West Bank and Gaza, that were overcome thanks to the involvement of international NGOs and a plurality of local actors. Sustainability of the project is based on the interests and benefits directly generated for stakeholders.
Strengthening Rural Cooperatives in Salfit and Qalqilya Governorates, West Bank	Strengthening cooperatives in their economic activities and in promoting the cooperative movement	The project targets cooperatives in rural areas of Northern West Bank, integrating: training, organisational development, micro-credit and sub-granting for job creation. In order to promote cooperative capacity to influence policy and in order to foster the cooperative movement, open days have been carried out, also involving local universities. Contacts have been facilitated between cooperatives and governmental bodies. Long term engagement in supporting cooperatives by one of the main partners of the project is a key exit strategy.
Youth and women empowerment in the WB rural area through community centers	Strengthening Youth and Women Community Centers for promoting community initiatives	The projects targets a group of community centres in 6 villages of the West Banks. Strengthening of community centres is based on the setting of cooperation with a PNGO and on the integration between community development activities, training and the starting up of income generation activities. Income generation activities identified are characterised by linkage with local productive traditions and/or by innovative activities (i.e. video production). Exit strategy is based both on income generation and continuity of support by the INGO and PNGO involved in the project implementation.
Establishing Food Plant	Empowering women through the creation of income generation activities	The project is based on the upgrading and up-scaling of a food processing plant in a rural village of the Gaza strip. The plant employs women workers and belongs to a Charitable Society normally involved in managing education services as kindergarten. The food plant works both as a tool for economic empowerment of women in front of their families and as a tool for increasing visibility and authority of women inside the involved charitable society.
Sport for change: empowering youth with disabilities for an Inclusive	Strengthening local NGO to meet international	The project aims at improving the capacity of a National NGO and of 11 local clubs in fostering sport activities among youth with disabilities and in advocating in front

Project title	Project focus	Main features
Civil Society	standards in service delivery and advocacy	of the wider Palestinian society. In addition of the organisation of sport activities and of training and technical assistance for improving local organisations capacities, the project includes the organisations of "stakeholders groups" involving all actors involved in service provision to people with disabilities for carrying out policy actions. Long term sustainability of activities mainly is based on improved capacities of involved actors that are expected to fund raise autonomously.
Play and work to avoid isolation - Supporting weak population and civil society of Shu'fat Palestinian refugees Camp	Strengthening of local CBO for service delivery	The project focuses an urban area which is out of the reach of Palestinian National Authority, being under full Israeli control. Within the considered area, the project supported the activity of a women organisation, both as regarding the provision of non formal education activities and as regarding the provision of services for women and the community. Networking activities have been carried out at local level, as well as advocacy activities mainly targeting the international community. Sustainability is mainly based on long term support by International and National NGO.
Access to essential services for people with Down's Syndrome and Autism in the Gaza Strip	Strengthening local NGO to widen access to services	The project focuses on widening access to services for Down people in several governorates of Gaza Strip. In order to widening access to services new users have been identified through a survey and tailored services have been provided. Local authorities are not directly involved, while they are informed, as well as other organisations. The service continuity after the project depends upon the raising of new funds.
Children as Social Actors – Gaza	Fostering the recognition of new actors and opening newspaces for advocacy	The project aims at fostering the recognition of children as new actors. To this aim awareness and capacity building activities are carried out with CBOs and local authorities, and advocacy activities are carried out towards local authorities and the larger public, so to obtain "children friendly policies and actions at local level". Once the project is finalised, local CBOs are expected to continue, however they have not access to specific resources to this aim.

As it is apparent in the previous table, in the projects approved under the CfP 2009, the main focus is the strengthening of CBOs and NGOs for improving and widening service delivery. However, service delivery is often an entry point for dealing with policy and governance. In fact projects often involve the improvement of CSO capacities for policy engagement and advocacy, as well as the setting of networks.

Projects funded following to the third call are presented below.

Projects under the CfP 2011

Project title	Project focus	Main features
Learn by Play	Service delivery by a Palestinian NGO	The project is based on the delivery of remedial education services in some villages and towns of the North of the WB, by a local NGO. Services are delivered by using local trained volunteers. Schools are involved in the identification of service beneficiaries and as spaces for the implementation of activities. Some school directors and teachers actively collaborate to the project, but there is not a formal engagement. There is not as well a formal cooperation with other NGOs and CBOs. The service delivery is not expected to continue after the finalisation of the project if there are not other external funds.
Strengthening civil society as a means of poverty reduction for vulnerable older people in the occupied Palestinian territory	Engagement of vulnerable people in the provision and management of services	The project focuses on the recognition and active involvement of vulnerable people - normally considered just as beneficiaries – as actors engaged in service delivery and management. To this aim a set of awareness raising and training activities have been

Project title	Project focus	Main features
		identified, involving CBOs, volunteers, vulnerable people, etc.. Self-sufficiency of involved people is fostered through social and economic empowerment activities.
Bedouin Communities in Jerusalem District: from isolation to better representativeness and socio-economic empowerment	Creation of representation bodies for planning and policy setting	The project targets the lack of representation of Bedouin communities, by fostering the creation of representation bodies (as project committees) for different communities, organised in clusters. The committees members – selected with the involvement of community leaders and including youth, women and educated people – are involved in awareness raising and training activities, as well as in planning actions and in income generation activities. After the start, the project was deeply re-structured for following local dynamics.
Palestinians with disabilities: Catalysing Change	Strengthening NGOs capacities for developing policies and development strategies and to pressure public authorities to implement policies	The project aims at enhancing the capacity of the local branches of the Palestinian General Union of People with Disabilities to foster the actual application of the national policies. Engagement with Ministries in the PNA is an important element of the project, together with the capacity building and awareness raising activities at local level, particularly for supporting the development of a youth movement supporting disability policies. Media and bridging activities with international NSA and between Gaza strip and the West Bank are also foreseen.
Jordan Valley Youth for Change	Strengthening CBO for service delivery and as centers for advocacy and for policy action	The project focuses on Youth and employment. Actions are carried out to improve access to employment through the improvement of services provided by Youth Clubs and to increase youth capacity to participate to policy setting both at local level and at national level. To this aim, in addition to training, awareness activities and actions directly linking youth and employment activities, networking and advocacy actions have been included into the project.
Enabling refugee women, men and adolescents of the Gaza Strip to access comprehensive, high quality and reliable reproductive and sexual health care services	Strengthening CS engagement on gender policy using services as an entrance point	The project focuses on reproductive and sexual health care, a sensitive issue in the considered area (Gaza strip). Through the engagement of local NGOs and community centers, service delivery, networking and further actions aimed at generating consensus and awareness on gender issues have been carried out, resulting in the opening of new spaces for organisations engagement in policy and cultural change.
CBO's and Neighbourhood Committees as Social Actors for Development in the Gaza Middle District	Empowering CBOs as actors in local governance	The project focuses on CBOs, Neighbourhood Committees and other grassroots groups, engaging youth and women to liaise on behalf of local communities and to facilitate interaction and synergies, networking and coordination between public bodies including municipalities (local councils), and other non-state actors delivering services to their local communities. Networking among involved local actors will generate a Steering Committee for Poverty Alleviation (SCAP) at the Gaza District level. Citizens committees are expected to engage with LA, advocating for services and partnering for improved management of public services/policies.
Empowering Young Women to Increase their Economic Opportunities and Participation in Decision Making in the 'Seam Zones' of the West Bank	Empowering Young Women for increasing participation to decision making processes	The project aims at increasing women participation in decision making at local level, and increase their visibility at higher level, by supporting the creation of women committees in the considered areas. To this aim the project works both on women and youth economic empowerment and policy participation, this will also involve the fostering of their participation in CBOs. The project includes as well awareness raising activities for local authorities and ministries' staff and the use of micro-grants for allowing CBOs to test their capacities.
Improving the socio-economic	Strengthening local	The project supports the further improvement of actions

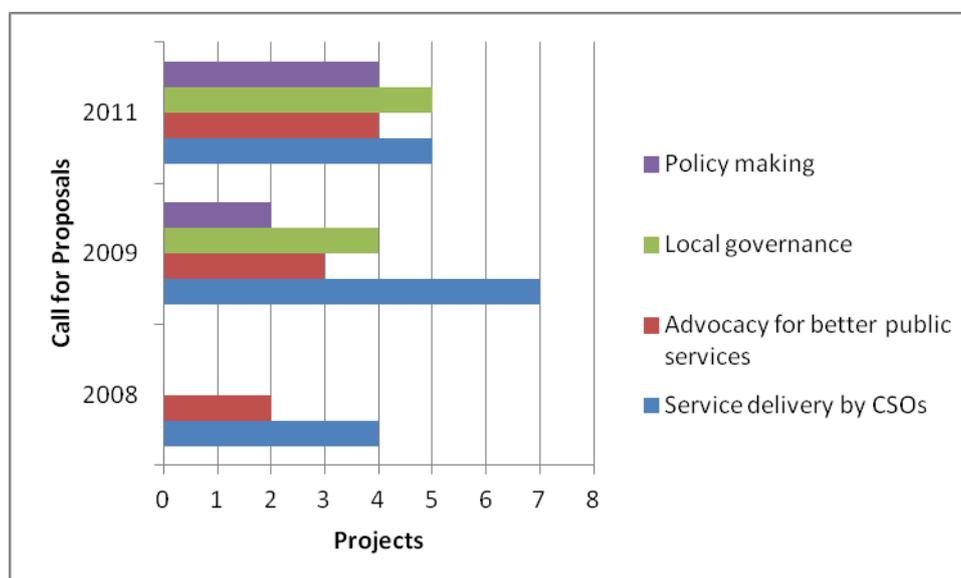
Project title	Project focus	Main features
status of people with hearing impairment in the Gaza Strip within an inclusive development approach	NGO capacity for service delivery, economic empowerment of vulnerable people and advocacy	and capacities of a local NGO and of 25 CBOs, allowing for an improved and effective response to the social and economic needs of persons with disabilities and promotion of their rights. To this aim capacity building activities, economic empowerment activities and networking among CBOs and NGOs are carried out.
Adult Education for Development	Strengthening local CSOs and their networking capacity to improve policy and service delivery	Focusing on vocational training, the project aims at improving the capacities of local NGOs in the West Bank, Gaza Strip and East Jerusalem, so to allow the construction of a national vocational and continuous education system and the setting of policies on this subject. Institutional development, networking, standard and policy setting and advocacy activities are included in the project.
SANAD - Women Participation in Community Health Development	Training and capacity building for CBOs in order to engage them in the delivery and management of service at local level	Improving the overall health of target communities and especially of women and children, through increased participation of women in the development process, awareness raising and knowledge transfer. Empowering women to actively engage in health-related community development.

Considering the projects in the last table – funded following to the 2011 call – the shift towards a policy and governance focus is apparent: on 11 projects only 1 focus quite exclusively on service delivery, while all the other have their core on policy related issues, such as:

- the recognition of new actors and the mobilisation of vulnerable people for assuming a more clear active attitude;
- the setting and improvement of local governance bodies, involving NGOs and CBOs;
- the improvement of policy making and the strengthening of CSOs advocacy capacities.

The shift towards such a greater focus on governance is well visible in the following figure.

Figure: Main focus of projects



Looking at the graphic, it is important to consider that the second call (2009) being based on the accumulation of two yearly budget allowed for funding a larger number of projects. Moreover, it is to be considered that both among the projects funded under the second and among those funded under the third call several ones were based on a double focus: on service delivery (often as entrance point, since “policy” is often seen as something that is not concrete enough) and policy or governance.

The table also shows an evolution in the way of “intending” policy: while linked to the first call most projects only considered “advocacy”, in the latter two the participation to local governance and policy

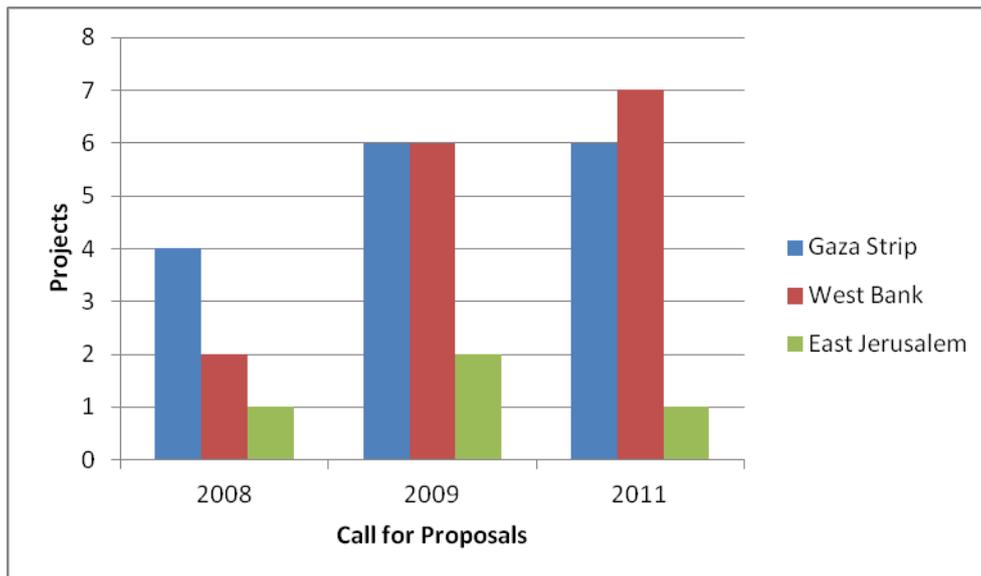
making became important areas and a better articulation was set among different type of CSO policy engagement.

It is therefore possible to observe that not only there was a quantitative increase of policy focused initiatives, but that also qualitative changes emerge among them.

Geographical distribution

Looking at the projects funded under the three calls the geographical distribution of the programme activities has been the following one:

Figure: Geographical focus of projects



The figure shows the areas targeted by the projects, it appears not surprising that Gaza and the West Bank are the more targeted area. It is somehow surprising the fact that **East Jerusalem** is targeted in a specific way just by few projects: in fact, also projects that target the “Jerusalem District” tend to be focused on the seam area and the C area, in areas bordering or even well inside the Jordan Valley.

Few activities focus East Jerusalem. However, the EU is implementing a specific support programme to East Jerusalem since 2007 (2 MEUR annual budget when it started and 8 MEUR in 2013). Nevertheless, it is worth noting the difficulties that (especially Palestinian) civil society organisations have in carrying out activities in the areas under the Israeli control like East Jerusalem. These difficulties increase when policy and governance focused activities are concerned¹⁰.

The presence of project focusing on both West Bank and Gaza Strip has decreased in recent calls, due of the difficulty for Palestinian organisations to work on both territories. In some cases, an action in both territories is facilitated by the engagement of an International NGO, which works with different local partners.

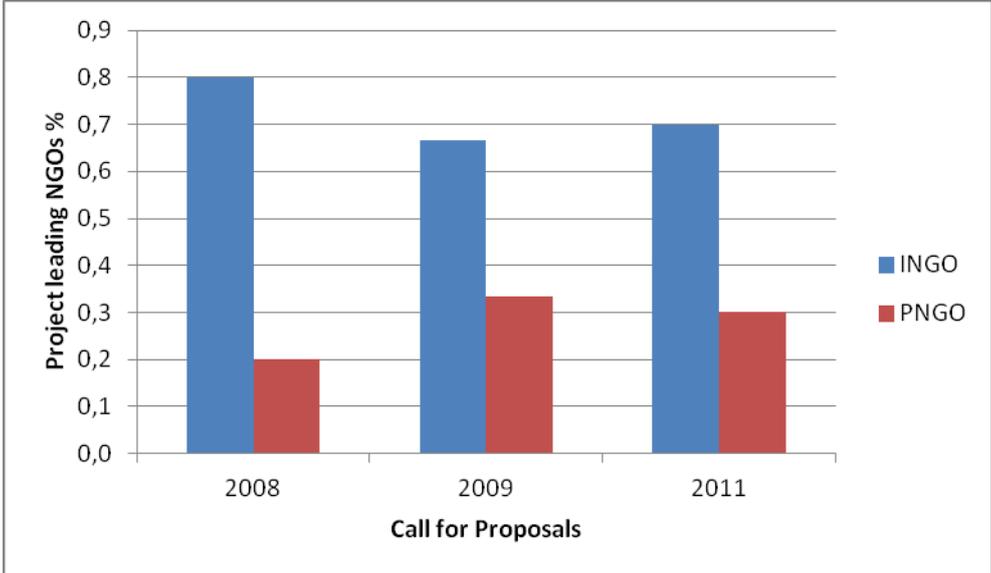
4.3 The actors supported by the programme

Project leading organisations

While the focus of projects changed in an apparent way during the implementation of the NSA – LA Programme, a similar change did not occur regarding the organisations leading the projects. This is clearly shown in the following table, presenting not the absolute number but the percent distribution of projects among International and Palestinian NGOs, based on project leading organisations.

¹⁰ In addition to problems linked to the obstacles posed by Israeli authorities, an emerging issue in East Jerusalem is also related to the identification of appropriate ways to engage with occupying Israeli authorities without recognising their legitimacy. Because of the difficulties in dealing with occupying authorities, it is often easier for organisations working in East Jerusalem to concentrate on service delivery, providing services that are alternative to those provided by (Israeli) public authorities.

Figure: Project leading NGOs (%)



However, at a closer look, the presented data is in a certain manner tricky: in fact, since the first call, some International NGOs only played a role linked to access to funding: while the identification of the project and its implementation were actually managed by a PNGO, the fund raising was managed by an International NGO, having a greater facility in raising co-funding in Europe.

The changes concerning the project leading organisations in the three calls are very small, so that seems more appropriate to talk about a homogeneous situation.

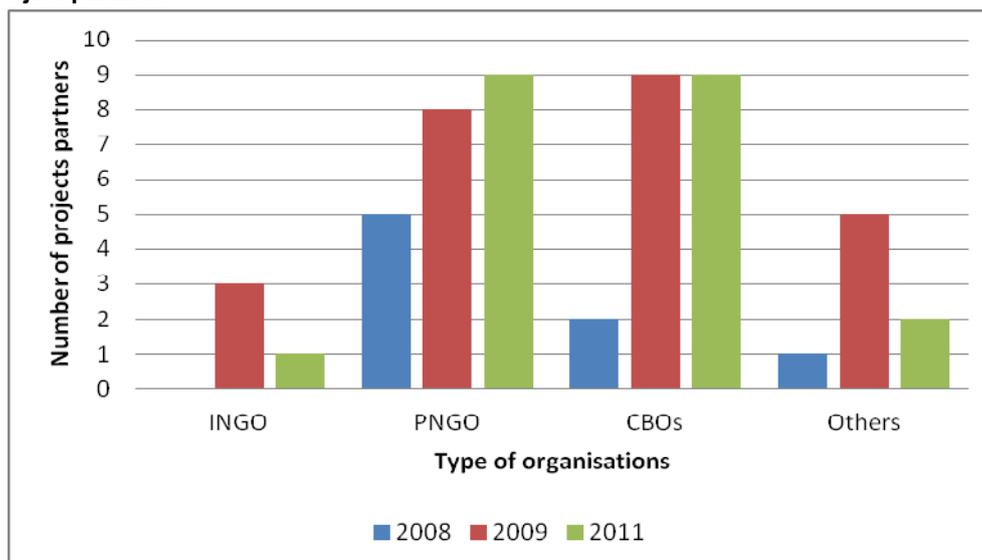
However, while it is still not very apparent when looking at results of the project selection - according to the EUREP staff involved in the selection of projects - a shift towards a greater participation of Palestinian organisations seems to emerge when looking at the whole set of concept papers submitted to the selection process. Precise numbers are not available, but considering the about 100 concept papers presented for each call, according to the officers in charge of the programme the presence of Palestinian NGOs has been growing in 2011, and in the last call (2013, just closed when the evaluation exercise was done).

A further indicator of the interest of local NGOs for the programme is provided by the presence of national NGOs at the validation meetings concerning the evaluation exercise itself.

Project partners

The following table presents the main partners of the projects during the programme implementation. As it can be seen, 4 projects involve International NGOs as partner; 22 projects involve Palestinian NGOs as partners; 21 projects involve CBOs (and this is not surprising, as well as the data concerning involvement of Palestinian NGOs), and just 8 projects involve other partners, such as schools, vocational training institutions, local authorities, etc.

Figure: Project partners



The main change when comparing the projects under the different calls is the fact that in the last two calls in some cases International NGOs are not more playing a leading role, but that of a partner (this concerns both projects having an INGO as leader and projects led by a PNGO).

Another element to be remarked is the increasing number of partnerships among PNGOs and between PNGOs and CBOs. The increase in partnerships is in fact very important when considering the competition that often characterises the Palestinian CSO context. Considering the fact that the table presents the real numbers, the actual difference among the different calls is less pronounced than as the one appearing in the graphics, but even when considering just the percentages, the presence of partners is rather doubled.

Under other partners it emerge the presence of local authorities, of public bodies (as schools or health establishments) and of private sector actors: clearly the engagement of CSOs with these actors is still very weak.

A quantitative view

A peculiar feature of the programme has been the capacity to involve a large number of people. As shown in the following table. Actors included in the table are those that have been directly involved in project implementation, through training, awareness raising, policy setting and planning activities.

Actors directly involved in the NSA – LA Programme

	East Jerusalem	West Bank	Gaza Strip	TOTAL
INGO	1	13	8	22
PNGO		19	21	40
CBO	7	217	108	332
Others (public services and local authorities – including village committees)	-	76	9	85

In addition to these actors there are those indirectly touched by the programme, because of their presence in the same location, and the general population or the users of services that were targeted by the different projects.

5 THE REVIEW OF THE PROGRAMME

5.1 Analysis of the programme according to the specific categories

In the following paragraphs the evaluation categories presented in previous paragraphs are applied for reviewing the programme. For each category, evaluation questions have been defined and are used as a guide for the analysis.

Relevance

Relevance of the programme has been analysed on the basis of the following indicators, which are focusing on the way the projects have been taking into consideration some of main trends and needs emerging when looking at the context in which Palestinian CSOs operate (see also previous paragraphs on the context). The indicators thus focus on the orientation of the projects to foster:

- civil society participation to governance and policy
- autonomy in agenda setting by local actors
- legitimacy and visibility of new actors
- autonomy in access to resources by local actors
- adequate responses to service provision needs
- responsiveness to local development planning

By analysing these indicators, an answer was searched for the following evaluation question:

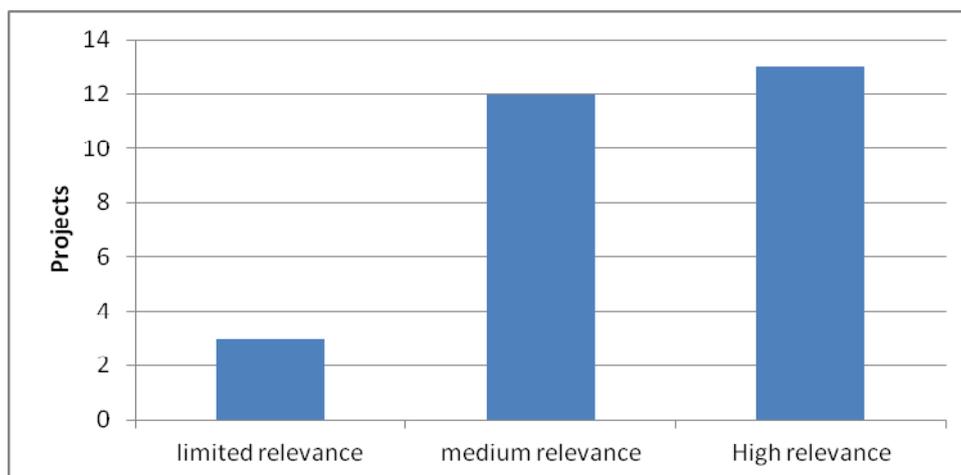
To what extent the programme has been able to focus main challenges Palestinian CSOs face for playing an active role in development processes?

Considering a maximum score of 10, projects that obtained less than 6 were considered to achieve a limited degree of relevance; projects obtaining between 6 and 8 were rated as having an adequate relevance; project obtaining a score higher than 8, were rated as having an high level of relevance¹¹.

Relevance at the programme level

As apparent in the following figure, the relevance of the programme seems therefore to be adequate, if not high. As a fact only 3 over the whole set of funded initiatives are characterised by a low degree of relevance.

Figure: At programme level

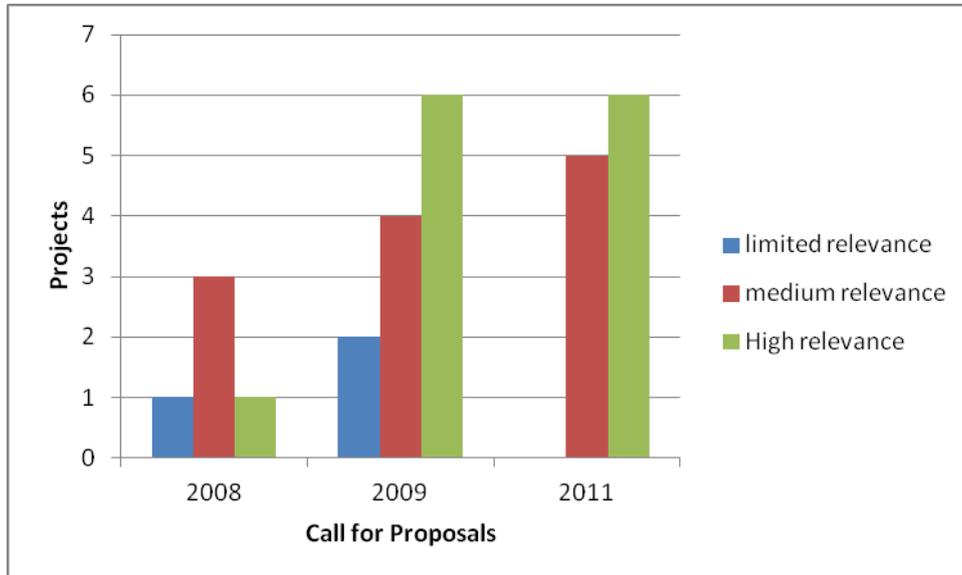


¹¹ For evaluating relevance, as well as for other, evaluation categories and evaluation questions, a set of indicators have been defined, based on the features of projects, on the events happening in project implementation and on the relations among different actors and development initiatives at local level. Indicators have been based on factual elements rather than opinions. To each indicator a score has been attributed, based on the presence or not of the considered phenomenon or on its intensity. The different scores have been therefore standardized in a 0 – 10 scale.

Relevance in the evolution of the programme

The relevance of projects increased during programme implementation. As it is possible to see in the following figure, only linked to the first call some projects shown a limited relevance, while in the following two calls all projects had an adequate relevance and a growing share of them a high level of relevance.

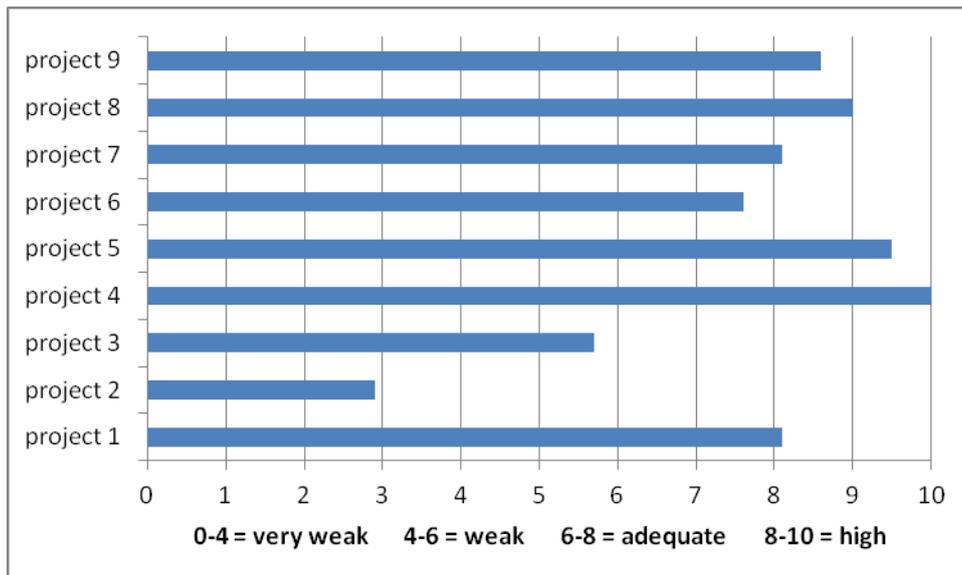
Figure: Relevance according to CfP



Particularly, the first call has been characterised by a certain uncertainty between the goal of supporting Palestinian CSOs to play a more active and influential role on development and that of supporting them in better delivering services. Lately, a stronger focus emerged on CSOs participation to policy making and to local and national governance.

The relevance at project level

Figure: Relevance in the sample projects



Looking at the (9) sample projects something more can be observed:

- Some projects funded under the first call have been mainly focused on the improvement of access to services by vulnerable people, through the direct engagement of CSOs in service

delivery (thus further reinforcing a main trend among Palestinian CSOs that has been often identified as one of reasons of current fragilities and weaknesses of CSOs). The risk emerges therefore in 2 of the first call projects of having a limited relevance in front of main challenges that Palestinian CSOs face.

- Moreover, in these projects it is also possible to observe that the use of the NSA – LA Programme for funding “service delivery” seems to generate problems due to the funding and implementation mechanisms (for instance, projects second stage cannot be funded, thus services provided in the framework of the projects tend to become unsustainable after the finalisation of the project itself). Finally using NSA – LA Programme for funding “service delivery” does not present any added value, if compared with other funding opportunities from EU and other donors.
- Relevance of funding in front of EU (global and local) strategies greatly improved in the projects funded in relation with the second and third calls, when the focus on governance and policy engagement of CSOs appears to be more clearly expressed, and to have been used in a more effective way during project selection: while some projects maintain a focus on strengthening CSOs for service delivery (as shown by figures referred to the CfPs), in the project funded in the framework of the late two calls the real core of actions seem to be in the CSOs engagement on policy and governance.

Involved actors

When considering relevance from the point of view of **involved actors and adopted approach**, something can also be noted.

The **programme has been able to target and involve a large number of CSOs, not limiting itself at targeting NGOs** (and more generally “second level” CSOs), but also targeting CBOs of different kinds and many kinds of informal organisations (including emerging “informal movements”, as in some projects both in Gaza Strip and the West Bank). This can be considered as a further element for considering programme relevance high.

However, some “actors” seem to be still lacking among those actively involved in the framework of the programme. **“Lacking actors”** include on the one side, **networks and platforms – both at third and fourth level** – and, on the other side, **local authorities**. **Networking** has been among activities carried out within some projects; however no project had as main focus the strengthening of existing platforms as tools for improving CSO participation to policy setting. Moreover, the creation of networks, that is included among the actions of some projects, risks generating new networks in competition with those already existing. **Local authorities** were not directly targeted by the programme (mainly because of the lack of a clear framework defining the legitimacy of local authorities in some parts of the country), however, in most cases they were also not involved in an actual and effective way in project action, as a partner or as a counter-part for CSOs.

Also other **public actors** were scarcely involved/engaged. In most cases, the involvement of public actors has been limited to their information and to their consultation for identifying the beneficiaries of service delivery. This involvement modality risks to generate unwelcome effects, such as the reinforcement of client-patron relationships at community level (public authorities use beneficiary identification as a way for building consensus and distributing benefits) or as the emerging of latent and even visible conflicts (for instance, in some cases the public authorities did not approve the selection of trainers, and – in some education projects - these latter appear to have a limited legitimacy in front of professors and other operators of the public education system).

A stronger and more strategic involvement of/engagement with public authorities and local actors would probably increase programme relevance.

Effectiveness

For the evaluation of effectiveness indicators have been identified concerning the different areas in which the programme was expected to produce effects, as well as on the degree of compliance of project implementation with project design. Indicators focused therefore on:

- widening access to services at local/national level
- recognition of rights by local/national authorities
- engagement of Local Authorities in change processes
- setting permanent solutions to local development issues
- advocacy for setting permanent solution to local development issues
- actual implication of CSOs in public decision making
- actual improvement of autonomous access to funding by local CSOs

- actual improvement of local networks among CSOs
- CSOs new involvement in networks
- Actual adaptation to projects to changing conditions

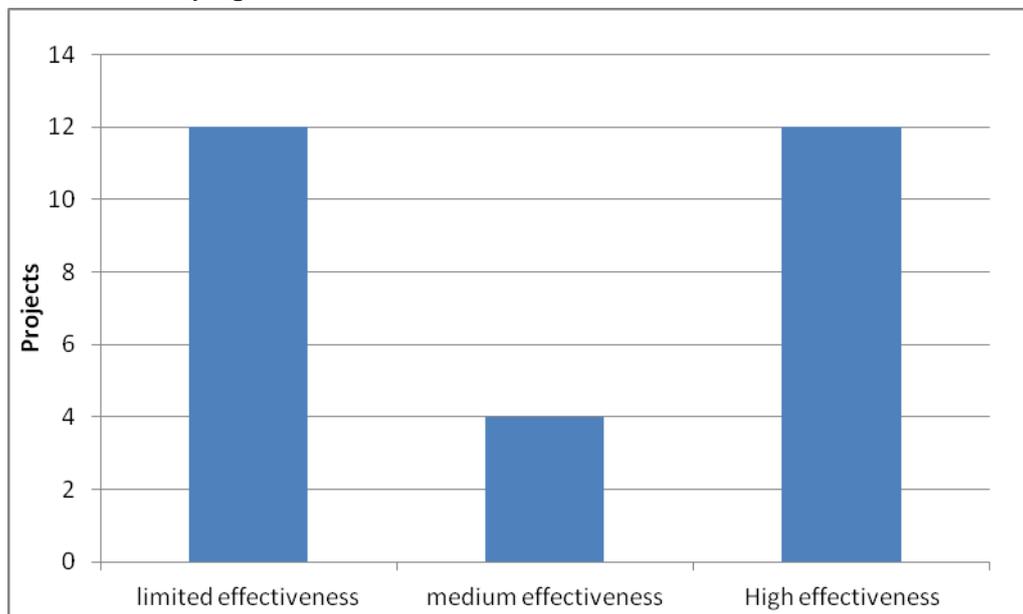
On the basis of these indicators, both a general evaluation of the programme effectiveness can be provided and an answer to a set of evaluation questions, that will be considered in following paragraphs.

As the maximum score projects could obtain for indicators was 10, effectiveness was considered limited when obtained score was equal or less than 6; adequate when between 6 and 8; high when higher than 8.

The programme global effectiveness

As apparent in the following figure, effectiveness at programme level is not as high as relevance: actually while about more than half of the projects shown an adequate level of effectiveness, more than one third seem to have a limited effectiveness. An interesting issue is the fact that a polarisation phenomenon emerge: most projects tend to position themselves as “highly effective” or as having a reduced effectiveness, while a small number present average scores.

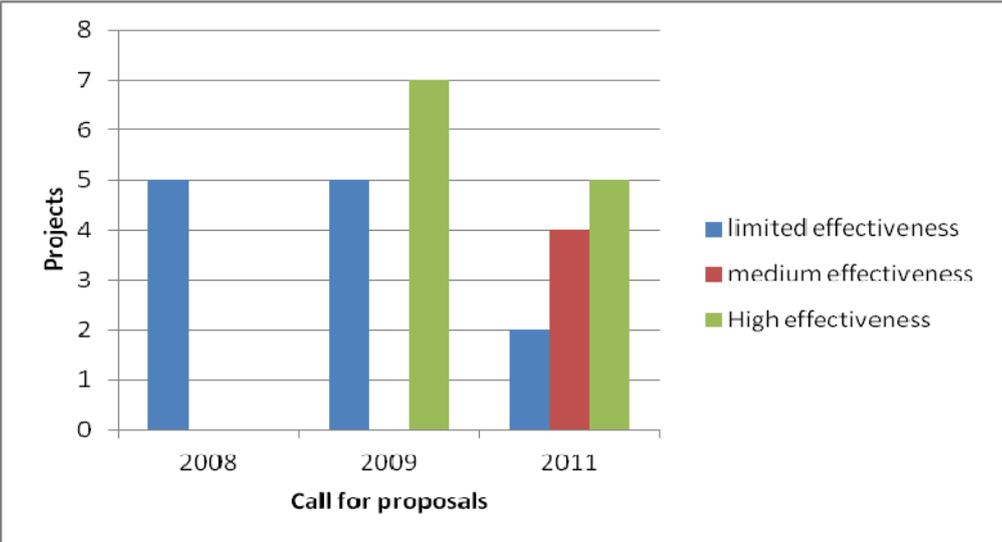
Figure: Effectiveness at programme level



Effectiveness in the evolution of the programme

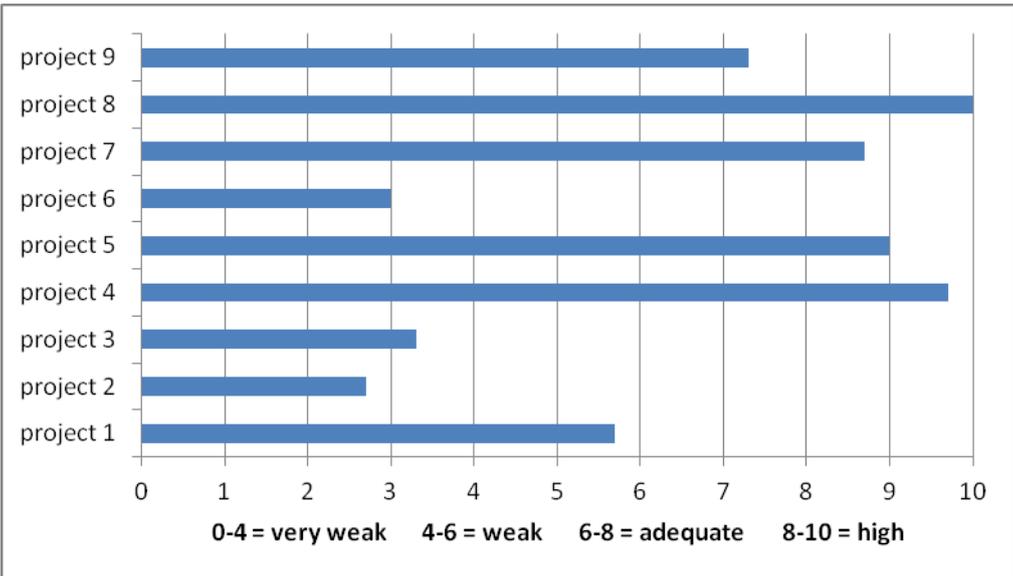
As for relevance, the programme improved the degree of effectiveness during its implementation: actually particularly in first and second call various projects seem to have a limited effectiveness. Performances improve in the second two calls. Effectiveness seems to improve as much as projects focus on policy and governance.

Figure: Effectiveness according to CfPs



The effectiveness at project level

Figure: Effectiveness in the sample projects



Considering the sample projects, the relationships with the calls and with indicators concerning relevance seems to be less direct: actually in the projects with the low level of effectiveness it is possible to identify projects that have an high level of relevance.

Issues and factors that contribute to high and low effectiveness can be identified looking at the different questions, as it follows.

To what extent the Programme has contributed to make marginalised groups less vulnerable, women and youth in particular?

The reduction of vulnerability for targeted social group proved to continue after project end in just 3 of the 9 projects taken into consideration an in-depth analysis. Reduction of vulnerability appears to be not related to the project focus on service delivery. Making marginalised groups less vulnerable appears to be related to:

- changes produced in the local context;
- the strengthening of local actors capacities and infrastructures;

- the introduction of new practices within the “permanent practice” of local organisations.

In some cases, reduction of vulnerability of marginalised groups also results from the fostering of the social recognition of new actors, but – also considering the short time from projects start – in these cases results are normally still uncertain.

Good practices

The following practices have been identified during visits and in-depth interviews. The identified practices do not refer to a “standard” criterion, but have been identified by involved actors as such.

Involving teachers and education government structures

While for NGOs and other CSOs often the easier way to provide service to local people is often that of directly delivering the service itself, some of the NSA - LA projects in Palestine focusing on education have chosen a different way: instead of directly selecting and contracting teachers for implementing activities, they asked to the public authorities managing schools to indicate teachers which were available for training and that would after the end of the project be contracted by the Public Education System, since they were already selected as teachers. In this way not only the issue of increasing the sustainability of innovation and services fostered by the project has been at least partially solved (since innovations are likely to be introduced by teachers in their daily work after the project end), but also a main problem related to the engagement of external actors in education has been solved: while normally “non-formal” educators and NGO volunteers have little recognition by teachers and education managers (since they are considered as being not qualified and not experienced as regular teachers), the teachers selected by the public authorities and then involved in the capacity building activities are fully recognised by their peers.

Creating a social space for dealing with sensitive issues and mobilising community, to enhance rights recognition by governing authorities at local level.

Various NSA Projects have been focusing on the delivery of services to disadvantaged social groups, mainly through the engagement of CBOs. Among others in a project carried out in the Gaza Strip the delivery of education and health services concerning “sensitive issues”, such as sexual health and gender relations, has been the entrance point for successfully advocating on citizenship rights. In fact, accepting to deal with issues which are the focus of conflict and public debate, and engaging all different community stakeholders in dealing with them – including religious leaders and local government - it has been possible to create a “social space” for these issues which were normally left aside. Such a “social space” included both the physical space for the provision of services and a shared vision on the fact that these services were related to citizenship rights. Following to that when the possibility to provide and the rights to access to these services have been questioned by external actors, the community – through its different and plural voices – mobilised herself to defend them.

Scaling up Income generation for supporting institutional development

Income generating activities have been an important component in many NSA - LA projects in Palestine. In most cases however they proved to be not very effective in increasing sustainability of project results. In some cases, however things went in a different way: a well established organisation based in the Gaza strip and focusing on people with disabilities included in the NSA-LA project the improvement of “income generation activities”, through the purchase of new equipments and the setting of a relatively large production structure focusing on high quality products: now the produced goods are sold both locally and globally through the worldwide web and through a network of partner organisations. Through the income generation activities that in this way have been improved, some 150 persons have an employment and about 200.000 USD are generated each year for sustaining the organisation work. A main factor in the success of this income generating activities was the scale of activity: the organisation did not limit the production to produce a little amount or resources to “sustain people”, but set up an economic activity that serves institutional goals in two ways: allowing “vulnerable people” to be less vulnerable and allowing the organisation to be less dependent from donors.

Innovative activities for sustainability

Other cases of success in the use of income generation activities has been those of projects which set up “permanent activities” as one of the outcomes of the institutional strengthening of local CBOs: economic activities are not dealt to support the livelihood of community people – or to motivate people to participate - but just to provide the involved small organisations with resources to carry out its activities. In order to function these activities did not need to be of big scale, what was needed was the fact of being innovative, so to exploit new market niches and to not create competition among the organisations and the community members. In some cases the search for innovation led the organisations to focus on communication and media, as well as on social events: in this way not only income was generated, but also services that the community itself would not access otherwise.

Economic activities to produce social recognition

In Gaza, one project set up a small industrial plant for transforming agricultural products. Establishing the plant had different aims: that of allowing local families to have an additional income; that of creating job opportunities

for women; and that of fostering the recognition of women as an autonomous actor, both at community level, and within the CSO that was managing the project. While the success concerning the first two aims is questionable (since the plant is still not sustainable from the economic point of view and further actions will be needed to make it functioning as a real enterprise), it is out of question that being involved in the setting up and management of the industrial plant resulted in a wider recognition of women autonomy at local level (in fact their families accepted them to work in the plant, in an environment external to the domestic one) and within the involved CSO. Women within the CSOs have taken the lead in the plant project and are recognised as an emerging leadership, challenging the old one – mainly involving man – in the definition of the CSO activities and goal: while men would prefer to stay in the traditional (fully sustainable) activities of the CSO, which were focused on childcare, women are promoting the further development of the plant and have been able to gain the consensus in the organisation to do that.

Multilevel action

Some projects carried out in the framework of the programme have been characterised by the setting of a multilevel action, so to involve all stakeholders in the considered processes. This was the case of a project for strengthening actors involved in vocational training in the West Bank and Gaza Strip. The action has been focusing – at the same time - on the national policies, on supporting the local actors in networking at national level, in supporting the local actors in developing capacities to be able to manage consequences of national policies at local level, and in creating spaces in which users and the external community can interact with the managers of public services. Coordinating the action at the different levels increased the effectiveness of the different activities carried out, and allowed the construction of an environment that can sustain the results of the activities in the long term.

To what extent the Programme has fostered coordination with local authorities (LA)?

Coordination with LA was interpreted according to different modalities; however in general seems to be a main weakness of the projects carried out under the programme, and of the programme itself:

- in most project LA were only informed or involved in the identification of target groups/beneficiaries (involving a risk related to the reinforcement of their “passive” or beneficiary role in front of donors);
- in 4 cases (of the 9 projects of in-depth analysis) there was a stronger engagement or the focalisation of activities in “generating” changes in the way local authorities interact with citizens organisations (in these cases projects results seem to be more meaningful, involving changes in policies, greater recognition of local actors, introduction of new standards.

Good practices

Putting together service providers and service users

Whitin a project focusing on community development and the construction of capacities for planning and for people participation to decision making at local level, an interesting practice has been that of engaging together service users and public service providers in the management of services, through the use of “scorecards” for evaluating and monitoring service delivery. Public utilities responsible for the management of services accepted to involve users in the monitoring and evaluation of services, since that can also produce improvement in service use and in the willingness to pay services by local communities. On the other side, involved people and communities have been testing how citizens can actively participate in the management of public services, without the need to wait for the attention of governing bodies.

Adopting a problem solving approach to improve participation in local governance

The creation of a space for dialogue between citizens and local authorities is the aim of a project carried out in Gaza. The project is based on the reinforcement of the capacities of local actors – including through the involvement of young educated people – to engage with local authorities through the development of public hearings in which emerging issues concerning the local government can be discussed, in which decisions concerning these issues can be taken with the direct participation of citizens and in which local authorities can be kept responsible for agreed decisions. The possibility and the success of such public hearings strongly depends by their focus on problem solving. Citizens participation and the availability of Local authorities to engage with citizens are neither based on abstract objectives or principles, nor on the development of a new “active participation” or development mentality or attitude. On the contrary both are sustained by the fact that actual, concrete interests are at stakes and by the fact that solutions can be defined and monitored in the short run.

To what extent the programme has fostered a proactive role of Palestinian CSOs in solving local development issues, particularly focusing on coherence with National and local development policies?

A proactive role of Palestinian CSOs is the focus of most projects. However, outcomes tend to be different: in some cases the proactive role has been reduced to service provision, in other it can be questionable that such proactive role will last after the finalisation of the project. Some cases proved to be more effective in this framework: focusing on the strengthening NGOs or focusing on the setting of permanent partnerships between local NGOs and local CBOs.

In just 4 of projects considered in the in-depth analysis a strong relationship exists with local development policies/national development plan. Projects have been mostly identified in parallel with these policies.

Scale of projects often matters: in 4 of the 9 considered cases the actions carried out were at a so small scale to have not meaningful results for involved communities. Outcomes of projects seem often to be invisible to the people that have not been directly involved.

A further element reducing effectiveness in the fostering a proactive role of Palestinian CSOs in solving local development issues can be recognised in a limited capacity of project leading NGOs to carry out a real power analysis and to identify the implications of projects and the impacts local actors can have on development results of projects (for example, little attention is in most cases provided to the effects of dynamics related to political affiliation, tribal and gender on projects expected outcomes).

To what extent the programme promoted cooperation and mutual recognition between Palestinian CSOs and Palestinian public authorities (both LAs and the Government bodies)?

Mutual recognition and cooperation between NSA and Governmental bodies at different levels have been searched in only 4 projects. In some cases, the entrance point for cooperation and recognition with public authorities has been the engagement on the improvement of public services, both through the introduction of new practices and through the improvement of capacities of public servants (as teachers).

However in some cases – as in 2 projects among the 9 considered in-depth - Public authorities did not encourage and recognise the need to involve CSOs in policy setting or legislations, they prefer CSOs to focus on service delivery only, even if just producing a temporary increase in access to services by local population.

Lack of cooperation and mutual recognition between NSA and public bodies sometime is a consequence of projects choice for the “simpler ways”: particularly International NGOs and large Palestinian NGOs have enough legitimacy and resources to consider themselves self-sufficient and therefore tend to limit their relations to public authorities to information.

To what extent the programme facilitated the access to resources and capacity for small CSOs and CBOs, as well as fostered cooperation between CSOs at different levels?

Access to resource for small CBOs is a common feature of the last generation of projects, including sub-granting. However, in many cases the facilitation of access to resources for CBOs and local small NGOs seems to be a kind of “one shot” exercise. In 4 of the 9 projects analysed in-depth, for examples small grants have been used as an incentive for the activities of local committees, including the formulation of local development plans; however these activities are expected to continue after the end of the projects.

If not included in a specific strategy for reinforcing the capacity and available structures and tools of CBOs and small NGOs, small grants risk to: a) not generate relevant changes in local reality; b) generate mistrust (small money is going locally, while large funds are going to large NGOs). These two dynamics seem to be increased by the fact that leading CSOs did not promote coordination, sharing of experience and joint activities among CBOs, if not at the very small local level.

In 4 of 9 examined projects cases opportunities for contact have been created between CBOs and national authorities, however these opportunities have been completely managed by the leading CSO and have been carried out involving high level public authorities (as ministers), so that their usefulness was very limited to facilitate CBOs (or other local CSOs) access to resources.

Another way to facilitate access to resources and capacities have been in some project that of facilitate access to international opportunities: in at least 3 of the 9 projects taken into consideration in in-depth analysis, the project funded in the framework of the NSA – LA programme itself can be seen as a way to facilitate access to international funding opportunities (since the European partners is just channelling financial resources towards the Palestinian one, and it has the capacity to raise up co-funding as main added value), in other cases the improvement of the capacity to identify and formulate initiatives and of the capacity to identify funding opportunities led local partners to fund raise autonomously.

In 2 cases, the CBOs which were identified as (intermediate) beneficiaries of activities had been created by one of the main applicant or key partner, in order to facilitate their work with population (identified as final beneficiaries). Consequently in these cases CBOS are not fully independent. In such cases the larger partner NGOs set and influence the agenda of the CBOs, as these are considered as one of the activities.

Another emerging problem concerning the effectiveness of capacity building for local CSOs, is the fact that in some cases the project has been based on the hiring of a “local coordinator” who plays a middle man role, and preclude the actual growth of institutional capacities.

To what extent the programme fostered the integration of new Actors within the “Palestinian Civil Society Community” through their engagement in local development initiatives?

Interesting practices in the framework of the projects have been focused on strengthening local CBOs for engaging in local development initiatives, focusing on the identification of local problems and on the identification of answers to these problems. Another way in which new actors have been integrated by some projects in the “Palestinian CS community” has been by reinforcing local CSOs (or CBOs) to act in an independent way (this also led in some cases to the emergency of tense relationships among partners).

Projects focusing on the engagement of “new actors” in local development initiatives (as social groups with an emerging “identity” or as informal collective actors) were less frequent. A more frequent strategy is based on the “creation of new actors” (as CBOs, committees, platforms, etc.) and on the assumption of a pedagogical approach to the strengthening or creation of new organisations.

To which extent the programme supported the development of the CSOs’ capacities for effective project implementation, including adaptation to local environment?

Most projects show a good adaptation capacity to local environment, adapting activities and strategies to emerging needs. In many cases the adaptation of the project activities and planning was actively supported by the EUREP. Adaptation of projects in various cases involved not only the change/modification of activities, but also adaptation to the roles and actions of local partners.

Main reasons for changing projects’ original plans have been:

- changing local political conditions;
- lack of adequate preparation of projects, so that “actual” conditions were different from the ones foreseen into the project document.

In many of the projects involve cooperation and partnership between International and local CSOs, a component of capacity building trainings was an integral part of the project operation. While capacity building was expected to increase capacity of CSOs to adapt to local environment, only in few cases it exceeded the implementation and use of pre defined tool kits.

Approach and methodologies

Projects’ approach seems to be still very often focused on “activities” rather than on “outcomes” or “results”. In many cases the projects have been carried out trying to implement foreseen activities, rather than having in mind the outcomes to be generated and the influence that each project could have on the dynamics involving CSOs.

In addition to that, the following can be observed:

- Some projects have been focused on the **setting new “local bodies”**, through the reinforcement of CBOS in defining projects and in implementing projects, or in facing local authorities. In some cases, adopting such an approach may present risks and a limited consideration of certain local dynamics, such as the presence of other “local bodies” and/or the presence of well established power networks that should need to be matter of specific strategies.
- In some cases the focus of projects have been on **reinforcing the capacity to provide services of existing organisation as an “entrance point “ to governance**, also involving local authorities and public bodies. This actually increased the relevance of projects, as well as their capacity to achieve sustainability: rather than creating new bodies or launching new actors, in many cases these projects have been targeting already existing processes, supporting local actors in their management (as it is the case of the support provided to vocational school managers in setting “school development plan”).
- A third group of project have been **supporting existing organisations** both in advocacy and in participating to local governance, and in some cases, the projects have been focused on supporting “emerging movements” or social change processes. Also in these cases relevance seems to be high: the project don’t try to set up something new, but limit itself to provide support to actors already active.
- **Sub-granting** was used as a tool in some projects, however the use of sub-granting not always appears to be guided by a defined strategy: in some cases it is used as an incentive for mobilising local actors; in other as a mechanism for testing approaches to local planning/development initiatives; in some other cases as a way to provide resources (including technical tools) to local CBOs. As a consequence, not always sub-granting seems to be relevant for reinforcing local actors (in some cases it produced mistrust and competition among CBOs, in other mistrust between CBOs and the NGO managing funds, etc.). To make sub-granting a relevant tool it needs to be the subject of a specific strategy on “institutional building”.

Sub-granting practices and capacity development

Sub-granting has been used in several NSA programmes, and it was indicated as a practice for supporting CSO/CBOs development and empowerment in the “Mapping of CSOs” carried in WB, Gaza and East Jerusalem in 2011.

Considering the projects carried in the framework of the NSA programme in Palestine some critical elements emerged concerning the use of sub-granting: in fact, in some cases, rather than for supporting an increased autonomy and capacity of CSOs that would be otherwise unable to access funding (as in the case of “informal” CBOs or committees), sub-granting has been used as a way to motivate participation of local actors in the project activities. For instance, the provision of grants have been used as “final step” of a capacity building/training process or as award to the groups producing better “proposal” within competitive procedures carried out in the framework of projects. In some cases, capacity building activities were aimed at increasing local ability to draw “local development plans” and small grants were provided to build up small infrastructures at local level.

In these cases, some phenomena did emerge, including:

- competition among local CBOs and groups (rather than cooperation);
- mistrust between the local target CBOs and the NGO providing the fund, particularly by those that did not receive the grants;
- un-satisfaction by local CBOs and communities because of the dimension of the grants, since when these grants were used to build up small infrastructures, these were too “small” to produce relevant changes for the situation of involved communities;
- tendency of local CBOs to involve in capacity building activities only with the aim to have grants;
- tendency of local CBOs to modify their agendas so to be able to access grants.

Among the projects carried out in the framework of the NSA programme, however, also other kinds of practices have been tested in sub-granting with greater success, including:

- the use of sub-granting for providing equipments to all CBOs engaged in the projects, so to create a permanent infrastructure within the organisation (not within the community);
- the use of sub-granting for starting up productive activities carried out by the beneficiary CBOs and identified by these CBOs and developed with the technical assistance of partners, in all the involved communities, so to support the autonomous capacity to generate funds by CBOs.

A main difference between the first set of practices related to the use of sub-granting and the second one is the launching or not of “**competitive” procedures**: while on the one side competitive procedures can positively influence the capacities of the single organisations on the other side these tend to create, particularly in contexts in which “social capital” is relatively weak, mistrust and conflicts. Moreover, often in this framework a tendency emerge to consider the **sub-granting procedure as an “objective” of projects**, rather than a simple tool, and the risk for grantees to consider obtaining the grant as the main aim of participation.

The kinds of organisations to which sub-grants are provided is the centre of another issue: while sub-granting can be effective in strengthening “**organisations that already exist**”, it can be also a way to evocate the creation of new “artificial” organisations that are established only for accessing grants and/or it can be an opportunity for “unfair” competition among different kinds of local organisations (i.e. registered associations Vs informal organisations). The definition of rules that exclude both “artificial” organisations and formal organisations can be explored to solve the problems related to targeting of local CBOs and to secure the capacity building effectiveness of sub-granting.

A further key issue in using sub-grant is the **transparency of processes and the information which is available for local sub-grantees**: in many cases, these have the idea that just a small share of the total project budget is really arriving to them, while most of the budget remains in the hands of the “large NGOs”. Successful sub-granting require that local CSOs knows the whole budget of projects and the way it is used, as well the limits existing.

Another issue that emerges regarding sub-granting is the relationship between the agendas of the NGO providing the micro-grant and those of the organisations that are expected to be beneficiaries of grants. It is very easy in fact to “impose” agendas to local organisations (even if this is not the intention of the granting NGO). An analysis of organisations involved in sub-granting activities should therefore be carried out before starting sub-granting activities, and particularly before defining “calls for proposals” at local level.

A final important issue to be considered is the **targeting of sub-granting activities**: micro-grants can be very effective in increasing the possibilities of a small CBOs (by supporting CBOs activities or by supporting the purchase of goods and equipments), but risk to be too small to produce relevant changes at “community level” through the creation of infrastructures. The use of micro-grants for supporting the creation of community infrastructures should be therefore carefully evaluated, so to understand what the impact of considered infrastructures could be.

Efficiency

For the evaluation of efficiency, the analysis focused on following indicators:

- the identification of solutions for emerging problems
- the existence of forms of cooperation with other projects
- the adoption in project implementation of best practice and standards based on international experiences
- the compliance of activities to planning and the production of expected outputs

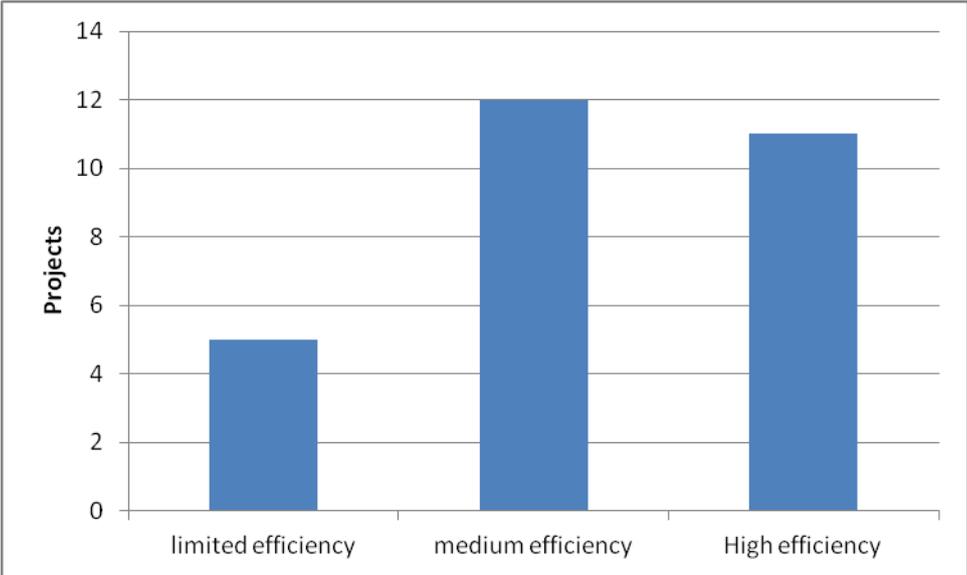
Based on the fact that conflict situations often create important obstacles to the achievement of high level of efficiency (for example because of volatility of prices, because of the cost of activities in certain settings, because of the possible changes and delays due to security reasons), the direct evaluation of the ration between resources and activities (on in other words “value for money”) was not directly taken into consideration.

Also in this case, the identification of the specific issues related to efficiency has been also pursued by trying to answer to the evaluation questions that are considered in following paragraphs.

Efficiency at the programme level

As it is shown in the following figure the efficiency has been in the majority of cases adequate and in about 1 third very good. Less than 1 third of projects had a limited efficiency.

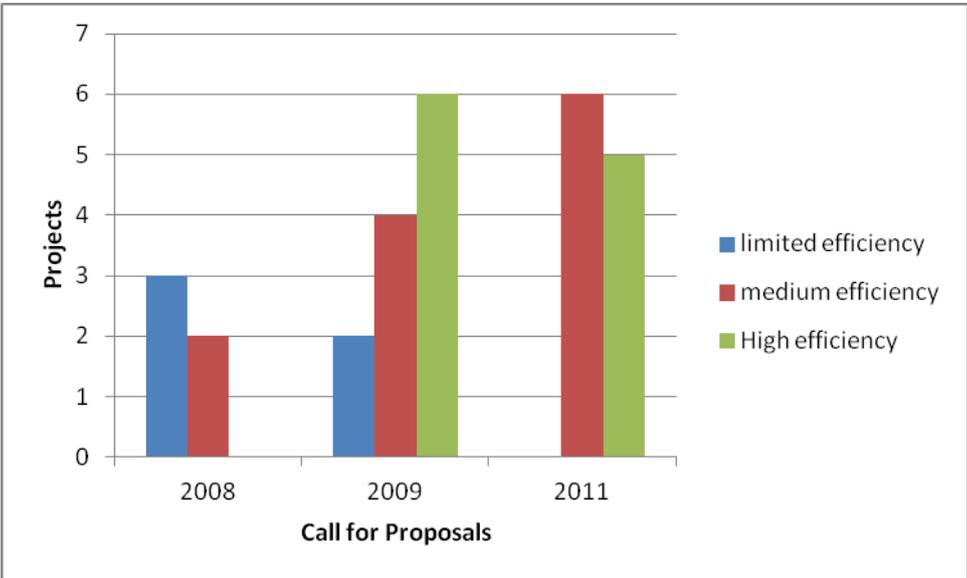
Figure: Efficiency at programme level



Efficiency in the evolution of the programme

Efficiency in projects appears therefore to be variable, however when looking at the programme as a whole it seems to improve in the second and particularly in the third sets of projects (projects with an adequate level of efficiency are 2 in the first call projects, 4 in the second and 6 in the third; while those having a high level of efficiency are only found among those linked to the second and third call, respectively 6 and 5 projects). It is to be remarked perhaps, that the projects of the third set are still in the implementation phase (and some of them just began few months before the review): it is likely – therefore - that their degree of effectiveness would change in the future.

Figure: Efficiency according to CfP

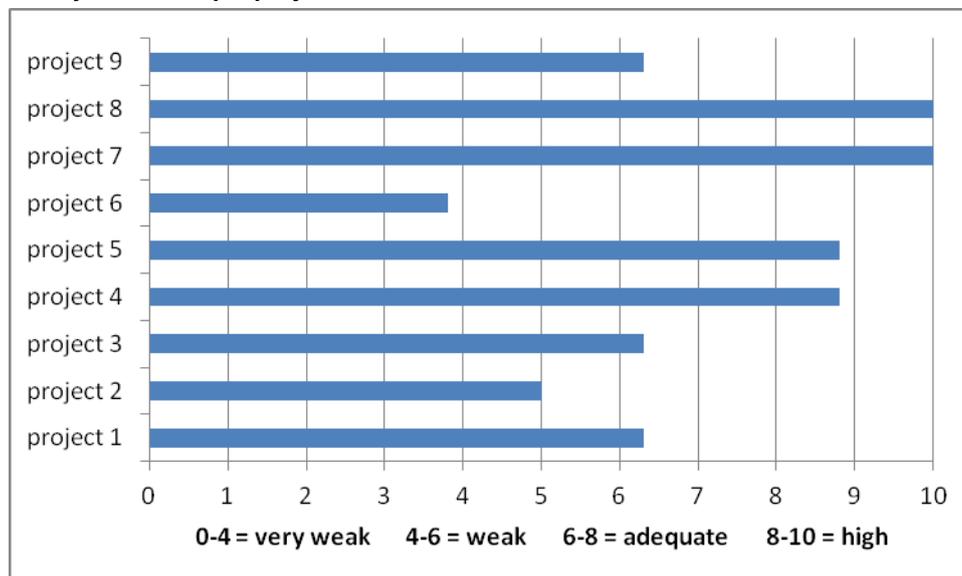


It is however important to remark that, while normally adequate (no major problems emerged and most projects were carried out according to plans) efficiency levels seem to be slight lower than relevance and effectiveness level. This can be mainly be linked to the fact that coordination is still limited among the projects carried out under the NSA – LA programme and the programme itself has not always been able to foster adequate coordination among projects, while it has been capable to provide assistance to reduce problems related to administration of funds, to the “operationalisation” of project ideas and concept paper in and to the reporting.

Efficiency at project level

As it appears in the following figure, the majority of projects considered in in-depth analysis, show an adequate and good level of efficiency (only 2 have been rated as “low”).

Figure: Efficiency in the sample projects



In following paragraphs the main issues related to efficiency are considered.

To what extent the programme has fostered approaches, methodologies and implementation mechanisms reducing the emergence of obstacles to project implementation?

Only few projects (1 in the sample group) suffered of major problems. Problems emerged in project implementation were related mainly to:

- un-adequate design (which required major re-adjustment);
- the use of unsuitable methodologies (which required re-adaptation of operations);
- the form/management of partners relationships (especially regarding the management of funding and the transfer of financial resources among partners);
- administrative procedures (particularly regarding the procurement of goods and equipments);
- delays in the transfer of financial resources (mainly due to the time needed for “achieving” adequate reports) .

Emerging problems did not produce un-repairable damages in any case.

In some cases partnerships had to be re-adjusted or re-launched for solving emerging problems (as in 3 cases of the sample).

In the limitation of risks related to project management an important role has been played by the EUREP assistance to programmes, including:

- training and information session on project formulation for the projects that passed the evaluation of “concept notes”;
- training and information session on administrative management and reporting;
- organisation of a meeting for facilitating the sharing of information among projects;
- visits to projects and organisations, and provision of direct support to project managers.

To what extent the programme has fostered coordination, cooperation and synergies among projects and stakeholders?

Coordination and cooperation among projects and stakeholders at sector or territorial level are not common features of the projects: cooperation among similar projects and the generation of synergies is more related to casual cooperation (as the fact that involved NGOs share the same national origin) or opportunities than to strategies. In the sample group “informal coordination” mechanisms exist in the case of 3 projects.

Many projects are using “similar” approaches in different ways (for instance 3 projects within the sample), but a common reflection is lacking on how to avoid problems. Little communication exists among projects and organisations about issues emerging in project implementation or – more in general – practices that can be adopted for solving problems. Competition over resources and power, many time hinders the good potential for cooperation and joint learning.

One meeting was organised by the EUREP for promoting the sharing of information. It has been evaluated positively by all organisations; however it has been not enough to secure coordination among projects and sharing of information.

In general little analysis exists of possible obstacles. In project documents “risk analysis” appears to be quite standardised and focused on “obvious” obstacles (as those related to the Israeli occupation), rather than on obstacles that can be identified through a deeper analysis of considered contexts (such as power linkages, existing interests, weaknesses in partnerships, etc.). Also in interviews and questionnaires, many NGOs identified mainly obstacles which are usually the most known ones and less challenging (as the lack of security, the organisational weakness of CBOs and first level organisations, the difficulties related to European procedures).

To which extent the programme supported the development of the CSOs’ capacities for efficient project implementation, including the adoption of international best practices in resource management and mobilisation?

As it was mentioned, in the framework of the Programme some activities have been carried out by the EUREP to facilitate an efficient project implementation, such as training activities on PCM and on financial management and reporting.

In addition to that, “best practices” and “international standards” concerning the provision of social services or the supporting to governance and policy engagement of CSOs are an important side of most projects: in some cases (3 of the sample) thanks from the transfer of knowledge and practices from the international to the local partners, in other cases thanks to the international exposure and expertise of Palestinian NGOs (in some cases, while International leading organisations main added value in partnerships concern access to resources, main added value of local organisations consists of their expertise and capacities to deal with the considered issue; in best cases the INGO is also learning, in other cases knowledge and capacities remain with the PNGO – this is true for 2 cases in the considered sample).

When looking at the specific areas of management practices and at “project setting”, adoption of international best practices and standards appear to be still limited. For instance, “results based” design and management of project is used just by few organisations (formally in 2 within the considered sample), so that in many cases the amount of resources spent on training and capacity building activities, without a defined “change result” to be obtained appear to be far from being optimal, while the amount of resources used for sustaining change at local level (eg. through follow up or coaching, or through “self managed projects” by CBOs) is relatively low.

To what extent the programme actions have actually generated expected outputs (i.e. are there actions that have been carried out without producing results?) ?

Mostly expected outputs have been produced. However, as mentioned above, in most cases expected outputs were defined just as the implementation of activities. In many projects it is questionable to what extent “expected output” will survive to project activities (it is the case of many activities focusing on service delivery, but also of activities focusing on the “creation” of CBOs, committees. etc.).

In one only case the expected outputs were not achieved (mainly due to problems related to the local environment that were not identified or at least not adequately weighted in project design).

Impact

Impact has been analysed on the basis of the following indicators:

- Increased capacity to provide services of of the CSOs directly involved in project management
- Increased Legitimacy, credibility of the CSOs directly involved in project management
- Increased Visibility at local level of the CSOs directly involved in project management
- Increased capacity of local CSOs to exercise pressure on public authorities
- Networking among actors local level
- Innovation in local CSOs
- Autonomy of local CSOs
- Partnership between external NGOs and local partners
- visibility of new actors at local/national level
- Recognition of CSO role by public authorities
- Distinction of roles between public authorities and CSOs
- Operational cooperation between public authorities and CSOs
- Inputs in public policies
- Setting of mechanisms for monitoring of public policies
- Introduction of specific innovations (i.e. approaches and methods) in the public policies/services
- Cooperation in planning between public authorities and CSOs
- Recognition of rights (i.e. issuing or implementation of statements and regulations) by public authorities
- Establishment of mechanisms for permanent improvement of public service delivery
- Establishment of mechanisms for improvement of local economy
- Establishment of mechanisms for increasing accountability of public authorities
- Establishment of mechanisms for increasing accountability of CSOs
- Establishment of mechanisms for increasing protection of citizenships/human rights

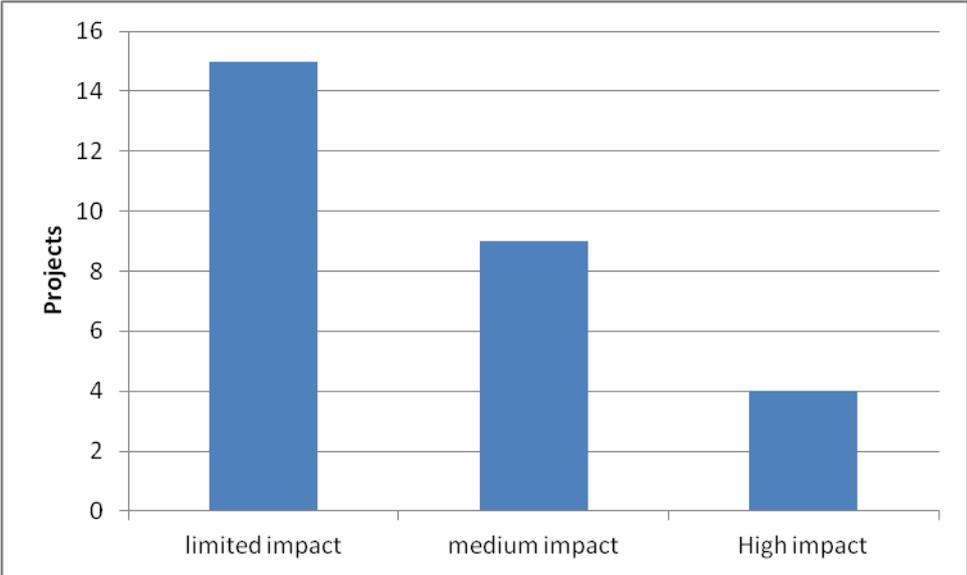
Clearly, these indicators have been analysed looking at the “changes” which started to emerge in relation to projects actions in the very short term: in many cases, probably impact will increase in a longer time (also - as previously analysed - thanks to the implication of many local actors, that can be expected to adopt at least some of the “approaches” proposed by projects).

Impact was considered limited when score achieved was lower than or equal to 6; it was considered adequate with scores between 6,1 and 8 and it was considered high when obtained score was higher than 8.

Impact at programme level

As in the following figure, Program impact is appear to be relatively weak: about half of the funded projects did not achieve an adequate impact level, and only 4 project on 28 were rated as characterised by an high impact.

Figure: At programme level

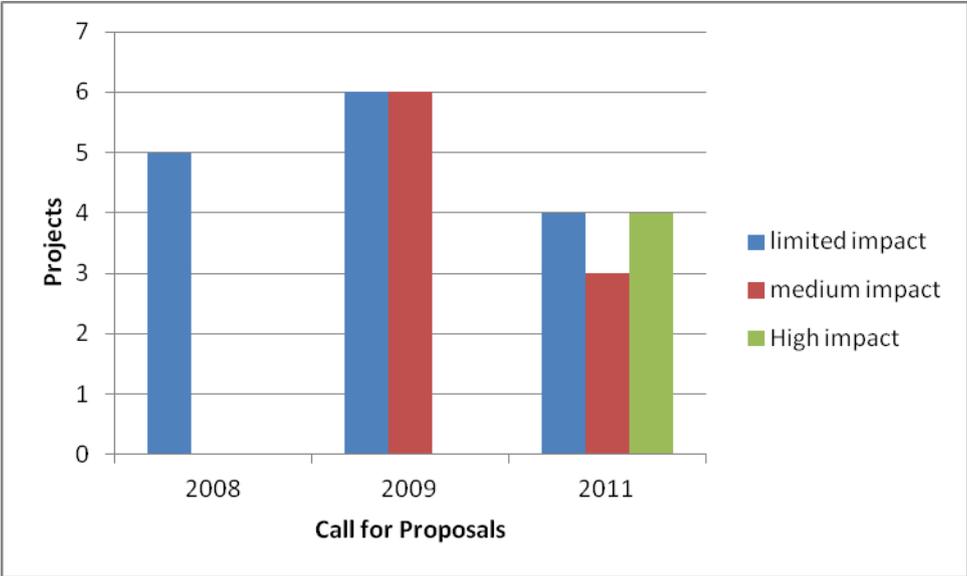


As it was said above, the impact of the programme as a whole can be expected to increase with time, particularly for what concerns CSOs capacity to deal with their environment.

Impact in the evolution of the programme

As other features, the impact of programme tended to increase during programme implementation: actually the impact level has been lower in first projects funded, while especially among last projects funded many can be identified with high impact levels.

Figure: Impact according to CfP

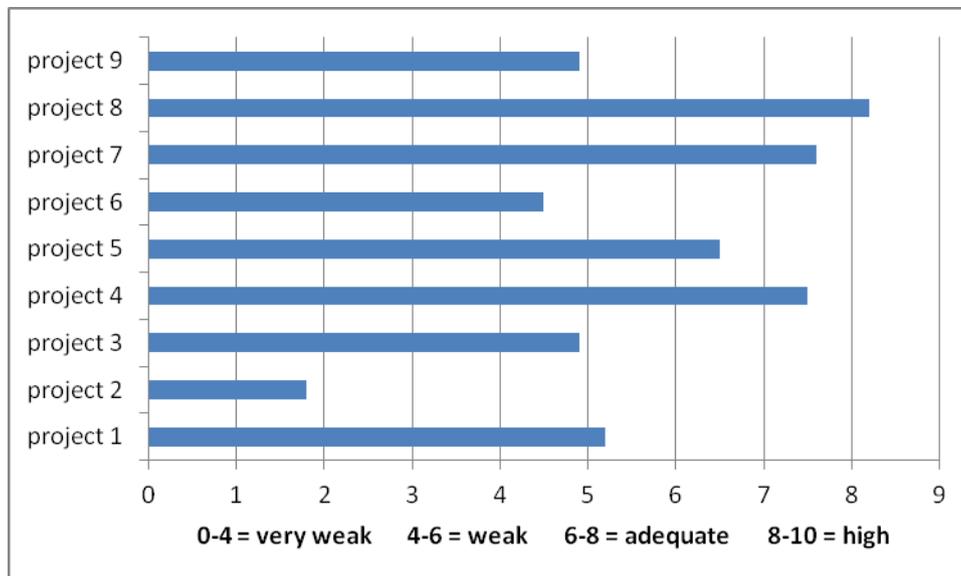


Looking at the figure, a direct linkage can be identified between the relevance of projects and their capacity to generate impacts. This capacity has increased during programme stages, while the second generation of projects has been characterised by projects with an adequate impact (i.e. with an impact mainly directly linked to the actions carried out), the last generation of projects has been featuring in many cases a high impact. Actually such a kind of impact is very much related to the focus on governance and impact, since it include effects that are not only related to the actors directly targeted by/involved in project activities but also the more general “environment” of the project.

Impact at project level

Within the considered sample just one project is featuring a high impact, while the majority are featuring adequate and even low impact (in a case a very low one).

Figure: Impact in the sample projects



The elements which have hindered the possibility to achieve higher impact are considered below, in relationship with evaluation questions.

Which are the main dynamics and or changes generated by the programme regarding the involved CSOs, and to which extent these dynamics and changes can be defined as positive ones?

In all projects, where local CBOs or “beneficiary” organisations have been involved, changed involved:

- Capacity to provide services of CSOs
- Legitimacy and credibility of CSOs
- Visibility of CSOs at local level
- Capacity to exercise pressure on local authorities
- Networking
- Development of new approaches
- Greater autonomy of local partners
- Setting of new partnerships
- Setting of partnerships with public authorities
- Emerging of new actors and competition between new emerging local powers

When the NGO leading the project is directly engaged in the implementation of activities, without partners and without engaging local CSOs, the impact of the project tend to be limited also on the single organisation that manages the project. In some cases this is due to the fact that personnel are contracted for project implementation and then leaves: consequently capacities do not remain within the organisation (or within other CSOs) but are dispersed. In other cases this is due to the fact that the participation to NSA – LA programme was limited to the possibility to receive funds to sustain some activities, without a more strategic linkage with the programme itself or with its main aims.

Another factor reducing project impact on the involved CSO is the fact (emerged in few cases) that the project proposal was prepared by experts that are external to the organisations, that provide “project proposals” formulation as a service related to fund raising, without real connection with organisational development strategies.

Which are the main dynamics and/or changes generated by the programme concerning the relationships among local governance actors (State, Non State Actors, Local authorities), and to which extent these dynamics and changes can be defined as positive ones?

Only few projects (2 in the sample) included a meaningful engagement of public and local governance actors (i.e. something different from just informing public authorities and local authorities about the fact that the project was going to be carried out).

In many cases (5 in the sample), projects have been carried out in parallel with public service provision and/or governance activities.

In the cases in which a meaningful engagement has been promoted (ex. by engaging teachers of public schools in activities, by engaging public service authorities in the launching of monitoring of public services exercises, etc.) changes have been mainly positive (i.e. new policies, innovation in the functioning of services, standard setting, support of authorities to the opening of “new spaces” for social change, etc.).

In some cases however – considering the projects of the last generation - it is very early to foresee if changes will emerge in the relationships among civil society actors and public authorities (i.e. in the Oxfam and TCC cases).

Which are the main changes that emerged in the local environment in which projects have been implemented as regarding the life of beneficiaries' life, access to services, partnerships among actors, exercise of citizenships and human rights, mitigation of the conflict,), and to which extent these dynamics and changes can be defined as positive ones?

In all cases regarding the direct provision of services, access to services for vulnerable people improved during the duration of projects. However only in few cases (1 of 4, within the sample) improvements continue to be effective after the end of projects.

In project regarding governance: in few cases important changes can be observed (in Gaza, for instance, in areas different such as recognition of women rights; education and recognition of rights of elderly people or those with disabilities), while in other cases changes are still not enough mature to be evaluated, or still uncertain (as in the case of some projects focusing on setting “local committees” for planning or representation, or in other setting mechanisms for monitoring public authorities, both in Gaza and the West Bank). In some of these cases, however, previous experiences show that a permanent and deep change in the way CSOs and public authorities interact is possible.

In some cases changes regarding service delivery are continuing to be effective after the end of projects thank to the establishment of long term partnerships among involved organisations and to the identification of effective “fund raising” or “income generation” mechanisms (2 projects within the sample).

Sustainability

The analysis of sustainability of actions and results promoted through the NSA – LA programme was based on indicators concerning:

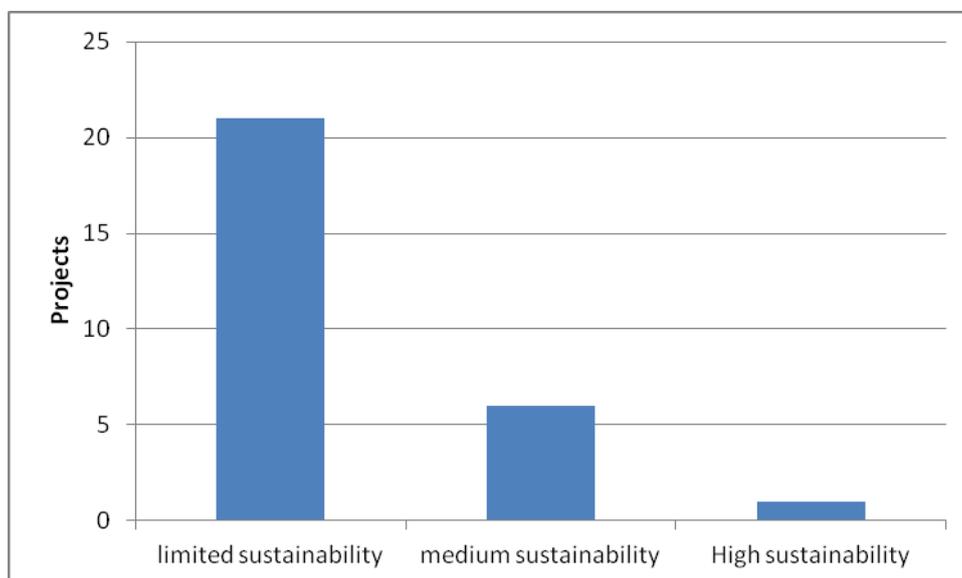
- the presence of a clear institutional exit strategy
- the presence of a clear economic exit strategy
- the presence of an exit strategy is based on the reinforcement of permanent actors
- the development in the involved organisations of new capacities for PCM
- the development in the involved organisations of new knowledge production
- the development in the involved organisations of new fund raising capacities

“Efficiency”, as sustainability was considered as a category that is not easy to be applied in a conflict area and in a short period: actually considering the many impacts the programme had, the weakness in the exit strategies of projects can have less importance than expected).

Sustainability at programme level

Sustainability is a main weakness at programme level. Most projects in fact show low levels of sustainability. Actually most projects are based on the possibility to maintain (or to find) funding from outside, and projects which define their sustainability as based on “income generation” activities, seldom identified activities which can be considered suitable for really supporting the permanence of projects actions/results.

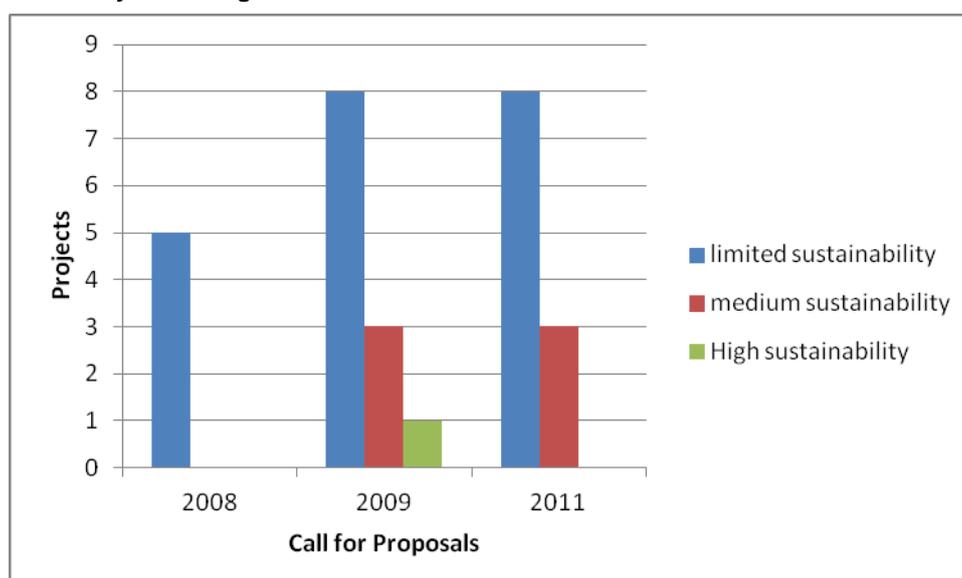
Figure: Sustainability



Sustainability in the evolution of the programme

While appearing generally weak, also sustainability appears had an evolution during the implementation of the Programme. Linked to the second and the third call for proposals, projects have been funded featuring a higher level of sustainability.

Figure: Sustainability according to CfP

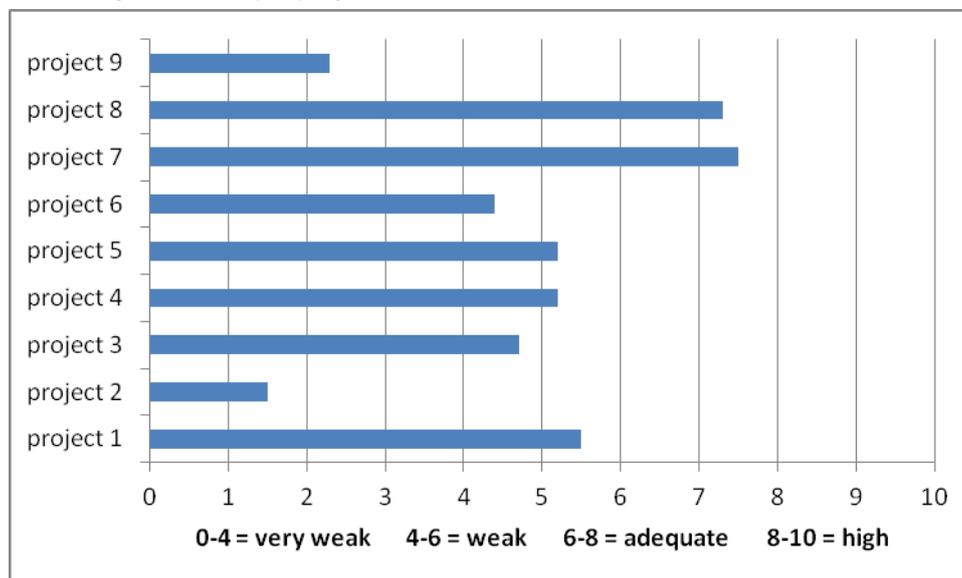


Sustainability at project level

Even if the level of sustainability improved in second and third generation of projects, the project achieving a high level of sustainability are very few. A very important element in lowering the sustainability level is the quite generalised lack of real “exit strategies”: in most cases the continuity

of project results is left to local actors' capacity or to the continuity of support by external actors (INGO mainly). In few cases effective mechanisms are identified for fostering institutional or economic sustainability.

Figure: Sustainability in the sample projects



The lack of adequate exit strategies, or the dependency from external support are the main reasons lowering the sustainability of the projects in the in depth analysis sample.

To what extent the Programme has tried to promote/ensure end-project (exit) strategies?

As it was mentioned, clear exit strategies have been defined in very few cases. It seems that there is no clear meaningful or understanding about what sustainable development means in the current Palestinian context.

The following can be observed regarding exit strategies:

- the long-term partnership among INGO and local NGOs is in some cases (1 within the sample) the only mean for assuring continuity to improved services or local CSOs engagement;
- income generating activities are frequently indicated as an exit option (3 within the sample); however only seldom these activities seem to be really sustainable and adequate to support the involved CSOs or the activities that were started/tested through the projects;
- “training” and capacity building of local actors is the main exit option for many projects centred on improving service delivery (2 in the sample);
- “change of beneficiaries’ mentality and attitudes” are indicated as a main basis for sustainability of some initiatives focused on the creation of CBOs/community groups-committees, however this change of mentality seems to be more linked to the increase of “consciousness” or to a “moral change”, than to the existing/emerging interests of local actors (2 in the sample);
- limited policy changes were fostered, no major endorsements of new policies, procedures or resources allocated y public authorities, as mechanism for assuring sustainable results (this is true for 5 of 9 projects in the sample);
- seldom initiatives addressing marginalised groups in areas subject to a complicated political situations identified actions to contrast or limit the root causes drive people into marginalization (only in 1 case in the sample, but without success);
- little knowledge has been produced, formalised and diffused in the framework of the programme, so to support replication or transfer of practices (in the sample 3 projects produced publications, but with an unclear target public);

- little accumulation of knowledge risks to be produced at organisation level, due to the fact that often key staff members are hired on project based contracts.

To which extent the programme sustained the development of the CSOs' capacities needed for project formulation and implementation, in view of the sustainability of local development initiatives, including for fund and resource raising at local, national and international level?

Capacity building on project formulation and implementation has been often the focus of training and capacity building activities, however:

- in some cases these activities have been addressed to local NGOs that already had access to capacity building on PCM and on fundraising (so that little added value was produced through the activities carried out under the NSA – LA Programme) – this is true for 2 projects in the sample;
- in many cases training activities on PCM and fund raising were addressed to CBOs with the risk of producing a proliferation of new NGOs and to facilitate a shift from “governance” to service delivery (2 projects in the sample),
- In some cases, despite training and the development of new capacities in PCM, fund raising etc., the new capacities were not actually exploited, because it was easier and less challenging to maintain a “traditional” division of role among organisations: the INGO managing fund raising, EU procedures and the administrative side of projects; the local NGO managing field activities (such a strategy is further reinforced by the need to co-finance initiatives). This happened in 3 cases within the sample.

Coherence

Coherence was evaluated through the use of the following indicators:

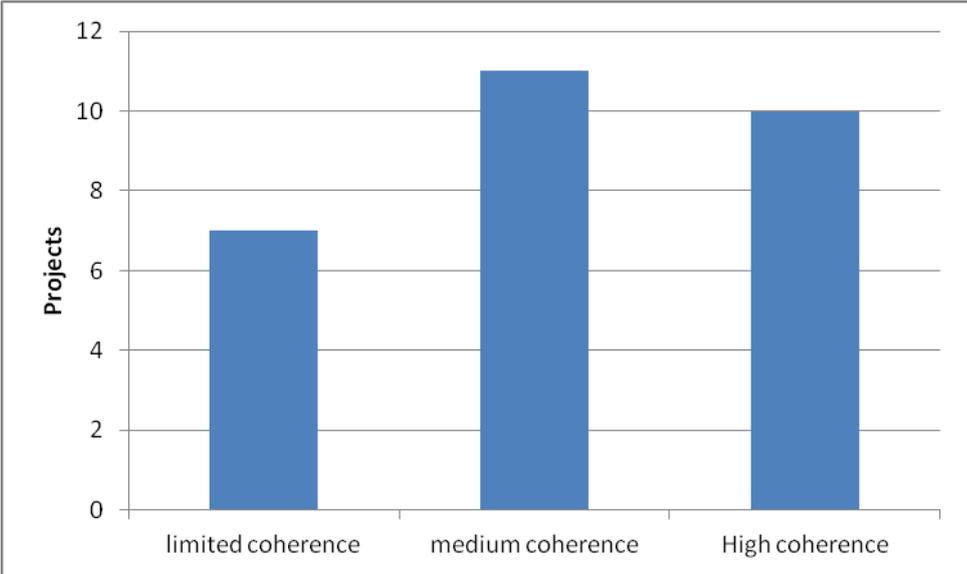
- Direct connection with other EU programmes/projects
- Indirect connection with other EU programmes/projects
- complementary with other EU programmes/projects
- Indirect reinforcement of other EU programmes/projects (through reinforcement of actors)
- Coherence between the approach and methodology of the projects and the programme aims
- Coherence between the actions of the projects and the programme aims
- Coherence of involved actors with programme aims

Also for coherence, indicators allowed evaluating the features of the project, and were also used for identifying relevant information for answering to the evaluation questions analysed in following paragraphs.

Coherence at programme level

Coherence is relatively high when looking at programme level: about two third of the funded projects show an adequate level of coherence in front of other programmes within the programme and in front of other EU programmes.

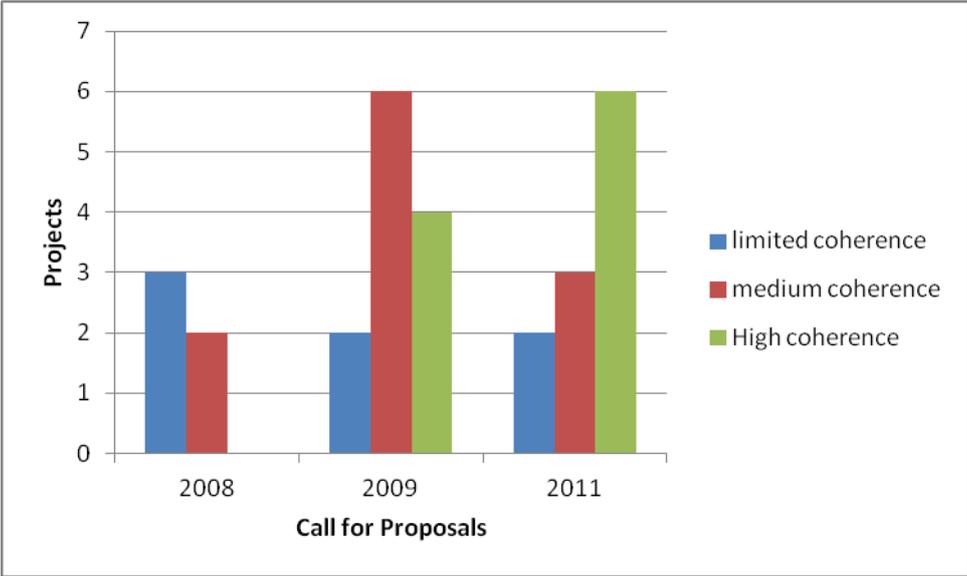
Figure: Coherence at programme level



Coherence in the evolution of the programme

As for sustainability, the level of coherence of programme is improved during the implementation. However also after the last call some projects show a degree of coherence that is low.

Figure: Coherence according to CfP

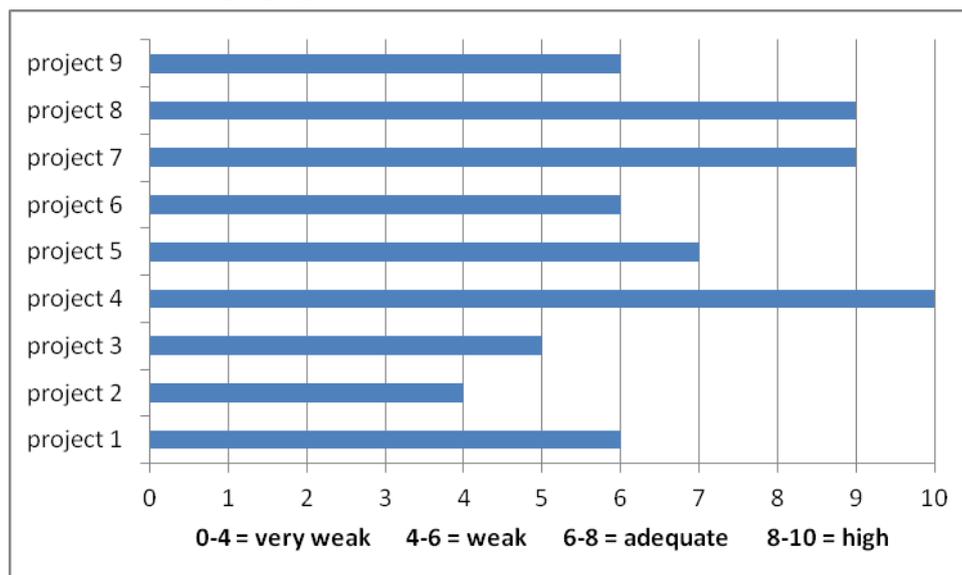


The increase of coherence at programme level, following the second and third call had been probably fostered by the increased clarity of the programme goals and priorities – the programme became more clearly focused on reinforcing actors, than as a way to directly support actions and local development – and by the support provided by EUREP through information and consultation sessions.

Coherence at project level

As shown in the following feature also within the sample of projects considered for in-depth analysis, three achieves a high level of coherence, while most remain between low levels (2 projects) and middle level (4 projects).

Figure: Coherence in the sample projects



As it will be considered below, a main element reducing coherence is the tendency of projects to be designed without reference to a larger or long term planning: very often projects have been designed as a source for funding for activities that were already carried out (3 projects), or a way for “using an opportunity” (3 projects).

In some cases projects have been clearly defined “following the guidelines” (3 cases) rather than as a way to support change or development processes and dynamics that were already emerging.

In one case the project was “written” by contracted expert, with little involvement with involved organisations, while in at least 2 the projects were written by partners abroad, using information provided by local actor as a basis, but without a real work for setting a common long term institutional development strategy

To what extent the Programme has promote/ensured coherence and complementarity with other EU instruments (geographic instrument and thematic programmes)?

Complementarity with other EU programmes often exists. However it is a “de facto” complementarity, due to the fact that some programmes focused areas in which the EU is allocating resources in the framework of geographic or thematic programmes (particularly Health, Gender, Human Rights and Democracy), rather than a strategic complementarity, in which the action of the NSA – LA Programme are used to making the most or to fulfil gaps of other programmes.

Most NGOs met during the review (and at least 4 in the sample) have been using the Programme as a way to complement the funding coming from EU programmes: particularly in the case of the first CfP of the programme it was unclear the strategy of the programme itself, so for some organisations it was just another source of funding for sustaining NGO activities. Answering to the second and third CfP however, at least some organisations have been focusing on the NSA – LA programme because of its attitude to funding the development of a stronger and more active policy role of CSOs (actually, especially when not focusing on human rights or gender, this is an uncommon area for funding).

To what extent the programme supported CSOs in the identification, formulation and implementation of projects that are coherent with the Programme aims?

As already analysed in previous paragraphs, the greater clarity of goals and guidelines in recent calls has been supporting the identification and formulation of projects more coherent with programme aims. Info-days also played a role in this framework. Further tools to be used in this framework can include networking among programmes and NGOs for promoting exchange of information and best practices.

European Commission's added value

The analysis of EC's added value of the programme has been based on the following indicators:

- Production of new knowledge for feeding EU policies
- Production of new practices for feeding EU policies
- Identification of new actors engaged with EU policies

Indicators allowed to measure the feature at the different level, as well as to select information relevant for answering to the main evaluation question posed: **to what extent the programme has generated added value in view of CfPs and the NSA-LA programme documents (also considering the output of recent EU policies concerning structured dialogue and the new aid modalities)**

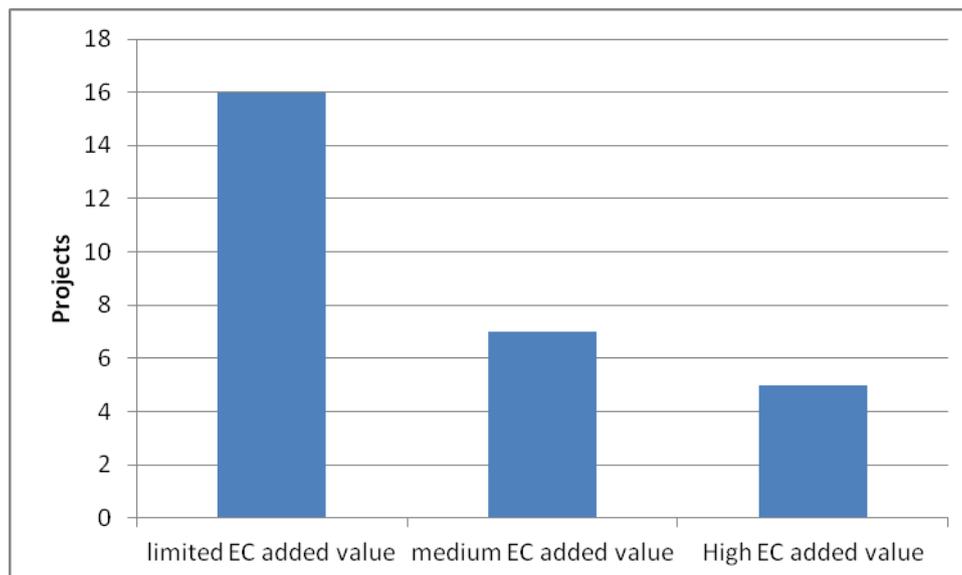
As in other cases, indicators were expressed along a scale 0 to 10. The scores higher than 5, were considered adequate. The ones higher than 7, were considered high.

EC Added value at programme level

As it is apparent, the EC added value is a major weakness of the programme. This weakness mainly follows from the fact that neither the programme, neither the projects are engaged in producing knowledge and in fostering the identification and replication of practices that can be used in other EC programmes.

The projects within the programme somehow risked to remain isolated, and to have no impact on other EU programmes supporting CSO actions or to EU geographic cooperation in Palestine.

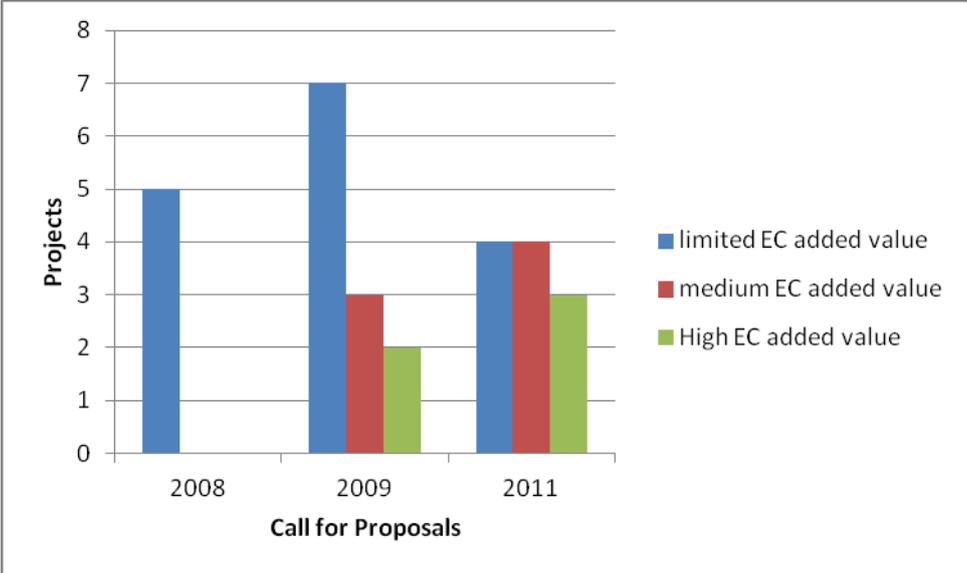
Figure: At programme level



EC Added value in the evolution of the programme

Even if EC added value is not satisfactory at programme level, it increased during programme implementation. Some programmes have been selected during the second and third calls that present a higher possibilities to produce an added value for other EU activities, both considering the issue of "service delivery", than that of CSO engagement in policy making and governance.

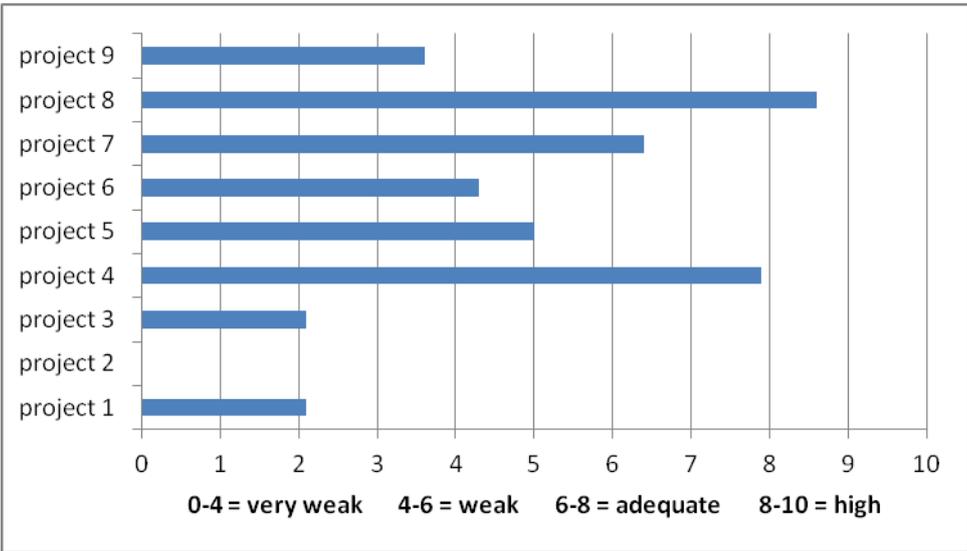
Figure: EC Added value according to CfP



EC added value at project level

Sample projects have a performance that is not very different from that of the programme in general. Most have a low added value, 2 present an added value for EC that is high or medium-high.

Figure: EC added value in sample projects



The projects having higher “EC added value” are in fact involved in testing new approaches and modalities for supporting CSOs, and have produced to a certain extent actions aimed at diffusing that.

These are not the only projects testing “innovations”. When considering the sample, innovations of different kinds were introduced and tested at least in 6 project (and to a lower extent innovation can be found in all 9 projects), but identification, registration and scaling up of best practices is needed to generate added value. In fact, most “promising” or good practices tend to remain locked within the projects that generated them.

As said before an action was carried out by the EUREP with the aim of fostering “knowledge sharing” among the project. It was however not enough: organising meetings among projects is perhaps not an easy operation in the specific situation of Palestine. Due to the limitation of mobility both for CSOs (Palestinian organisations and people have limited access to Jerusalem, where EUREP is located; people and organisations based in Gaza Strip have limited possibilities to enter the West Bank; etc.)

and for the EU (limited access to Gaza Strip), organising meetings is a difficult and often expensive task. Alternative mechanisms need therefore to be explored for facilitating the sharing of knowledge and experiences.

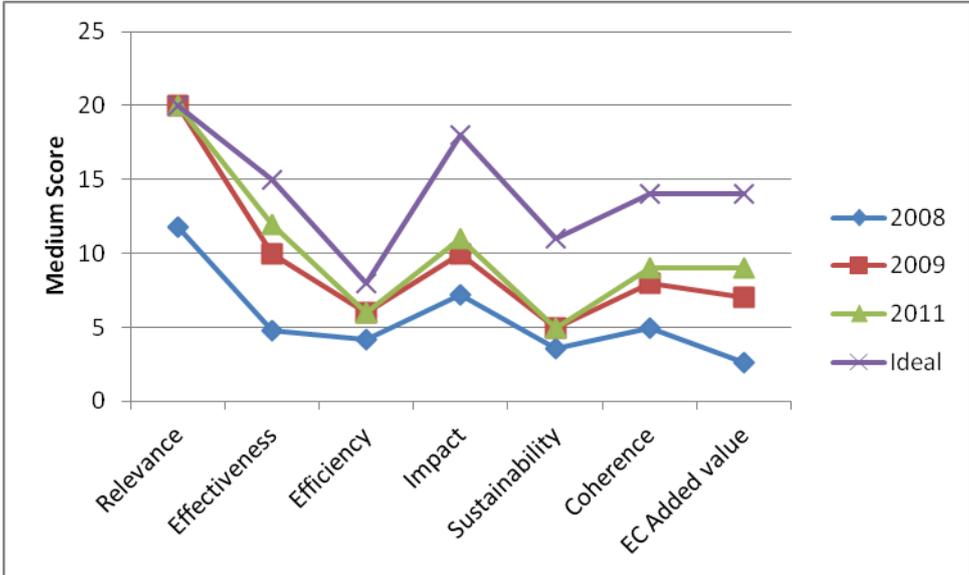
Despite the fact that in many projects publications and audiovisual communication tools were produced, they were not the matter of any “knowledge accumulation” activity, carried out by EUREP or by other actors. As a consequence also “formalised” knowledge tends to remain locked at project/organisation level.

Monitoring and evaluation, that was carried out in most projects, can be an useful tool in this context, however, very often the role of monitoring activities seemed to be unclear to projects’ leading organisations and partners: major concern for most of them was the compliance with financial management and contractual procedures.

5.2A comprehensive review of the programme

Looking at the different scores together it is possible to produce a “profile of the programme”. This profile can be produced by considering the medium score for each evaluation category for the various years and comparing these scores with the “theoretical maximum” (or ideal score).

Figure: The scores obtained by the NSA-LA programme different CfP



It is apparent that, while the relevance has been growing from the first CfP to the second one, reaching the full potential score, the same cannot be said for the other evaluation categories (or features of the programme).

An important improvement can be observed for effectiveness, while efficiency has never been very far from the theoretical one. Despite the improvements, the actual impact of the programme remains far from the ideal, as well as the coherence of the programme and the EC’s added value. The area in which improvements have been less important is that of sustainability: the level did not change in a meaningful manner and the sustainability level remains far from the optimal one.

Areas that need to be strongly improved in next programmes supporting CSOs are therefore:

- sustainability
- impact
- coherence with other programmes
- EC added value

Sustainability and impact of projects can be improved by:

- a) increasing the attention provided in project formulation to the definition of expected results – so to avoid that “results” are directly identified with activities’ outputs;
- b) introducing into the project formulation the analysis of the changes that can be expected to be produced through the project actions (in case by adopting the “theory of change” approach that has been in recent years introduced as a standard in certain development agencies¹²);
- c) improving the definition of “exit strategies”, by avoiding to base them on changes in “mentality” or of “attitudes” and “culture” (which are normally long term processes and are processes that involve the “deep structures” of personalities and of group identities, that cannot be “modified” by outside) and by identifying concrete elements and interests that can support changes in the long terms (i.e. the policies of involved actors, the resources mobilised or made available through projects, the application of methodologies, etc.);
- d) fostering the sharing of experiences and knowledge among the different projects and programmes, so to increase the opportunities for mutual strengthening of effects and impacts and the identification of solutions to the “sustainability” issues that can be replicated in different contexts.

Coherence with other programmes and EC added value can be improved by:

- a) increasing the attention provided in project formulation to the identification of relations and synergies with other programmes, both supported by the EU and other bodies, so to avoid that these “relations” are reduced to the fact the organisation formulating the project is simply aware of the other development initiatives carried out at local level or in the same sector;
- b) introducing in projects specific activities and resources aimed at fostering communication and synergies with other projects funded in the framework of the NSA programme and in the framework of other EU initiatives, as well as with projects and initiatives fostered by other organisations and by public bodies at local level;
- c) fostering accumulation of knowledge in the framework of projects, by introducing in each project activities aimed at formalising knowledge produced through experiences (i.e. mid term and final evaluation, “review of practices”, CAP activities and reports, etc.) and by including activities aimed at making the produced knowledge available and accessible to other actors (i.e. publications, websites/webpages, documentaries, etc.);
- d) fostering accumulation of knowledge at programme level, by facilitating the sharing of knowledge produced at project level through meetings (both focusing on local areas and sectors, and general) and through the adoption of innovative methods (as the use of “social networks” or the setting of shared web-based archives);
- e) fostering the sharing of knowledge and the coordination among initiatives carried out under the NSA programme in Palestine and initiatives carried out under the global programme or the NSA programmes in other countries, focusing on regions, on sectors or on other affinity areas (among other opportunities to be exploited in this framework the ENPI South Civil Society Facility can be mentioned).

Further concrete recommendations are included in the last part of this report.

¹² See, for instance: DFID, Review of the use of 'Theory of Change' in international development. Review Report (<http://r4d.dfid.gov.uk/Output/190843/Default.aspx>)

6 THE MAIN EMERGING ISSUES

Some main issues emerged in the framework of the review, and have been discussed in the validation of the review outcomes. These issues that are considered in this paragraph, are characterised by two different dimensions: the first is linked to the need to tackle some emerging dynamics of Palestinian civil society and of its relationships with other actors; the second is linked to the need to take into consideration the factors that hindered the full achievement of the NSA – LA programme potentialities, lowering its impact, sustainability and contribution to the overall EU cooperation with Palestine and support to civil society actors.

6.1 Tackling Palestinian Civil Society dynamics

Among the many dynamics involving Palestinian CSOs, the following emerged during the consultation of the various stakeholders as particularly relevant for the NSA – LA Programme, and for future programmes supporting CSOs.

The diversification of CSOs and the emergency of new actors: diversity among CSOs is a known fact in Palestine (as the 2011 mapping stressed a wide range of organisations exist at the different levels), however further diversification among CSOs is emerging as a continuous trend. In fact, not only new CBOs emerge and – despite the decreasing amount of resources supporting civil society in Palestine - NGOs tend to multiply and proliferate, but also new kinds of organisations emerge and often new “collective actors” emerge within existing organisations at the different levels.

While proliferation of new NGOs can be seen as a risky phenomenon, since it implies a growing competition (and further reduction of cooperation) among CSOs, the fact new forms of organisations and groups emerge is to be seen as an important change. Often these new organisations and groups are not created in order to access resources – and donors’ support – but to increase visibility and recognition of new actors: these include citizens at neighbourhood level (that particularly in Gaza are mobilising for having better services and participating in governance), women within organisations (mobilising to have a stronger voice), youths at different levels. **In many cases the initiatives carried out in the framework of the NSA – LA Programmes can assume an important vehicle for supporting and strengthening these actors.**

However, in some cases the “recognition” of the new actors has been translated into the attempt to “formalise” and consolidate actors as NGO-type organisations, through training and capacity building activities that are more suitable to strengthen an NGO providing services than a “citizens’ group/citizens’ movement”. On the other side, some experiences, also carried out in the framework of the NSA – LA Programme, offer some option for supporting emerging actors: from “economic empowerment activities”, to the “opening of spaces” for consultation and mutual recognition with public authorities; from the involvement of professionals and users in the setting of plans for developing services, to the setting of agreements between users and service providers for improving and monitoring service delivery; from increasing visibility and consensus for CBOs at local level, to mobilising local communities for defending local assets (as infrastructures, “activities”, etc.). **Finding the appropriate way to reinforce new actors, making them stronger and visible but without transforming them in “something else” than the original is a key issue to be dealt with in the next programming period.**

The multiples roles of CSOs: CSOs at the different levels play in Palestine a wide range of roles: from delivering services in an autonomous way from the government and public authorities, to substituting or complementing public services in areas in which the public authorities cannot easily work (as in the seam zone and C area) or on sectors that require a specialisation that is higher than that of public authorities (as in the case of some “special care” activities); to providing public authorities, both technical knowledge and information about local needs and dynamics at local level; to fostering people participation in governance and policy making. **The NSA – LA programme (and the future Support to CSO) can play in this framework a unique role: it can support all functions related to governance and policy making that, in fact, would not be supported by anyone.** Most donors – and even the EU through thematic programmes and geographic cooperation instruments – tend to support mainly the delivery of services, both as an activity that CSOs play autonomously from the government (and in some cases even in conflict with it, as sometimes when services for rights

protection are provided), and as an activity played in coordination with government (as when a subsidiary role is assumed).

However, supporting CSOs functions in governance and policy making cannot be limited to the funding of CSOs activities in this framework. It requires - on the one side - **to foster a clarification among CSOs of the roles they can legitimately play** (and of the implications of these roles from the point of view of organisational identity) and – on the other side – **to foster a reflection about these different roles, involving both the government, the local authorities and the donors in a progressive recognition process, so to reverse** the tendency that exists and it is still strong both among donors and among public authorities at central and local level to think about CSOs just as “service providers” (that should be guided and controlled in this function).

In this framework, the **construction and recognition of a specific “CSO’s political space” seem to be particularly important**: a space that is different from that of “political parties” and “political institutions” (such as government, legislative assembly, elected local authorities, state organisations, etc.), but that open the possibility for CSOs to actively participate in governance – at local and national level – by participating to the formulation and implementation of “policies”, to the monitoring of public services and of the work of public authorities, etc.

Gender. Regarding gender, as already shortly discussed above, it is to be highlighted that women are an emerging actor in Palestinian society and consequently a specific set of issues is emerging, regarding not only access to services, but also recognition of rights, autonomy and roles.

In most NSA – LA programme initiatives “gender” has been considered mainly by **maintaining a balance in targeting (training and capacity building) activities or by giving preference to women or to women groups in the provision of support to CBOs**. Only in few projects – such as those of CFTA and Al-Najda Association, both in the Gaza strip – specific strategies have been defined in order to increase visibility of women as a “social actor”, avoiding considering them as simple beneficiary of project actions or as users of services.

Adopting a gender approach within the NSA –La and CSO support programmes cannot be limited to taking into account women as “beneficiaries” or as a “vulnerable” group within society, rather it should focus on what can be considered a political dimension of gender issues, looking at the recognition of new actors defining their identify around the “gender dimension” and at their active engagement in policy and governance, both at national and at local level. This would probably demand to organisations, and to the programme itself, to overcome the perspective of MDG- mainly focusing on access to services - in order to assume a perspective more related to social, political and economic empowerment. In the specific situation of Palestine, which is characterised by the presence of intense dynamics based on the religious and cultural dimensions, the engagement on gender issue also would require to explore new modalities for engaging with actors which focus on religion and “tradition”.

Clarifying the relationship with Local Authorities. The limited engagement of Local authorities and public authorities is a feature common to many projects implemented under the NSA – LA Programme in Palestine. Nevertheless, some projects focusing on “governance” as well as some others focusing on education and on “vulnerable groups” have tested different approaches for engaging public authorities: in some cases, the CSOs are “challenging” the public authorities (advocating for services, monitoring policies, etc.), in other a more collaborative option was chosen (strengthening the capacities or introducing innovation within public services). **In all cases, the relationship between CSOs at the different levels and Local authorities, as well as their relationships with public bodies in general, need to be clarified.**

While CSOs frequently refer to national authorities, both for “informing” them about projects and for “involving” them in specific project activities (as the identification of target groups), they seem to have much more difficulties in engaging with local authorities.

A main issue in this framework is the **ambiguous position and role of local authorities in Palestine**: on the one side they represent the government (and depend upon government in decision making), on the other side they are asked to “represent” and to reflect the citizens’ demands. Actually, they seem to be very weak in front of government (since decentralisation is still very weak, and since

they have normally little autonomy); and they also are often very weak in front of large NGOs – that are often perceived mainly as a way to facilitate channelling of funding and resources towards local communities; however they tend to occupy the space of local CSOs and CBOs, that are perceived as competitors in access to resources and in the provision of services to the local community. **Clarifying the relationship with local authorities implies an effort by CSOs for shifting from competition or “co-interest” in getting external funds, to the engagement in setting local “governance” mechanisms in which each actor can play a different role.**

Exploring the relationships with private sector. Income generation and economic empowerment have been the focus of some projects under the NSA – LA Programme, and the relationship with private sector has been considered a key issue for the future in the consultations with CSO representatives carried out in the framework of the review of the programme. **The reference to private sector, as well as the use of income generation, seems however to be seen mainly as related to the increase of sustainability of CSOs and of their projects.** In relation to such a position a risk emerges: the private sector as source of funding - coherently with the model of “Corporate Social Responsibility” or /and “social entrepreneurship” – tends very often to engage on issues and questions that are not so “sensitive” for social, political and economic change, and very often it tends to identify the main role of CSOs in service provision. Thus engaging with private sector as source of funding, and looking at economic activities as a source for sustainability of CSOs involve the risk for CSOs to renounce to play the role of an actor in development policies and governance, and assume the role of a charitable service supplier, directly engaged in helping the most vulnerable people and renouncing to ask for enhancement of rights and for recognition of new actors.

Exploring the relations with private sector can however also be oriented towards the recognition of certain economic actors that can play an innovative role in local and national governance, these are represented by the associative bodies, such as for instance the Chambers of commerce and industry, by the new forms of organisations that often emerge in relation with SME and micro-enterprises (including the informal ones), and by cooperatives (which play for their nature both the role of an economic actor and that of a CSO).

Income generation activities and CSO capacity building

Income generating activities, as well as employment creation activities, have been introduced in various projects carried out in the framework of NSA programme. These activities have been carried out with different finalities and often produced impacts and effects that have little relation with the reinforcement of CSOs capacities to better play their different roles.

In the framework of considered projects, income generation activities have been carried out:

- as a way to empower specific groups of individuals (as women or youth) in front of their communities, without any specific reference to their participation to “organised civil society” activities;
- as a service to be provided for reducing vulnerability of the beneficiaries targeted by CSOs (thus not assuming the goal to empower them, but just that of providing them means for livelihood);
- as a mean to promote “community shared services” in a sustainable way, without a specific linkage with CSO engagement in local development (but sometimes fostering the creation of specific “collective bodies” to manage income generating activities);
- as a tool to promote a linkage between CSOs and communities: by promoting income generating activities CSOs are considered as “relevant” for the livelihoods of people, and then can more easily introduce other “actions”;
- as a modality to promote changes within a given organisations, by providing greater visibility or power to a certain “group of people” within the organisation itself;
- as an instrument to increase the “sustainability” of community organisations and infrastructures (i.e. community centers), by producing funds for their activities and their maintenance;
- as a way to improve sustainability of larger organisations, by making certain activities funded through their functioning (this can be done in two different ways: by collecting fees for the service, or by producing - during the delivery of the service - goods that are sold to third actors).

Thus in some cases the function of “income generating” activities is that of improving the living conditions of people, while in other cases the function of “income generating activities” is that of generating a revenue for the involved CSO (CBO or NGO) or to generate social change and the recognition of new actors, at community level or at organisation level.

Not always these different functions are well defined, so that the risk emerges of confusion:

- at project design level (where “income generation” is seen as a way to achieve sustainability of organisations or actions, even if it is just supporting the livelihood of the CSO “beneficiaries”);
- at beneficiary level (where sometime income generating activities are seen as “irrelevant” for people life and useless for “local development”);
- at organisation level (where sometime is not clear that the “income” generated by activities is less important than the “social process” generated through their implementation).

Moreover, in certain cases “income generating activities” or job creation are considered as goals instead than as means for producing certain results.

Lack of a clear definition of the functions of income generating activities produces therefore difficulties both in the management and monitoring/evaluation, and potentially can generate conflicts among the actors involved in projects.

Unclear functions of income generating activities often results in the identification of activities that are actually not suitable for “performing” the desired functions: therefore for instance activities are sometime identified that would facilitate CSO functioning, but that are irrelevant for improving livelihood or for generating social change (or vice-versa, activities that can foster social change, but are irrelevant for funding organisations or for improving livelihoods).

6.2 Exploiting the NSA – LA Programme potentialities

The second set of issues to be considered is more linked to the possibility to solve the problems that emerged in the implementation of the NSA – LA Programme in Palestine. These include the following ones.

Partnership setting. Partnership is the focus of a wide set of problems emerging at “project level”: conflicts among partners on funding; dependency relationships; lack of actual engagement in setting the agendas of CSOs, etc.. Most of these problems are related to the presence of an unbalanced situation that is not adequately managed. The early (or foreseen) identification of problems and issues related to partnership among CSOs of different levels (such as NGOs and CBOs) and among organisations with different capacities and resources can play an important role for improving the programme capacity to actually support CSOs engagement in policy and governance. **Actually, very often it is not possible to set up “balanced” partnerships, since leading organisations clearly play a role in the identification, formulation and management of projects, but it is possible to define some specific measures for managing the differences** (possible mitigation/management measures can include: the clear identification of roles; the transparency of decision making and budget; the creation of “steering committees” and other participatory bodies; the engagement of all partners since the beginning of project formulation, etc.).

Sustainability and exit strategies. Sustainability is a general weakness of the programme. **Exit strategies seem very often to be defined as they would be for projects focusing on “service delivery”, rather than for projects aiming at reinforcing “collective actors”.** Specific strategies needs therefore to be identified, taking into account the specificities of CSOs engagement in policy and governance: these **strategies should therefore not so much look to the raising of funding and financial resources, but to the “interests” and “stakes” in play for engaged actors.**

Income generation. Income generation has been the main exit strategy in some projects funded under the programme, but **only in few cases the income generation activities identified seemed to be capable to actually play a key role in the sustainability of involved actors.** In these few cases, the income generation activities were featuring certain characteristics:

- being related to the “core business” of the involved organisation (so that “generating funding” was not perceived as another job and was not producing a change in the key activities of the organisation);
- being innovative and making the most of the opportunities offered by local/national/global environment;
- being based on sound economic basis (that is generating resources, rather than consuming resources);
- being related to a specific strategy, concerning the involved organisations or concerning a the empowerment of specific groups of people (economic activities can represent a mean to

achieve autonomy and visibility for certain groups that are normally excluded from these activities).

The need to take into account these features limits very much both the range of possible “income generation activities” and the range of organisations for which these activities constitute a relevant choice for achieving sustainability. As a fact, **income generation activities should be considered as a tool in the initiatives for sustaining Civil Society actors, rather than being the core or the result of the initiatives.**

Sub-granting. Sub-granting has been identified as an important tool for allowing informal and small CSO to access resources. In the implementation of the NSA – LA programme in Palestine, sub-granting has been used in different ways. However, in some cases the use of sub-granting resulted in conflicts within projects or in the raising of issues related to trust among involved organisations: this happened often when sub-granting was used as an incentive to CBOs and other local actors for engaging in the project activities (particularly, when these activities were consisting of workshops and training leading to the setting of governance/policy bodies). **Specific strategies need to be identified in order to use sub-granting, and sub-granting itself should be used as a tool for “strengthening” organisations, rather than as an “opportunity” offered by larger NGOs (leading the projects) to smaller NGOs and CBOs.**

7 OPERATIONAL RECOMMENDATIONS

Based on the review, the following operational recommendation have been identified and discussed with main stakeholders.

The main points emerging in the consultation workshops

Two CSO consultation workshops have been carried out in Gaza and in Ramallah on 9 and 10 April 2013 for validating the outcomes of the review and for discussing about priorities and recommendations for the future NSA – LA and support to CSO programmes. The recommendations emerging from the two meetings have been integrated within those presented by the consultants; however it seems important to put them into evidence. Shortly reporting the debate which emerged in the two meetings can in fact help to perceive local actors worries, expectations and views.

- **Networks and coalitions** are recognised as an issue both in Gaza and the West Bank. The need has been discussed to reinforce “through coalitions” in order to increase the CSO capacity to promote and reinforce accountability and transparency at local and national level.
- A second issue emerging in the discussions has been that of **engaging with local authorities and public sector actors**. In this framework a difficulty emerge – particularly in the West Bank – regarding the identification of the actors which are responsible of public policies and public services: initiatives aimed at facilitating the identification of these actors and then the identification of actions for increasing their accountability are therefore considered a priority. A further difficulty emerging in this framework was identified in the lack of interest of Local Authorities for participating in activities that do not provide concrete benefits, in terms of funding and in terms of new services.
- The **strengthening of linkages among the West Bank, East Jerusalem and Gaz, and the limitation of existing division tendencies** is another common worry, which emerged with particular strength in the meeting in Gaza. Three main recommendations were made to the aim of keeping “Palestine” as a one country: to support national organisations and bodies working in all the three areas of Palestine; to support initiatives that –also through the partnership among different organisations – involve together the three areas; to avoid define priorities and policies that differentiate among the three areas (instead, approaches based on the integration between a national focus and the focus on local issues and problems can be developed).
- **Exit strategies and economic sustainability** of CSOs and of their activities (including service provision) has been another emerging issue. To this aim the need to better explore the **potential of income generating activities** has been pointed out.
- **Sub-granting** and the ways of using it have been discussed. Discussion was focused on the need to consider sub-granting as a tool rather than an objective of NSA – LA projects. The problems regarding the use of small funds to sustain the setting of local infrastructures have been discussed, as well as the possibilities to use sub-granting to foster capacity building of CSOs and to facilitate access of CBOs to resources.
- In relation with grants and funding, the need to find **alternative funding sources for supporting service delivery** emerged as a problem: while it is clear for most project that service delivery cannot be funded through the NSA Programme (and that using “project funding” to support service delivery often generate problems, such as the interruption of services and the loss of the resources that were developed through the project, when project stops), it is unclear which alternative funding sources can be used; particularly considering the shift of the attention and funding of foreign donors from Palestine to other countries in the Region.
- Also in relation with the sustainability issue, in both meetings, the need to increase the **engagement with private sector** was discussed. Private sector can represent an alternative source of funding, as well as another actor to be involved in policy and governance activities. Specific capacities need to be developed to these aims and new partnerships can be explored involving private bodies.
- **Local authorities** and the possibilities for engaging with them in setting of local governance mechanisms have been discussed. Attention has been given to the possibility to encourage “standard setting activities” at local and national level, in different fields and sector and involving both policy definition and the setting of enforcement and monitoring bodies. Moreover, within the same discussion, it has been pinpointed that Local Authorities at local level can be engaged in this framework.
- **Engagement with Local Authorities was also discussed regarding project and programme setting**: in fact, it was observed that their role can be improved and enhanced at all project levels: for identification, for formulation, and for implementation and monitoring. The possible engagement with Local Authorities for what concerns financial resources (sometime facilitating LA access to resources is a main way to engage them) and budgets was discussed.

- **Different approaches for better focusing and coordination among actions have been discussed**, involving the possibility to adopt a sector focus in the calls of proposals; a general agreement emerged about the interest of maintaining a focus that is on the CSOs capacities without reference to sector; in fact, it has been considered adopting a sector focus would involve the adoption of “external agendas” by CSOs.
- The need to enhance the coordination among **CSOs and public authorities concerning the interventions in the same sector** was also discussed, particularly with reference to the improvement of coherence and added value of the programme with other EU initiatives, including geographic cooperation.
- Coordination was also discussed regarding the possibility to **support the development of “consolidated efforts” for promoting changes in focus areas**, either thematic or geographic. The risk to influence CSO agendas however was also discussed in this framework.
- Some actors have been identified as particularly important in future initiatives, namely **youth and women**. These were already considered in previous activities, but are recognised to play a pivotal role, both regarding the development of new governance and policy mechanisms and spaces, and regarding innovation and capacity development within CSOs. In this framework also was emphasised the need to support new actors such as social movements, such as the ones that emerged in against the increasing separation between the West Bank and Gaza or related to gender related issues or to youth recognition in national policies or at local level.
- **Needs to improve project design and formulation** have been discussed. Issues to be addressed were recognised particularly regarding the identification of suitable and meaningful indicators, and regarding the improvement of monitoring and evaluation. Improvement of **indicators** and **M&E procedures** appears to be very much related with the possibility to actually shift from a “activity based approach” to a “result based” or “change based” approach.
- The lack of **accumulation and shared knowledge** among organisations and projects is a further theme that was discussed. Special events and mechanisms for facilitating the sharing of experiences and for facilitating the identification of solution to common problems have been identified as a possibility. The difficulties of communication between Gaza Strip and the West Banks have been identified as a major obstacle to the sharing of knowledge. Efforts to find innovative approaches and tools to facilitate knowledge sharing and coordination have been said to be needed.

7.1 Recommendations concerning priority setting

The first set of recommendations concern some priorities to be considered in next programmes supporting NSA – LA and CSOs:

- strengthening the focus on “Networking and platforms”, by prioritising the support to coordination initiatives among NGOs, CBOs on specific issues or on a territorial basis;
- strengthening the engagement of CSOs with Public authorities, by prioritising the support to initiatives fostering the setting of local and national dialogue and governance mechanisms that involve together different actors, focusing on the public policies and public services; and by avoiding to support initiatives that involve the creation or development of networks of services alternative to the public ones
- strengthening the visibility of the different actors within civil society, both at national and local level, by prioritising the support to media actions and to initiatives concerning the cooperation between CSOs and media actors
- strengthening knowledge production and dissemination: little knowledge exist on social processes, needs, social exclusion dynamics, etc. so that often both CSOs and the PA work on the basis of stereotypes; support should therefore be provided to initiatives aimed at improving the CSO engagement in the production of knowledge basis for setting development strategies and policies, particularly at local level;
- strengthening planning and coordination initiatives at local level, involving several CSOs and local actors in setting common framework for guiding development initiatives at local level, reducing overlapping of initiatives and a more focused use of available resources; thus avoiding the engagement of CSOs as executing agencies in the framework of local development agenda set by other actors.

7.2 Recommendations concerning the involvement of actors

A second set of recommendations concerns the identification of actors that should be involved within the NSA - LA Programme:

- supporting emerging “movements” or groups representing “new actors”, also within existing organisations;
- supporting gender focused CSOs and the development of groups and visibility of women as collective actors within CSOs and NGOs;
- supporting the cooperation with “private sector” and other NSA, including universities and trade unions.

7.3 Recommendations concerning the activities

The third set of recommendations concern the selection of activities to be supported through the NSA – LA Programme. These include:

- innovation in service provision - both by public authorities and by CSOs - focusing on the introduction of new approaches, on targeting, on the adoption of standards, on the setting of monitoring and governance mechanisms, and avoiding to support “service delivery” per se;
- institutional development activities, instead of “capacity building” or training, characterised by clear strategies and clear results related to the engagement of CSOs in policy/governance or in service delivery, to their internal governance and autonomy, and to their stability;
- coordination and planning activities, at local level or concerning “policy areas” or sectors (focusing on the strengthening of existing bodies, rather than on the creation of new bodies).
- advocacy for the improvement of public services at local level, and/or advocacy for the exercise of citizen’s rights at local level;
- governance mechanisms at local level, including the monitoring of public services/public policies;
- governance mechanisms at national level, including the monitoring of public services/public policies;
- policy dialogue involving NSA and public actors, at local and national level.

7.4 Recommendations concerning the project implementation mechanisms and approach

Some recommendations emerged regarding the project implementation mechanisms, including:

- the organisation of projects according to “stages” or “phases”: thus having a first period for testing the proposed approach, and a second one for upscaling its use; separated by a mid-term evaluation;
- introducing in all projects mid-term evaluation as a basic requirement;
- introducing specific strategies for using sub-granting (this imply to avoid the use of sub-grants for funding temporary activities and or for funding projects that are not increasing the consistence and sustainability of involved CSOs)
- avoiding direct partnerships between international NGOs and local CBOs (first level organisations) without the involvement of national/local structured NGOs (this kinds of partnerships tend to amplify problems related to dependency both in resource management and in agenda setting);
- requesting to projects to be framed in a long term strategy concerning the development of involved CSOs and (if relevant) the setting of governance/policy mechanisms or the innovation in services

7.5 Recommendations concerning the support to project implementation

Recommendations concerning the provision of support to project implementation, thus mainly concerning the technical assistance activities under the responsibility of EUREP, include:

- provide support to project formulation, after the selection of “concept notes” (thus maintaining and extending the practice that was tested in the previous CfP, not only delivering training activities, but also providing “on hands” and remote technical assistance);
- consider the possibility to use the “guidelines for crisis situation” in the Palestinian setting; in fact these guidelines would allow for the negotiation with concerned CSOs after the evaluation of the concept notes;
- include in drafting guidelines specific indications for improving project formulation, particularly concerning exit strategies, sustainability and partnership setting, activities related to income generation and sub-granting;
- providing support to improve “risk analysis” and “political economy analysis” within the project formulation, including the mapping of relevant actors and the identification of their stakes and interests (this can be done in the framework of the support to project formulation);
- providing support to Knowledge sharing and to the identification and dissemination of “practices” and of “solutions to emerging problems”, both by organising meetings at national and local level (this meetings should be organised periodically, not just occasionally) and by using innovative tools (including: blogs or “facebook” pages, specific studies and TA activities, exchange of visits among projects);
- providing support for facilitating coordination and creation of synergies among projects and organisations, through the organisation of meetings among projects focusing on the same geographical areas/sectors or using similar tools and approaches, and through the creation of “permanent coordination” bodies among these projects (thus avoiding just to organise occasional meetings).

Annex 1 - ToR

SPECIFIC TERMS OF REFERENCE
Review of the effectiveness of the Non State Actors Programme
in the Occupied Palestinian Territory 2007-2011
FWC COM 2011 - LOT 1
Request for Services 2012/303983/1

1. BACKGROUND
2. DESCRIPTION OF THE ASSIGNMENT
 - 2.1. Global objective
 - 2.2. Specific objective(s)
 - 2.3. Requested services, including suggested methodology
 - 2.4. Required outputs
3. EXPERTS PROFILE OR EXPERTISE
 - 3.1. Number of requested experts per category and number of man-days per expert
 - 3.2. Profile or expertise required (education, experience, references and category as appropriate)
 - 3.3. Working language(s)
4. LOCATION AND DURATION
 - 4.1. Starting period
 - 4.2. Foreseen finishing period or duration
 - 4.3. Planning
 - 4.4. Location(s) of assignment
5. REPORTING
 - 5.1. Content
 - 5.2. Language
 - 5.3. Submission/comments timing
 - 5.4. Number of report(s) copies
6. ADMINISTRATIVE INFORMATION
 - 6.1. Budget
 - 6.2. Other authorised items to foresee under reimbursable
 - 6.3. Other issues
7. ANNEXES
 1. Indicative background reading
 2. Overall structure of the final report
 3. Structure of the power Point presentations: synthesising the main results of the Final Report and Consultation with CS about future CfP priorities
 4. Evaluation criteria and key issues
 5. Principles regarding the drafting of Evaluation questions

1. BACKGROUND

The Multiannual Strategy¹³ for the Thematic Programme "Non-State Actors and Local Authorities in Development" was established for the period 2007-2013 with an envelope of 1.6 BEUR, aiming at supporting small-scale initiatives in partner countries in the area of development. It is an "actor-oriented" programme aimed at strengthening the capacity of Civil Society Organisations¹⁴ (CSOs) and Local Authorities (LAs) as a pre-condition for a more sustained, equitable, open and democratic society through support to their "own initiatives".

The main component of the Programme is support to development actions, to be implemented by Non State Actors (NSA) or LAs, in close cooperation with the local communities and the most vulnerable population groups, aiming at promoting an inclusive and empowered society in partner countries. This support is implemented through multi-country and in-country interventions. The first ones financed through world-wide Calls for Proposals (CfP) managed by the European Commission (EC) Headquarters, while the second specifically target national contexts through local CfP with specific financial allocation managed by the European Union (EU) Delegations.

The NSA Programme allows EU Delegations to spend up to 3-5% of the respective annual country allocation for support measures accompanying the implementation of the thematic programme. The EU Representative Office for the West Bank and Gaza Strip (EU REP) has made an extensive use of these funds, covering activities of direct benefit to the organisations targeted by the programme such as consultation sessions, information sessions on CfP, local mapping studies, and training seminars.

The NSA Programme in the occupied Palestinian territory (oPt) has been targeting NSAs (and not LAs) only in view of the considerable amounts of assistance delivered through public institutions in the oPt for state-building purposes, but also for political and legal reasons. However, cooperation with LA for the implementation of the projects has been encouraged.

In the oPt, country allocations have been made available under the NSA programme on a yearly basis, with a total amount of 16,4 MEUR for the period 2007-2013¹⁵. Three local CfP have been launched so far for a total of 11.6 MEUR: the first one in 2008 (2007 budget of 2 MEUR), the second one in 2009 (2008-2009 pooled budgets for a total of 4.8 MEUR) and the third one in 2011 (pooling 2010-2011 budgets for a total of 2.4 MEUR). All the three CfP attracted much attention from CSO resulting in an average of almost 100 Concept Notes per CfP. Under these three CfP, a total of 27 projects have been or are currently contracted in East Jerusalem, the West Bank and the Gaza Strip.

For the years 2012¹⁶ and 2013, there is a yearly budget allocation of 2.4 MEUR. The recommendations and conclusions of this review will be shared with CSOs in the oPt and will help to define the objectives and priorities of the 2013 CfPs.

The global objective of the CfPs launched in the oPt observes the local context and faithfully reflects Objective 1 of the Multiannual Strategy for the NSA-LA Programme as well as related Annual

¹³ http://ec.europa.eu/europeaid/what/civil-society/documents/nsa_la_strategy_paper_2007_2010_en.pdf and http://ec.europa.eu/europeaid/how/finance/dci/documents/nsa-la_strategy_2011-2013_-_en.pdf.

¹⁴ The term Civil Society Organisations (CSOs), which is increasingly used, is equivalent to the term Non-State Actors (NSA). When referring to CSOs in these ToRs the applicable definition is to be found in Article 14 ('Non-State Actors') of the Regulation (EC) No 1638/2006 of the European Parliament and of the Council of 24/10/2006 laying down general provisions establishing a European Neighbourhood and Partnership Instrument (ENPI). According to Article 14, the non-State, non-profit making actors eligible for financial support include "NGOs, organisations representing indigenous peoples, organisations representing national and/or ethnic minorities, local traders' associations and citizens' groups, cooperatives, trade unions, organisations representing economic and social interests, organisations fighting corruption and fraud and promoting good governance, civil rights organisations and organisations combating discrimination, local organisations (including networks) involved in decentralised regional cooperation and integration, consumer organisations, women's and youth organisations, teaching, cultural, research and scientific organisations, universities, churches and religious associations and communities, the media and any non governmental associations and independent foundations, including independent political foundations.

¹⁵ http://ec.europa.eu/europeaid/how/finance/dci/documents/nsa-la_strategy_2011-2013_-_en.pdf and http://ec.europa.eu/europeaid/how/finance/documents/non-state-actors/country_envelopes_2010_en.pdf

¹⁶ 2012 allocation for NSA for oPt will be pooled with the allocation for EIDHR (2.3 MEUR) and the Civil Society Facility (0.5 MEUR) in a single local call for proposals

Action Programmes¹⁷, being the strengthening of Civil Society in partner countries as a pre-condition for a more sustained, equitable, open and democratic society. The specific objectives of the subsequent CfP were as follows:

- To benefit populations out of reach of mainstream services and resources and excluded from policy making processes with a view to contribute to poverty alleviation;
- To strengthen the capacity of CSO in the oPt with a view to facilitating their participation in defining and implementing poverty reduction and sustainable development strategies.

The 2008 CfP gave priority to those projects that:

- Target deprived territories especially but not limited to, Gaza Strip and seam zone;
- Empower community based organisations and grass root groups, with a special emphasis on social services delivery involving young people;
- Promote and demonstrate good organisational governance, including participatory approaches, accountability and evidence based needs analysis;
- Include capacity building at all levels;
- Strength coalitions, networking and alliances at all levels including national dialogue in order to consolidate the voice of Non State Actors and their advocacy capacity towards decision makers.

Following a Consultation with the Civil Society (CS), the 2009 CfP focused on the following priorities:

- Target population groups in the Gaza Strip that were affected by the recent conflict¹⁸, specially women, children and youth¹⁹;
- Empower community based organisations and grass root groups, with a special emphasis on engaging young people to deliver social services in their communities.
- Facilitate interaction, networking and coordination between governmental entities and Non State Actors.

The 2011 CfP followed a global mid-term review of the NSA programme and a consultation with CS in the oPt. It defined as priority the projects that:

- Target most deprived targeted areas including the Gaza Strip, East Jerusalem and "Area C" and the "seam zone" of the West Bank.
- Target children, youth, women or elderly people belonging to vulnerable or marginalised groups or persons with disabilities.
- Propose sustainable interventions for socio-economic empowerment of disadvantaged groups (including but not limited to job creation and income generation, development of employability skills and vocational training).
- Engage with community based organisations or similar types of grass-roots organisations.
- Facilitate synergies, networking and coordination between NSA or between public bodies and NSA delivering services in the same sector.

¹⁷ http://ec.europa.eu/europeaid/work/ap/index_en.htm

¹⁸ Following the Israeli attack of December 2008/January 2009, usually referred to as "Operation Cast Lead".

¹⁹ The Guidelines highlighted the need for projects to advance a developmental approach and avoid overlapping with the ongoing emergency and humanitarian assistance.

In regards to the support for community-based and grassroots organisations, sub-granting was increasingly promoted during the subsequent CfPs.

Under support measures credits, the Office of the EU representative (EUREP) has organised regular trainings, information sessions and workshops for grant potential and actual beneficiaries.

Interventions under the NSA Programme have been complementary to the ones funded through other means, be it programmed aid or projects funded under thematic budget lines following CfPs²⁰.

2. DESCRIPTION OF THE ASSIGNMENT

2.1. Global objective

Systematic and timely evaluation of its programmes is a priority of the European Commission. The focus is on the results and impact (effects) of these programmes against a background of greater concentration of external co-operation and increasing emphasis on result-oriented approaches.

The global objective of this review is hence to be accountable and to provide the relevant services of the European Commission and the wider public with an overall independent assessment of the EU support to civil society in the oPt under the NSA programme.

2.2. Specific objectives

- To assess the past and current implementation of the NSA Programme in the oPt and in particular its relevance, efficiency, effectiveness, sustainability and impact **against the objectives of the Strategy of the NSA-LA Programme and its Annual Action Programmes as well as the local strategy for NSA in the oPt;**
- To identify **key lessons and recommendations for programming, management and delivery** of future support through this thematic programme, including the review of priorities for the 2013 CFP.

Note that the objectives of the assignment refer to the overall oPt NSA Programme and not to the individual funded projects. Whereas the Consultant will have to consider the individual projects' performance (on a representative sample basis), the findings will nourish the evaluation criteria as per the Programme. In this sense, the Evaluation Team shall take stock and build upon the assessments and conclusions already carried out at project level (ROM monitoring and evaluation reports) as well as the mapping of CS in the oPt of May 2011²¹.

2.3. Requested services, including suggested methodology

The review consists of an analysis and assessment of the overall performance and impact of the interventions funded so far in the oPt in the framework of the NSA Programme as well as conclusions, recommendations and lessons learned for an improved implementation of the programme. This also covers proposals for the definition of priorities of the future CfPs.

The review must include a desk phase; a field phase and a synthesis phase. The field phase includes a briefing and a debriefing as well as 2 workshops (one in the West Bank and one in the Gaza Strip).

The framework-contractors shall present an **offer**, which should contain:

²⁰ The European Commission assistance is mainly channelled through the PEGASE mechanism, aligned to the *Palestinian Reform and Development Plan* in addition to significant support to refugees through UNRWA and humanitarian assistance through ECHO²⁰ Furthermore the EU funds projects through Thematic Programme and Instruments like EIDHR, Investing in people-gender, Food security, Partnership for Peace, East Jerusalem and the global Non State Actors and Local Authorities in Development (NSA-LA).

²¹ The list of documents is presented in the Annex I. Reference internet websites are provided at this stage. Full documents will be made available to the Evaluation Selected Team following the signature of the Contract.

- Their understanding of the ToR and their specific methodology to evaluate the NSA programme in the oPt, including an indicative evaluation questions list and a workplan that shall take into account local context issues such as restrictions on movement, especially in Gaza (max. 5 pages).

Individual projects will be assessed on a sample basis. The methodology shall include the criteria for defining the sample of projects to be visited in the field visits. The sample must include at least 9 projects (1/3 of total number of projects) and be geographically balanced. The criteria for defining the representativeness and added value of the field visits will be considered for the evaluation of the offers. Note that the EU REP may adjust the methodology proposed (including sample of projects to be visited).

Note that with the three CfP launched so far there has been a total of 27 projects funded (CfP 2008 -5 projects-, CfP 2009 -12 projects-, CfP 2011 -10 projects-), 10 of them in Gaza, 5 of them in the West Bank and 12 of them in Jerusalem or over the whole oPt. The list of the 27 NSA projects in oPt are annexed to the ToR to consider the geographical distribution.

The overall methodological guidance to be used is available on the web page of the DEVCO Evaluation Unit under the following address:

http://ec.europa.eu/europeaid/how/evaluation/introduction/introduction_en.htm

- The CVs of the experts. See details on experts' categories and profile on Section 3.2.
- The financial offer.

2.3.1. Temporal and geographical scope

The review shall cover the period of the NSA Programme implementation in the oPt (2007-2012).

The review shall cover the actions that have been financed in the oPt (East Jerusalem, Gaza Strip and West Bank) through the local NSA Programme including the support measures.

2.3.2. Thematic scope

The review will be based on a limited set of evaluation questions, which should cover the following evaluation criteria: relevance, effectiveness, efficiency, impact, sustainability, coherence and the European Commission's added value²². The criteria will be given different weightings based on the priority given to the evaluation questions.

The report shall include **relevant analysis of the past interventions, as well as conclusions, recommendations and lessons learned for an improved implementation of the programme and for an improved definition of the future strategies with Non State Actors in the oPt.**

The analysis should take into account and be responsive to the update of the policy framework for CSO in development, currently in progress. In this regards, the Consultant will, in particular, refer to the Conclusions of the Structured Dialogue²³, the Agenda for Change²⁴ and the EC Communication on Europe's engagement with Civil Society in external relations²⁵.

The consultants assessment shall focus on the following issues:

- The projects response to the objectives spelled out in the Guidelines CfP and coverage of all the intended priorities, as well in terms of population as in terms of geographical distribution.

²² The first five correspond to the traditional practice of evaluation of development aid and have been formalised by the OECD (DAC). The following two apply to all EU policies.

²³ https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/e/ea/FINAL_CONCLUDING_PAPER.pdf

²⁴ http://ec.europa.eu/europeaid/what/development-policies/documents/agenda_for_change_en.pdf. Some issues were included in the Consultation Paper "Preparing the European Commission Communication on Civil Society Organisations in Development". http://ec.europa.eu/europeaid/how/public-consultations/6405_en.htm

²⁵ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2012:0492:FIN:EN:PDF>

- The implemented projects matching the intended objectives and expected results, as spelled out in the CfP and the NSA-LA programme documents.
- The adequacy of funded projects in regards to the country needs and the National Plans (supported through the EC bilateral programming) and their role in terms of further development of the national reform agenda.
- The adequacy of project proposals against the Programme's objectives and priorities, also in terms of quality of design.
- The programme contribution in strengthening of NSA capacity to participate in poverty reduction and sustainable development strategies.
- The programme contribution in boosting of networking between governmental entities (including LAs) and CSOs.
- The strategic significance and adequacy of the support measures, notably in regards to their contribution to CSO's capacity development needs.
- The contribution of the selected and funded projects to the achievement of the Programme's objectives and results (as spelled out in the programming documents).
- The adequacy of the Programme to the oPt context where CSOs act as service providers, some times shadowing public responsibilities and how the institutional sustainability is promoted.
- The programme contribution to the continuation and promotion of the projects' results.
- The projects contribution to local CSO' ownership and capacity building, also in the framework of partnerships with international CSOs and whether the latter ones have enhanced projects' results.
- The consistency with the different EC cooperation instruments.
- The projects' attention to relevant cross-cutting issues such as gender equality, children's rights, rights of people with disabilities and the elderly and environment protection.
- To which extent does the EU have a comparative advantage or added value in its support to the CSO as compared to other donors active in the oPt (especially in the Gaza Strip).

Lessons learned and examples of good practices included in the report should be translated into constructive and feasible **recommendations**. These should target the succeeding NSA programme' strategies in the oPt with a view to: i) improving the management ii) further focusing the actions and iii) addressing any deficiencies or problems identified. In this sense, the following issues should be addressed by the Consultant:

- Incorporating the recommendations relevant to this Programme issued by the mapping of CS in the oPt in future programming.
- Improving the definition of priorities in the CfP so that project proposals respond more accurately to the objectives and priorities.
- Encouraging further capitalisation of projects' previous experiences and further reflection on future sustainability.
- Focusing on the participation of International NGOs on the enhancement of local CSO internal capacity, especially within the framework of partnerships.

- Reconciling dialogue with institutional counterparts and NSA participation in public policy processes and in domestic accountability with the NS character of the Programme and the Beneficiaries.
- Furthering complementarity and consistency of EU engagement with CSO, for example in regards to projects and programmes funded by EIDHR, Civil Society Facility²⁶ and bilateral programming.
- Integrating new aid modalities proposed in the Structured Dialogue²⁷ in future CfP²⁸.

Beside the evaluation criteria, cross-cutting issues should be addressed and reflected along the whole evaluation report when relevant in the Evaluation questions and recommendations, in particular the mainstreaming of gender equality, children's rights, rights of disabled persons and the elderly and environment protection.

The Consultant shall take account of the different local contexts within which the local CSOs operate (West Bank, the Gaza Strip and East Jerusalem) and infer conclusions accordingly.

The Consultant shall take into account the "crisis situation" factors affecting the programme and the projects (in all the different programme/project cycle phases). An example at stake is the situation in the Gaza Strip, where there is a blockade with heavy socio-economic implications and there is a non-contact policy with the de-facto authorities. In this regards, the Evaluation methodology must be adapted to the "crisis situation" factors that shape the context in which the Programme and the Projects operate.

A brief methodology (including an indicative evaluation questions list) is expected to be included in the response to this Request for Services. More information on the evaluation criteria and key issues and on the main principles for the drafting of evaluation questions can be found in annexes 4 and 5.

2.4. Required outputs / Reporting

The Consultant will ensure that the views of a representative selection of programme stakeholders and beneficiaries from the three geographical areas of intervention (West Bank, Gaza Strip and East Jerusalem) have been heard and fairly reflected in the review process.

The required outputs are²⁹:

- a) Inception Report.
- b) Field preliminary findings and 2 PowerPoint presentations.
- c) 2 Workshops with CS (both presentation of initial findings of the review as well as Consultation on priorities for future CfP). One workshop in the West Bank and another one in Gaza Strip. The workshops are to be organised in close coordination with the EU REP.
- d) Final Report and translation of the executive summary in Arabic.
- e) A PowerPoint presentation with the final findings, the recommendations and the conclusions of the review to be used with donors, local partners and wider public.

The EU REP shall approve the Inception Report before the Field phase starts. Should the contractor not receive any communication from EUREP on the inception report within 10 days of its submission it can consider the inception report approved.

²⁶ For Annual Work Programme 2011, see http://ec.europa.eu/europeaid/documents/aap/2011/af_aap-spe_2011_enpi.pdf. At the time of writing AWP 2012 is not yet decided.

²⁷ Structured Dialogue conclusions. See the Technical Sheets on Aid modalities: https://webgate.ec.europa.eu/fpfs/mwikis/aidco/index.php/Structured_dialogue

²⁸ Note that distinction is to be made between those modalities that are currently allowed by the Financial Regulation and Instrument and those that are not allowed.

²⁹ The Consultants have to provide, whenever asked and at the end of the evaluation, a summary of all the documents, databases and data collected.

The EUREP must approve the 2 PowerPoint presentations before the restitution/consultation workshops take place. The EUREP must also approve the PowerPoint presentation with the final findings.

3. EXPERTS PROFILE OR EXPERTISE

3.1. Number of requested experts per category and number of man-days per expert

1 Senior Expert (Team leader) and a maximum of 2 Junior Experts.

32 working-days per experts' category (including travelling). No variation in the number of working days per category is allowed as the figure would alter the overall budget.

3.2. Profile or expertise required

- Education

The Experts must have

- at least Masters Degree Academic level in Political Science, Social Science, Public Administration or in a field relevant to the assignment;

- or, in its absence, 3 years of equivalent professional experience in the sectors mentioned below (General professional experience). This equivalent experience must be above the 10 years or the 3 years General professional experience requested below for the Senior and Junior experts respectively.

- General professional experience of the experts:

The Senior Expert must have at least ten years of experience in development and poverty alleviation issues, including socio-economic development, governance and list of relevant sectors of FWC COM 2011 for Lot 1 listed in Annex 7, with at least four years of field experience and with at least one experience as a Team leader.

The Junior Expert(s) must have at least 3 years of experience in development and poverty alleviation issues, including socio-economic development, governance and list of relevant sectors of FWC COM 2011 for Lot 1 listed in Annex 7

- Specific professional experience of the Team. The following expertise must be covered by the Experts Team:

- At least 5 years: Evaluation methods and techniques in general, with at least 3 experiences with Programme level evaluations;

- At least 5 years: Working with Civil society and/or on Civil Society related issues;

The following knowledge and experience will be considered an asset:

- a personal record of evaluation missions of EU funded programmes/projects in the field of NSA, civil society, local development and governance, preferably in the Southern Neighbourhood;

- cross-cutting issues, notably gender equality;

- the methodological approach set by the Commission for the Evaluation (cf. DEVCO Evaluation Unit's website:

http://ec.europa.eu/europeaid/how/evaluation/introduction/introduction_en.htm).

- EC procedures regarding Call for Proposals and grants;

- the EC thematic programmes, in particular the NSA-LA;
- the European Neighbourhood Policy and the European Neighbourhood and Partnership Instrument;
- understanding of the occupied Palestinian territory context;
- EC Structured Dialogue for an efficient partnership in development;
- excellent facilitation, consultation and analytical skills (proven by relevant experience)

- Language skills:

At least one member of the Team must be proficient in English and at least one member of the Team must be proficient in Arabic.

All Members of the Team must have a good command of English.

The language skills required may not be replaced by interpretation or translation services, unless explicitly permitted under these ToR (see point 6.2)

- Others:

Consultants must be strictly neutral. Conflicts of interests must be avoided (in particular, during of implementation of the evaluation, the selection of the sample should not include any project on which the experts may have worked).

All members of the Team shall be able to travel to all locations in the oPt where there are projects: East Jerusalem, West Bank and Gaza.

3.3. Working language(s)

The working language will be English.

4. LOCATION AND DURATION

4.1. Starting period

Estimated as 4th of February 2013.

The timing of activities will be set according to the following **indicative** work plan:

Please note that the duration and the phasing proposed in the work plan are indicative. The Consultant may propose variations, including different involvement of the experts per phase. The total number of working days per category of expert (32 working days) must be respected and each expert's category should be involved in all the three phases.

<i>Review Phases and Stages</i>	<i>Notes and Reports</i>	<i>Dates (est.)</i>	<i>Working Days (est.)</i>	<i>Meetings/Communications</i>
Desk Phase			26	
	Draft Report	Inception >04/02		Methodology Workplan
	Final Report	Inception		Questionnaires, telephone/live interviews with relevant stakeholders Outline of final report
Field Phase			26	
	Travelling			(if needed)

	Presentation	<05/03		Briefing with EUREP
	Field visits			Meetings with projects (at least 9 projects). Meetings with other stakeholders. Field visits will take place in East Jerusalem, the West Bank and the Gaza Strip. Internal travelling is thus to be considered.
	Preliminary findings presentation			Debriefing with the EU REP
	Restitution/Consultation workshops (1 in Wes Bank and 1 in Gaza) 2 Power Point presentations	<05/04		- Summary of the review' s initial conclusions - Consultation with CS on objectives and priorities for future CfP
Synthesis phase			10	
	Draft Final report	<05/04		
	Final Report	<05/06		2 copies of the Final Report must be sent to EUREP + an electronic format by email A CD-Rom with the Final Report and annexes shall be added to each printed copy.

4.2. Foreseen finishing period or duration

The Final version of the Final report to be transmitted to the EUREP maximum 150 calendar days after the signature of the contract.

4.3. Planning

Any planning and organization for the field visits and other logistical arrangements will be done by the Consultant with facilitation by the EUREP where necessary.

Note that travel restrictions in the oPT demand for making travelling arrangements well ahead (ex. Gaza Strip, 1 month). The Consultant shall be informed and take into consideration these travel restrictions and plan the missions accordingly.

4.4. Location(s) of assignment

The field visit, compulsory to all members of the Team, is to take place in the oPt where NSA projects are or have been implemented (East Jerusalem, West Bank and Gaza). The other phases (desk and synthesis) are home based.

5. REPORTING

5.1. Content

5.1.1. *The Inception Report.*

The report (max 20 pages, excluding annexes) should include:

- The **background/context** of the oPt and the implications for the implementation of the NSA Programme;
- A concise **description** of the development co-operation rationale of the implementation of the NSA programme in the oPt related to the evaluation questions;

- A detailed **work plan** for the next stages. The work plan for the field phase should include a list with brief description of activities, projects and programmes for in depth analysis in the field. The Consultants must explain their representativeness and the value added of the visits;
- A **methodological design**, including evaluation tools ready to be applied in the desk and field phases: (i) suitable methods of data collection indicating any limitations, describing how the data should be cross-checked and specifying the sources, (ii) appropriate methods to analyse the information, again indicating any limitations of those methods in the concerned countries.
- Additional to the field visits, the methodology should include a questionnaire to be sent to all relevant stakeholders and some interviews may be carried out by phone. The questionnaire will be validated by the EUREP before sending it to the relevant stakeholders. The questionnaire is not part of the Inception Report but is to be enclosed as Annex;
- The **evaluation questions**, including explanatory comments for each. The choice of the questions determines the subsequent phases of information and data collection, elaboration of the methods of analysis, and elaboration of final judgements;
- A limited number of appropriate **judgment criteria** per evaluation question;
- A limited number of **quantitative and/or qualitative indicators** related to each judgment criterion;
- A **chain of reasoning** for answering the questions.

5.1.2. Field preliminary findings' presentations

The fieldwork shall be undertaken on the basis set out in the Inception Report. If during the course of the fieldwork it appears necessary to deviate from the agreed approach and/or schedule, the Consultants must ask the approval of the EU REP before any changes can be applied. At the conclusion of the field mission the Consultants will present the preliminary findings of the evaluation to the EU REP and afterwards to the relevant stakeholders through two workshops.

- A short presentation (PowerPoint) summarising the preliminary findings of the Evaluation, following the field phase and according to the structure outlined in Annex 3 and for the attention of the EU REP. This presentation, the structure of which could be used for the Consultants' presentation to the CS workshop, will become an annex of the final report;
- A short presentation (Power Point) summarising the preliminary findings of the Evaluation for the attention of the CS workshop. This presentation shall be however, adapted to the objective of the seminar. The preliminary evaluation conclusions should bring about the main axes of a consultation with CS of priorities of the future CfP. The presentation shall thus be the basis for an structured dialogue with CS. The inputs and comments expressed by the CS shall enrich the recommendations for the CfP Guidelines.

5.1.3. A Final report

The Consultants will submit the draft Final report (max 50 pages, excluding annexes) in conformity with the structure set out in annex 2. One electronic copy of the final report needs to be submitted and 5 hard copies.

The Consultants will prepare the final report based on the contributions realised during the restitution/consultation workshop. Both the presentation (PowerPoint) synthesising the preliminary findings of the evaluation and the presentation made at restitution workshop will be revised in accordance to the final report and annexed to it.

The evaluators have to hand over all relevant data gathered during the evaluation. This can be on paper or on electronic format. Ownership and copyrights of such data remain exclusively with the Contracting Authority.

Additionally, a continuous quality control during the whole evaluation process shall be made.

NB: For all reports, the Consultants may either accept or reject the comments made by the EUREP, but in case of rejection they must justify (in writing) the reasons for rejection (the comments and the Consultants' responses are annexed to the report/deliverable). When the comment is accepted, the reference to the text of the report (where the relevant change has been made) has to be included in a response sheet.

5.2. Language

The reports will be written in English.

The executive summary of the Final report must be translated in Arabic and submitted as a separate document.

5.3. Submission/comments timing

The Draft Final Report is expected to be submitted at latest by mid November (15 days after the finalisation of the field phase). The Final version of the Final Report (after integration of comments) to be transmitted to the EUREP maximum 150 days after the signature of the Contract.

Number of report(s) copies

2 copies of the **Final Report** must be sent to the EUREP Office with all printed annexes. A CD-Rom containing all this information will be enclosed to each of the copies. A copy of the final report shall be sent to EUREP Office by email as well in a virus-free electronic format (MS Word, Excel).

6. ADMINISTRATIVE INFORMATION

6.1. Budget

The Contractor shall submit a Global Price Financial Offer in Euro not more than 65.000 Euros, including a maximum of 15,000 EUR for reimbursable.

6.2. Other authorized items to foresee under 'Reimbursable'

The following items may be considered as reimbursable:

- Per diems
- Translation costs. Note that the executive summary of the Final report must be translated in Arabic and submitted as a separate document;
- Local transportation between locations in the oPt where there are projects to be visited (car rental and/or public transport);
- The organisation of the two workshops (one in Gaza and one in the West Bank) with a maximum of 60 participants per workshop. The Contractor will collect signed attendance sheets for the two workshops and will ensure: issuing of invitations and advertising, rent of an appropriate venue, coffee break and lunch and simultaneous translation Arabic-English.
- Maximum of 2 international return trips for the whole mission.

6.3. Other issues

In case there is positive evidence (perceived restrictions of travelling of the proposed experts) that the Team from the selected offer can not travel to the three locations (East Jerusalem, the West Bank and the Gaza Strip), The EU REP will question the selected offer about it before the award of the contract.

The Contractor shall ensure that the experts are adequately equipped with necessary personal computer and communication facilities.

After signature of the contract experts are expected to provide their email addresses and mobile phone numbers for ease of communication.

For further information on the FWC COM 2011 please see:

http://ec.europa.eu/europeaid/work/framework-contract/commission2011/index_en.htm

ANNEXES

ANNEX 1. INDICATIVE BACKGROUND READING

- Thematic programme Non-State Actors and Local Authorities in development 2011-2013 Strategy Paper
http://ec.europa.eu/europeaid/how/finance/dci/documents/nsa-la_strategy_2011-2013_-_en.pdf
- Thematic programme Non-State Actors and Local Authorities in development. Mid term review 2009
http://ec.europa.eu/development/icenter/files/europa_only/consultation_non_state_actors_main_report.pdf
- Non State Actors and Local Authorities in Development. Projects funded in the oPt³⁰.
http://eeas.europa.eu/delegations/westbank/documents/eu_westbank/20100917_nsaprogramme_en.pdf
- CSO in oPt Mapping study
http://eeas.europa.eu/delegations/westbank/documents/news/20110712_ngomapping_en.pdf
- EIDHR CBSS (Guidelines of Calls for Proposals and list of projects).
http://eeas.europa.eu/delegations/westbank/documents/news/20110427_eidrcbss_en.pdf
- Structured Dialogue. Concluding Paper, May 2011
https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/e/ea/FINAL_CONCLUDING_PAPER.pdf
- Consultation on the future of EU policy on "Civil Society Organisations in development cooperation Development"³¹
http://ec.europa.eu/europeaid/how/public-consultations/6405_en.htm
- EC Communication on Europe's engagement with Civil Society in external relations, Sept. 2012
<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2012:0492:FIN:EN:PDF>
- Palestinian Reform and Development Plan
<http://www.mopad.pna.ps/en/attachments/article/5/EstablishingtheStateBuildingourFutureNDP202011-13.pdf>

KEY READING MATERIAL

A more extensive list of compulsory reading will be transmitted by the EU REP to the selected team. This will include, amongst others, the following documents:

- Concept Notes Proposals submitted to the EU REP in the subsequent CFP
- EU REP Concept Notes (programming)
- Available ROM Monitoring reports of projects funded under the NSA programme in the oPt.
- Available evaluations of projects funded under the NSA programme in the oPt.

³⁰ The updated list will be provided to the Consultant following the signature of the contract.

³¹ The contributions will be analysed and summarised in a report that will be published on the website of DG DEVCO by end of July 2012.

ANNEX 2: OVERALL STRUCTURE OF THE FINAL REPORT

The overall layout of the report is:

- **Final report**
 - Executive summary (1)
 - Context of the evaluation
 - Answers to the evaluation questions
 - Conclusions (2)
 - Recommendations (3)

Length: the final report must be kept short (50 pages maximum excluding annexes). Additional information regarding the context, the programme and the comprehensive aspects of the methodology and of the analysis will be put in the annexes.

(1) Summary

The executive summary of evaluation report should be maximum 5 pages. The template and structure for the executive summary is as follows:

- a) 1 paragraph explaining the challenges and the objectives of the evaluation;
- b) 1 paragraph explaining the context in which the evaluation takes place;
- c) 1 paragraph referring to the methodology followed, spelling out the main tools used (data of the projects visited, of the interviews completed, the questionnaires sent, the focus groups etc have to be listed);
- d) The general conclusion(s) (overall assessment) and the overarching conclusions (for example poverty reduction) have to be clearly explained;
- e) The 3 to 5 main conclusions should be listed and classified;
- f) The 3 to 5 main recommendations should be listed according to their priority.

Points a) to c) should take 1 to 2 pages.

Points d) to f) should not take more than 3 pages.

The executive summary of the Final report must be translated in Arabic and submitted as a separate document.

(2) Conclusions

- The conclusions have to be assembled by homogeneous "clusters" (groups). It is not required to set out the conclusions according to the 5 DAC criteria;
- The chapter on "Conclusions" has to contain a paragraph or a sub-chapter with the 3 to 4 principal conclusions presented in order of importance;

- The chapter on "Conclusions" must also make it possible to identify subjects, for which there are good practices and the subjects, for which it is necessary to think about modifications or re-orientations.

(3) Recommendations

- Recommendations have to be linked to the conclusions without being a direct copy of them;
- Recommendations have to be treated on a hierarchical basis and prioritised within the various clusters (groups) of presentation selected;
- Recommendations have to be realistic, operational and feasible. As far as it is practicable, the possible conditions of implementation have to be specified;
- The chapter on "Recommendations" has to contain a sub-chapter or a specific paragraph corresponding to the paragraph with the 3 to 4 principal conclusions. Therefore, for each conclusion, options for action and the conditions linked to each action as well as the likely consequences should be set out.
- The chapter on Recommendations has to contain a sub-chapter corresponding to those recommendations directly applicable to the drafting of the future CfP Guidelines, notably in terms of priorities identified. These should derive both from the evaluation conclusions as well as the consultation with CS.
- **Annexes (non exhaustive)**
 - National background
 - Methodological approach
 - Information matrix
 - Monograph, case studies
 - List of institutions and persons met
 - List of documents consulted
 - Synthetic presentation of the main results of the evaluation (4 slides per evaluation question)

NOTE ON THE EDITING OF REPORTS

- The final report must:
 - be consistent, concise and clear;
 - be well balanced between argumentation, tables and graphs;
 - be free of linguistic errors;
 - include a table of contents indicating the page number of all the chapters listed therein, a list of annexes (whose page numbering shall continue from that in the report) and a complete list in alphabetical order of any abbreviations in the text;
 - contain one (or several) summaries presenting the main ideas. For example, the answers to the evaluation questions and the main conclusions could be summarised and presented in a box.

- The executive summary has to be very short (max. 5 pages);
- The final version of the report shall be typed in single spacing and printed double sided, in DIN-A-4 format;
- The font shall be easy to read (indicative size of the font: Times New Roman 12);
- The presentation shall be well spaced (the use of graphs, tables and small paragraphs is strongly recommended). The graphs must be clear (shades of grey produce better contrasts on a black and white printout);
- The main report shall not exceed 50 pages including the cover page, the table of content, the lists of annexes and abbreviations. The annexes shall not be too long;
- The content must have a good balance between main report and annexes;
- Reports shall be glued or stapled; plastic spirals are not acceptable due to storage problems.

For the Cover page, please use the template mentioned in Annex 1.

Please, note that:

- The Consultants are responsible for the quality of translations and their conformity with the original;
- All data produced in the evaluation are property of the Commission.

ANNEX 3: STRUCTURE OF THE (POWERPOINT) PRESENTATIONS: SYNTHESISING THE MAIN RESULTS OF THE DRAFT FINAL REPORT AND CONSULTATION WITH CS ABOUT FUTURE CFP PRIORITIES

1. The presentation shall comprise four slides for each evaluation question and shall be structured as follows:
 - a) The first slide will recall the (potential) link between the question and the logical diagram of impact;
 - b) The second slide will present us with the reasoning chain indicating, for each EQ, the selected Judgement Criteria and Indicators (accompanied, when relevant, by target levels), as agreed during the structuring stage of the evaluation;
 - c) The third slide will display the evaluators' findings, following the same structure as in b);
 - d) The fourth and last slide shall present the limitations of the demonstration and of the findings.
2. In addition, further slides will be added for overall conclusions and recommendations.

If need be, some explanatory text may be added to the set of slides, within the limits of one page per evaluation question.

The Final presentation will include slides for:

- Context of the evaluation;
- Intervention logic and focus of questions
- Answers to the evaluation questions (1);
- Conclusions and
- Recommendations

3. For every question 4-5 slides will present

- The theory of action (part of the intervention logic concerned) with the localisation of the EQ
- One table with Judgement criteria and indicators
- Findings (related to JC and Indicators) and their limits.
- Conclusions and recommendations

The Evaluation Team and the EU REP may agree on a lighter version of the Power Point Presentation for the purpose of the restitution seminar.

Also, the Evaluation Team will have to prepare another Power Point Presentation for the purpose of consultation with CS of priorities for the future CfP. Logically, the evaluation conclusions and recommendation should bring about the main axes of the consultation.

ANNEX 4: EVALUATION CRITERIA AND KEY ISSUES

- (1) Definitions (or links leading to the definitions) of the **five OECD-DAC evaluation criteria** (sometimes adapted to the specific context of the Commission) can be found in the glossary page of the Joint Evaluation Unit's website, at the following address:

http://ec.europa.eu/europeaid/evaluation/methodology/glossary/glo_en.htm

- (2) As regards **coherence** (considered as a specific Commission's evaluation criterion) and the **3Cs**, their meaning and definitions can be found in Annex 7.
- (3) **Value added of the European Commission's interventions:** The criterion is closely related to the principle of subsidiarity and relates to the fact that an activity/operation financed/implemented through the Commission should generate a particular benefit.

There may be three practical elements to illustrate possible aspects of the criterion:

- 1) The Commission has a particular capacity for example experience in regional integration, above those of the Member States;
- 2) The Commission has a particular mandate in the framework of the '3Cs' and can draw Member States to a greater effort together;
- 3) Commission's cooperation is guided by a common political agenda embracing all Member States.

ANNEX 5: PRINCIPLES REGARDING THE DRAFTING OF EVALUATION QUESTIONS

Main principles to follow when asking evaluations questions (EQ)

- (1) Limit the total number of EQ to 10 for each evaluation.
- (2) In each evaluation, more than half of EQ should cover specific actions and look at the chain of results.
 - Avoid too many questions on areas such as cross cutting issues, 3Cs and other key issues which should be covered as far as possible in a transversal way, introducing for example specific judgement criteria in some EQs.
- (3) EQ should focus on the chain of results to outcomes (résultats) and specific impacts.
 - Avoid EQs limited to outputs or aiming at global impact levels,
 - In the answer to EQs, the analysis should cover the chain of results preceding the level chosen (outcomes or specific impacts).
- (4) EQ should be focused and addressing the same level in the chain of results.
 - Avoid too wide questions where sub-questions are needed (questions à tiroirs),
 - Avoid questions dealing with various levels of results.
(for example looking at outcomes and specific impacts in the same EQ).
- (5) The 7 evaluation criteria should not be present in the wordings of the EQ.
- (6) General concepts such as sustainable development, governance, reinforcement, etc. should be avoided.
- (7) Each key word of the question must be addressed in the answer.
 - Check if all words are useful,
 - Check that the answer cannot be yes or no,
 - Check that the questions include a word calling for a judgement.
- (8) EQ must be accompanied by a limited number of judgement criteria; some of them dealing with cross cutting and some key issues (see point 2 above).
- (9) A short explanatory comment should specify the meaning and the scope of the question.

Annex 2 – List of persons met in in-depth interviews

Name and Surname	Title	Organisation	Place
Maram Zatarra	Micro grants specialist	ACTED	Ramallah
Group of members		Al Jiftlic local committee	Al jiftlic Jordan Valley
Group of members		AL Jiftlic young women Committee	Aj iftlic Jordan Valley
Group of members		Al Uja local committee	Al Uja Jordan Valley
Nawal Solaiman El Dagma	Executive Director	Al-Najda Social Association	Gaza
Mostafa Yousef El-Deges	Director of Programs	Al-Najda Social Association	Gaza
Asma Tala		Al-Najda Social Association	Gaza
Lubna Al Araj	Coordinator	Ansar	Walajeh
Naim Kabaja	Director	ASDC - Aftaluna Society for Deaf Children	Gaza
Nivien Sandoka	Program coordinator	CARE	Jerusalem
Manuela Paraipan	Consultant	CEPR – Center for European Palestinian Relations	Gaza
Ramzy Hassouna	Coordination Officer	CEPR – Center for European Palestinian Relations	Gaza
Majda		CFTA	Gaza
Salvo Maraventano	Country Representative	CISS	Jerusalem
Maher Issa	Executive director	Civitas	Gaza
Field workers team		Civitas	Gaza
Mohamoud Jaber	Consultant & Trainer	COSPE	Ramallah
Chiara Carmignani	Project director	COSPE	Ramallah
Maha Smoom	DVV	Country Director	Ramallah
Katharine Bowen	Oxfam GB	Deputy Country Director	Jerusalem
Valerio Baldissara	Country representative	EducAid	Jerusalem - Gaza
	Director	Educational Center “Al Zuhur”	Chofat Jerusalem
Plant director		El Najda Food Plant	Gaza
Plant workers (4)		El Najda Food Plant	Gaza
6 Volunteers in 2 schools	Teachers for non formal educations	El-Lid	Tubas - Judeida
Alaa Darwish	Executive Director	El-Lid Charitable Society	Nablus
2 Field workers	Coordinators of volunteers in Tulkarem	El-Lid Charitable Society	Nablus - Tulkarem
Olga Baus Gibert	Head of Social Affairs Section	European Union Representative in Palestine (EUREP)	Jerusalem
Benito Marin Herrero	Programme Officer for NSA Programme (2012)	European Union Representative in Palestine (EUREP)	Jerusalem
Sergio Piccolo	Head of Operations	European Union Representative in Palestine (EUREP)	Jerusalem
Marina Juan Oliva	Programme Officer for NSA Programme (2008-2012) in the EUREP	European Commission – DG for Development and Cooperation EuropeAid	Brussels
Group of teachers	Teachers in Electronic, Sewing, Esthetics, etc	Gaza Professional Girl School	Gaza
School director		Gaza Professional Girl School	Gaza
Muharram Al-Barghouthi	Palestinian Youth Union	General Director	Ramallah
Sonja van Osch	Country Director	Help Age	Jerusalem
Abdelrahim Al-Asad	Head of mission - WB	Islamic Relief	Ramallah
Muneeb T.Abu-Ghazaleh	Country Director	Islamic Relief	Gaza
Salah M. Tayeh	Head of Programmes	Islamic Relief	Gaza

Name and Surname	Title	Organisation	Place
Emily Gilloran		Mercy Corps	Gaza
Ihssan Idkedek	Program office	Mercy Corps	Jerusalem
Ahmad Amar	Regional Director	Ministry of Education	Tulkarem
Marco Ricci	Project coordinator	Oxfam Italy	Jerusalem
Wanda Grimaldi		Oxfam Italy	Jerusalem
Jamail Hatalien	Field Coordinator	Oxfam Italy	Hathalien bedouin community Jericho district
Iyad S. Abu Hjayer	Deputy General Director	Palestinian Center for Democracy and Conflict Resolution	Gaza
Abed El Monem R. Tahrawy	General Coordinator	Palestinian Center for Democracy and Conflict Resolution	Gaza
Hanan Dalo		Palestinian Center for Democracy and Conflict Resolution	Gaza
Amer Daraghmeh	South Coordinator	Pal-Vision	Bethlehem
Rami Naser Eddin	Executive Director	Pal-Vision	Jerusalem
Francesco Cicoria	Country Project Coordinator	PeaceGames	Jerusalem
PYU Community center volunteer	Field worker	PYU	Ramallah - Bethlehem
Ahmad F. Al Helou	Executive Manager	Right to Live	Gaza
Salwa Al Tibi	Senior Manager	Save the Children	Gaza
Maher Abdullah	Education officer	Save the Children	Gaza
Sahar Othman	Programs Manager	Sharek	Ramallah
Ana Roldan Fernandez	Country Coordinator	Spanish Red Cross	Ramallah
Mohammed Mohiesen	Director	Tahourir	Gaza
Ola Issa	Program Coordinator	Teacher's creativity Centre	Ramallah
Abu Anan Barguthy	General Director	The Democracy and Workers' Rights Center	Ramallah
School director		Tubas Primary School	Tubas
May Jarar	Area Manager	YMCA	Ramallah
Qusay Abbas		Youth Development Department – Arab Studies Society	Jerusalem

Annex 3 - Documentary references

Official documents

NSA AAP Global

- 2007 NSA AAP
- 2008 NSA AAP
- 2009 NSA AAP
- 2010 NSA AAP
- 2011 NSA AAP

NSA Global Mid Term Evaluation

- Mid Term review 2010 consultation paper
- Mid Term Review 2010 consultation presentation
- Mid Term review 2010 OPT country report

NSA OPT Strategy

- 2007-2010 NSA OPT Strategy
- 2010 NSA OPT Concept Note

NSA CFP OPT

- CFP 2007 Guidelines 126682
- CFP 2008 Guidelines 128202
- CFP 2010 Guidelines 131027

Support measures:

- Consultations
 - o 2008_02
 - 2008 NSA Consultation Conclusions Group A
 - 2008 NSA Consultation Conclusions Group B
 - 2008 NSA Consultation Conclusions Group C
 - 2008 NSA Consultation Conclusions Group D
 - 2008 NSA Consultation Organisation and methodology
 - 2008 NSA Consultation TORs
 - 2008 NSA Consultation workshop
 - o 2010_02
 - 2010 NSA Consultation workshop
 - 2010 NSA CFP Consultation
 - 2010 NSA Consultation conclusions
 - 2010 NSA Consultation TORs
- Info sessions
 - o 2008_03
 - 2008 NSA CFP 126682 FAQ
 - 2008 NSA CFP 126682 Info session presentation
 - 2008 NSA CFP 126682 Infos session TORs
 - o 2009_04
 - 2009 NSA CFP Info session presentation
 - 009 NSA CFP Info Session TORs
 - o 2011_03
 - 2011 NSA CFP Info session presentation

- 2011 NSA CFP Info session FAQ
 - 2011 NSA CFP Info Session TORs
- Trainings:
- 2010 Training reporting Tip sheet
 - 2010 Training reporting Compilation of recommendations
 - 2010 Training reporting TORs
 - 2010 Training PCM Report
 - 2011 NSA PCM training manual

Projects related documents

Project Concept Notes (2007, 2008, 2010)

Description of actions (2007, 2008, 2010)

Project Monitoring and final evaluation reports,

ROM reports

Other documents

“Structured Dialogue for an efficient partnership in development”, Concluding Paper, May 2011, European Union

“Civil Society Challenges 2012”, *Palestine-Israel Journal of Politics, Economic and Culture*, Vol. 18, No.2&3, 2012

Al-Najda Social Association (no date)

Al-Najda Social Association, *BISSAN Plant for food*, 2013

Al-Oja Village, *Strategic Plan (Draft) – “Fostering Community Change in the OPT” Project*, Oxfam GB – MIFTAH - Palestinian Vision - Women’s Studies Centre, 2013

Civitas Institute, *Citizen Participation in Gaza project*, NED, 2013

Clark J., Good Practices in State-NGO Relations, Study for the Ministry of Planning, the Palestinian Authority, World Bank, 2012

Costantini G., Atamneh J. et al, *Mapping study of civil society organisations in the occupied Palestine territory*, EU, 2011

Costantini G., Atamneh J. et al. Mapping of social services provided by CSOs in Palestine, AFD (2013 – unpublished)

DFID – PPA, Community Based Organisation Capacity Assessment Tool

Islamic Relief Palestine, *Annual report 2010*

Learn by Play 2012 – 2014, El Lid

Ministry of Local Government, Policy Paper: Promoting and Institutionalizing Public Participation in Local Government Units’ Affairs, Ramallah, 2011

Ministry of Planning and Administrative Development, *Sustainable Development Under Israeli Occupation*, Ramallah, 2012

NDC (NGO Development Center), Sector Development Program - Thematic Networks Grant Recipients (unpublished)

NDC (NGO Development Center), Strategic Plan 2010 – 2014

NDC, *Programmatic Support to Palestinian NGOs. Draft Concept Paper. Proposed Interventions in Area C in cooperation with the Ministry of State. Bhirbet Zakarya – Bethlehem Governorate*, unpublished, 2012

NDC, *Social Accountability Innovations in the NGO Sector in West Bank and Gaza. The Palestinian NGO Projects*, Ramallah, June 2012

Oxfam GB – Pal-Vision, *The Jordan Valley Areas, Past & Present*, 2012

Oxfam GB, Organisational Endline Assessment for the CBOs in the NSA project, 2013

Peace Games (

PNGO, PNIN, PGCS, NDC, The Palestinian Non Governmental Organizations (PNGOs) Calls for Partnership with INGOs based on Respect and Equality, 2011

Sharek Youth Forum, *The Status of Youth in Palestine 2013, 2013*

World Bank, *Global Partnerships for Social Accountability*, June 2012

Youth Development Department, *Partnership for Youth in Jerusalem*, NGO Development Center - World Bank, 2010

Youth Development Department, *Youth Emergency Project in East Jerusalem and Shufaat Refugee Camp*, Progetto Sviluppo – ARCS - Cooperazione Italiana

Annex 4 – Consultation workshop with CSOs Participants

Consultation workshop with CSOs - Ramallah, 9 April 2012

Name and Surname	Organisation
Fuad Abu Saif	UAWC
Nida Aker	HWC
Raneen Al-Arja	Bethlehem Arab Society for Rehabilitation
Abdelrahimi Alesc	Islamic Relief
Daniela Andrewska	MAS
Samar Baidour	Oxfam GB
Kate Bowen	Oxfam GB
Basma Buttat	PGFTU
Luca De Filicaia	GVC
Layal Dorra	DWRC
Wanda Grimaldi	Oxfam Italy
Dawood Hammoudeh	PAFU
Eshan Idkaidek	Mercy Corps
Ala Issa	Teacher Creativity Center
Mai Jarrar	YMCA
Jad Jawil	PRCS
Nour Kleibo	PAL-Vision
Samir Maree	PaiTracle
Ali Muhanna	FPCCIA
Lina Nasser	ARIJ
Reema Raheed	ESDC
Luca Ricciardi	Educaid
Nivine Sandouka	CARE
Falma Shaik	PRCS
Fida Shoti	CARE International
Tami Tarazi	St. John Eye Hospital
Elizabeth Vandrei	SAWA
Abed Yasmi	ESDC
Maram Zatara	ACTED

Consultation workshop with CSOs - Gaza, 10 April 2012

Name	Surname	Organisation
Tahrawy	Abedekmaner	PCDCR
Ehab Abu	Hussein	MA'AN
Emily	Gilloran	Mercy Corps
Fida	Al-Araj	Women's Affairs Technical Committee
Nadia	Abo Nahla	Women's Affairs Technical Committee
Laila	Barhoun	PEEP
Ilham	Abu Musabu	PNGO
Hamdi	Shaqqura	PCHR
Hala	Ousawi	Women's Affairs Technical Committee
Asma	Tala	Al-Nadja Association
Naim	Kabaja	ASDC "Aftaluna"
Maysoon	Al Faqawi	CFTA
Mohamed	Othman	Bunian Association
Salah M.	Tayeh	Islamic Relief Palestine
Mohamed	Nawraty	Bunian Association
Hala El Sharief	El Sharief	NECC
Emad	Gelda	NECC

يتناول هذا التقرير موضوع المراجعة الخارجية المستقلة للدعم الذي يقدمه الإتحاد الأوروبي للمجتمع المدني في فلسطين ضمن برنامج الأطراف "الأطراف الغير رسميه" (البرنامج) بحيث كان الهدف العام للعملية تحديد ومراجعة نتائج هذا البرنامج وتقييم آثاره في فلسطين. أما الأهداف المحددة للمراجعة فشملت ما يلي: (أ) تقييم تنفيذ البرنامج في المراحل السابقة والحالية خاصة فيما يتعلق باستجابة البرنامج للإحتياجات في السياق الفلسطيني من حيث الفاعلية والفعالية ومدى نجاعته ومجالات الاستدامة والاثار التي يخلفها بالمقابل مع أهداف إستراتيجية الإتحاد الأوروبي وخطط العمل السنوية المتعلقة ببرنامج "الأطراف الغير رسميه" - والهيئات المحلية بالإضافة إلى الإستراتيجية المحلية للبرنامج في فلسطين، (ب) إستخلاص العبر والتوصيات الرئيسية بغرض الإستفادة منها مستقبلا في تخطيط وإدارة الدعم المقدم من خلال هذا البرنامج المحدد الأهداف، بما في ذلك مراجعة الأولويات التي سيتم العمل على إدراجها في دورة المنح القادمة من الدعوة العامة لتقديم المقترحات والمقررة للعام 2013.

عمل الإتحاد الأوروبي على توفير مخصصات قطرية سنوية في فلسطين ضمن إطار البرنامج المذكور بمبلغ إجمالي قدره 16,4 مليون بين الأعوام 2007-2013 تم خلالها الإعلان عن 3 دورات لتقديم المقترحات حتى تاريخ كانون الأول 2012. وقد كانت الدورة الأولى للمقترحات في العام 2008 (بقيمة 2 مليون يورو من موازنة العام 2007) تلتها الدورة الثانية في العام 2009 (تمت تغطيتها من دمج الموازونات المرصودة لعامي 2008-2009) بينما تم العمل على الدورة الثالثة في العام 2011 (بقيمة 2.4 مليون يورو تجمع بين موازنتي الأعوام 2010-2011)³². فمن خلال هذه الدورات الثلاث قام البرنامج بتمويل 28 مشروعا تقدمت بها المنظمات الأهلية الفلسطينية بسبب عدم فتح باب المشاركة حينها أمام الهيئات المحلية.

كان دعم الإتحاد الأوروبي للبرنامج في فلسطين ولا يزال يسترشد بالاستراتيجية متعددة السنوات للبرنامج القطاعي الموضوعة للأعوام 2007-2013 والهادفة إلى دعم المبادرات الصغيرة في البلدان الشريكة وخاصة في المجالات التنموية. سمة البرنامج الرئيسية- انحيازه نحو الأطراف الفاعلة والتركيز عليها بهدف تعزيز قدرات المنظمات الأهلية (منظمات المجتمع المدني) والسلطات المحلية كونه شرط مسبق لبناء مجتمع أكثر ديمقراطية وأكثر استدامة وإنصافا وانفتاحا مما يستوجب توفير الدعم للمبادرات الذاتية التي تتقدم بها هذه الأطراف الفاعلة.

بداية يتوجب التنويه أن هذه التقرير لا يهدف إلى تقديم تحليل معمق للسياق الذي يتم فيه تنفيذ هذا البرنامج في الأرض الفلسطينية المحتلة. بيد أنه من المفيد استعراض بعض القضايا الرئيسية المتعلقة بالسياق العام للتقييم. فمما لا شك فيه أن سياسات الإتحاد الأوروبي تشكل العنصر الأول ضمن هذا الإطار: حيث تعتبر المفوضية الأوروبية المنظمات الأهلية لاعبا سياسيا رئيسيا في عملية التنمية. فوجود مجتمع مدني قوي قادر على المشاركة في حوار السياسات والاستراتيجيات العامة يعتبر أمرا مرغوبا جدا في تعزيز التحول الديمقراطي وزيادة فعالية التنمية. كذلك أن تبني الإتحاد الأوروبي سياسات الجوار الأوروبي وخطة عمل طموحة للغاية في المجالات السياسية والاجتماعية والاقتصادية. الأمر الذي يجعل من

³² تم كذلك الإعلان عن الدورة الرابعة لتقديم المقترحات بتاريخ 7/2/2013 بقيمة 2.4 مليون من موازنة عام 2012.

الانخراط في حوار منظم حول السياسات أولوية، خاصة بوصفها وسيلة للمساهمة في تبني الإستراتيجيات التنموية تماشياً مع الهدف الخاص بتعزيز فعالية المساعدات التنموية الخارجية. لذا ليس بالأمر المستغرب إستمرار ورود الإعتراف بالمجتمع المدني كشريك في رسم وتطبيق السياسات في كافة الوثائق الصادرة مؤخراً عن الإتحاد الأوروبي بشأن التعاون مع المجتمع المدني في دول الجوار³³. فالسياق الخاص بالمجتمع المدني في فلسطين هو عنصر ثالث يتوجب وضعه بعين الإعتراف لضخامة عدد المنظمات الأهلية العاملة في الضفة الغربية وقطاع غزة والقدس الشرقية وقيامها بلعب دور رئيسي في تقديم الخدمات في كافة القطاعات. ومع ذلك، لا سيما بعد انشاء السلطة الوطنية الفلسطينية تكررت الدعوة للمنظمات الأهلية للقيام بدور فاعل في وضع السياسات العامة وللهيئات المحلية لتولي مهماتها الخاصة في مجال رصد وتقييم السياسات والخيارات العامة، التي تكتسب أهمية خاصة في الظروف التي لا تسمح فيها المؤسسات البرلمانية بممارسة أدوارها الرقابية والتشريعية بشكل كامل.

في الحالة الفلسطينية لم تلعب المنظمات الأهلية كلا الدورين على أكمل وجه مما حدا بكافة الأوساط إلى الإجماع على أن المجتمع المدني الفلسطيني يعيش وضعاً حرجاً للغاية وأزمة مركبة تتجلى أهم عناصرها فيما يلي: المنافسة وعدم التعاون بين منظمات الأهلية، وعدم امتلاك هذه المنظمات لصوت مشترك موحد، وغياب المنظمات عن المشاركة في وضع السياسات المحلية وسياسات الحوكمة؛ ومحدودية المسائلة والشفافية لدى هذه المنظمات؛ وعدم قيام المنظمات بتسليط الضوء على نتائج أنشطتها الميدانية والسياساتية، ومحدودية الاعتراف بالمنظمات غير الحكومية الصغيرة والمنظمات القاعدية بوصفها أطرافاً فاعلة مستقلة وأساسية في التنمية المحلية؛ القدرة المحدودة للمنظمات الأهلية في مجال رصد السياسات والخدمات العامة، وقدرة محدودة على التفاوض وإدارة شراكات فعالة مع المنظمات غير الحكومية والوكالات الدولية؛ والتراجع في قدرة منظمات المجتمع المدني على تطوير رؤية سياسية حول التنمية الوطنية أو حول فرص إحلال السلام على حد سواء.

لأسباب المذكورة أعلاه أولى التقييم الحالي إهتماماً خاصاً بتحديد فيما إذا كان للبرنامج تأثير بالفعل على ديناميكيات المجتمع المدني الفلسطيني أو التفاعل معها وتحديد أي من الإجراءات والكيفية التي أدت إلى إحداث مثل هذا التأثير.

إستندت مراجعة البرنامج إلى سبعة معايير تقييمية وهي: الحاجة/وجود الصلة مع السياق الفلسطيني، الفعالية، الفاعلية (النجاح)، الآثار، والاستدامة، درجة التماسك والتجانس في التصميم، والقيمة المضافة للمفوضية الأوروبية. وكما ذكرنا أنفاً، شمله المراجعة كافة المرحلة التنفيذية للبرنامج في فلسطين على مدى الأعوام (2007-2012)³⁴ وكافة الأنشطة والفعاليات التي تم تمويلها في القدس الشرقية وقطاع غزة والضفة الغربية من خلال الدعوات المحلية التي تقدم المقترحات بما فيها 28 مشروعاً التي تلقت الدعم. أما المراجعة والتقييم فاشتملت على العديد من الأدوات والوسائل منها: تحليل الوثائق الأساسية للبرنامج والمشروعات، وزيارة المنظمات المعنية والإجابة على استبيان خلال هذه الزيارة؛ و"تحليل معمق" لعينة مكونة من 9 مشاريع شملت مراجعة وجمع وتحليل العديد من الوثائق ومصادر المعلومات بشأنها.

³³ جذور الديمقراطية والتنمية المستدامة: التعاون بين أوروبا والمجتمع المدني في مجال العلاقات الخارجية. بروكسل، تقرير سياسات رقم 492 (2012) COM المؤرخ ب 12.9.2012. يمكن الإطلاع على النسخة النهائية للتقرير على الرابط التالي:

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2012:0492:FIN:EN:PDF>

³⁴ تم تمويل الأنشطة المشمولة في إطار هذه المراجعة من بنود موازنة الأعوام 2007-2011 باستثناء عقد واحد تم التوقيع عليه في العام 2012 مع وجود بعض الأنشطة التي لا تزال قيد التنفيذ خلال عام 2013.

كما ذكر أعلاه ، تضمن البرنامج ثلاث دورات من الدعوة إلى تقديم المقترحات تتناول كل دورة منها نفس الأهداف العامة إضافة إلى عدد من الأولويات المحددة. فقد كان البرنامج قد حدد منذ بدايته بعض الأهداف الخاصة مع التركيز على تقديم الخدمات والمشاركة في وضع السياسات باعتبارهما طريقتان مختلفتان تؤديان إلى "تقديم العون للسكان في المناطق البعيدة عن الخدمات الأساسية" وإلى "تسهيل مشاركة المنظمات الأهلية في وضع وتنفيذ استراتيجيات الحد من الفقر والتنمية المستدامة". ومع ذلك، لوحظ أنه وعلى امتداد فترة تنفيذ البرنامج، حدوث تحول تدريجي في أهداف أولوية محددة وتركزها بوضوح نحو المجالات التالية للدعم: مشاركة المنظمات الأهلية في وضع السياسات، زيادة التفاعل بين المنظمات الأهلية من المستوى الثاني (أي المنظمات غير الحكومية وغيرها من أنواع المنظمات الهادفة إلى توفير الدعم للأطراف الفاعلة الأخرى) وبين المنظمات الأهلية من المستوى الأول (أي المنظمات القاعدية، والمجموعات غير الرسمية، والمنظمات المجتمعية)، وإنخراط المنظمات الأهلية مع الهيئات العامة. كذلك يلاحظ عند النظر في المشاريع الممولة ضمن إطار الدورات الثلاث من مقترحات المشاريع حدوث تطور آخر على عمل المنظمات الأهلية يبتعد تدريجياً عن تقديم الخدمات باتجاه المشاركة في وضع السياسات والحوكمة.

في الوقت الذي تغير فيه تركيز المشاريع بشكل واضح خلال تنفيذ البرنامج، لم يلاحظ حدوث تغيير مماثل في المنظمات القائمة على تنفيذ المشاريع. فالمنظمات غير الحكومية الدولية لا زالت تقود معظم هذه المشاريع. ومع ذلك يظهر بوضوح من خلال نظرة متفحصية أن بعض المنظمات غير الحكومية الدولية منذ الدورة الأولى اكتفت فقط بالقيام بدورا مرتبطا بالحصول على التمويل. مثلا المؤسسة غير الحكومية الفلسطينية كانت الجهة المصصمة والمنفذة الفعلية للمشروع ومع ذلك تولت منظمة دولية غير حكومية مهمة إدارة المنحة نتيجة لإمتلاكها قدرات وخبرات أكبر في مجال قدره في الحصول على تمويل مشترك في أوروبا. ومع ذلك - من المهم ملاحظة التحول- يحتوي التقرير لاحقا على مزيد من التحليل حول هذا التحول - نحو الازدياد في عدد المنظمات غير الحكومية الفلسطينية المتقدمة بالمقترحات مقارنة في الدورات السابقة.

أما من حيثما تقييم البرنامج، هنالك مؤشرات على حدوث تحسن تدريجي عام مع ملاحظة ظهور اختلافات هامة لدى بعض معايير المراجعة المستخدمة مثل:

• **الصلة:** عموما توجد درجة ملائمة وكافية من الصلة على مستوى البرنامج، بل وتعتبر عالية جدا إذا أخذ بعين الإعتبار المشاريع المقدمة ضمن إطار الدورتين الماضيين من المقترحات.

• **الفعالية:** تتخفف درجة الفعالية بكثير عن الصلة حتى مع إزدياد الفعالية خلال حياة البرنامج، لأن ثلث المشاريع تقريبا تعتبر ذات فعالية محدودة بينما ترتبط المستويات منخفضة الفعالية بالأساس في التوجه نحو التركيز على "تقديم الخدمات" إضافة إلى كون العديد من المشاريع التي يستشف من تصميمها كون التوجه إلى "تنفيذ الأنشطة" هو الغرض الاساسي بدلا من العمل جديا على "إحداث تغييرات" ونتائج مرغوبة.

• **كانت درجة الفعالية في البرنامج مرضية عموما:** لم يلاحظ ظهور مشاكل كبيرة بسبب تمتع معظم المشاريع بدرجة مناسبة من الفعالية، ولكن في أحيان أخرى تظهر بعض السلبيات خاصة عند التركيز على قضايا

التسيق بين المشاريع أو تبني "أفضل الممارسات الدولية" في إدارة الموارد. بالرغم من ذلك يلاحظ حدوث تطور إيجابي واضح على اتباع أفضل الممارسات الدولية على امتداد فترة حياة البرنامج.

• الأثر: كان للبرنامج آثار على مستويات مختلفة ومتنوعة. في حين تعددت آثار البرنامج على الكثير من المنظمات المشاركة، لم يكن للبرنامج أي تأثير يذكر على المؤسسات العامة والهيئات المحلية أو حتى على حصول السكان المحليين على الخدمات بشكل دائم. عموماً يلاحظ التطور إيجابي في آثار البرنامج الحاصل منذ بدء تنفيذه ويتوقع ارتفاع قدرة البرنامج على التأثير مع نضج الجيل الأخير من المشاريع وإنهاء تنفيذه.

• الإستدامة تعتبر نقطة الضعف الرئيسية على مستوى البرنامج والمشاريع. بإستثناء قلة قليلة، لا تشمل المشاريع على استراتيجيات جيدة لما بعد انتهاء الدعم المالي بل تتوجه في الغالب نحو "الأنشطة المدرة للدخل" باعتبارها وسيلة لتحقيق الإستدامة لكن بدون تطوير إستراتيجيات حقيقية الأنشطة والكيفية التي تتفاعل بها هذه الأنشطة مع التطور الحاصل في المنظمات الأهلية.

• درجة الترابط/التماسك غير مرضية بالكامل: أحيانا ظهر التفاعل والتآزر مع البرامج/المشاريع الأخرى للإتحاد الأوروبي بدون أن يترافق هذا مع وضع استراتيجيات محددة. ومع ذلك يبدو واضحا ازدياد الترابط/التماسك مع التقدم في حياة البرنامج والذي يعزى أيضا إلى تنامي الدور الذي يقوم به مكتب ممثلية الإتحاد الأوروبي في فلسطين في مجالات تعزيز التكامل والتنسيق.

• القيمة المضافة للمفوضية الأوروبية تعتبر منخفضة، وذلك أساسا بسبب إقتصار الابتكار وإختبار الممارسات ضمن المشاريع وإحتكارها وحصرها لاحقا داخل المنظمات والمشاريع. وقد عمل مكتب ممثلية الأتحاد الأوروبي في فلسطين على تسهيل تراكم ونشر المعرفة بالرغم من انحصار هذا الدور على نطاق محدود. غير أنه نظرا لخصوصية الحالة الفلسطينية لا بد من البحث عن طرق جديدة لتحقيق هذا الهدف.

في إطار هذه المراجعة ظهرت بعض القضايا الرئيسية التي طرحت للنقاش والمصادقة خلال عرض النتائج للمراجعة. يمكن تلخيصها في ما يلي:

• عند التمعن في الديناميكيات الناشئة من المجتمع المدني الفلسطيني، تبرز بوضوح الحاجة إلى علاج قضايا رئيسية منها: التنوع المتزايد في المنظمات الأهلية وظهور عدد من الأطراف الفاعلة الجديدة، وتعدد أدوار المنظمات الأهلية، الأمر الذي يحتاج إلى تطوير إستراتيجيات محددة تجمع عليها كافة الجهات المانحة؛ والإهتمام بديناميكيات موضوع الجندر المهدهدة بخطر ربطها فقط بقضية حصول النساء على الخدمات مما يعني حاجة المنظمات الأهلية إلى تبني آليات وتوجهات أكثر استراتيجية، وعدم وضوح العلاقة بين المنظمات الأهلية والهيئات المحلية وحاجة هذه الهيئات للدعم والتنمية بوصفها لاعبا مستقلا؛ وإمكانية البحث في فرص التعاون مع القطاع الخاص وتوثيق العلاقات معه، بوصف هذا القطاع عنصرا فاعلا في مجالات الحوكمة والسياسات العامة بدلا من اقتصر دوره على مجرد مصدر للتمويل.

- عند التمعن في سبل تحقيق الإستغلال الأمثل للقدرات الكامنة لدى البرنامج (ومبادرات دعم المنظمات الأهلية) تبرز بوضوح الحاجة إلى التصدي لقضايا رئيسية منها: إيجاد الشراكات التي تعتبر على مستوى المشاريع الفردية في صميم العديد من المشاكل الناشئة، وتعريف إستراتيجيات الإستدامة للمشاريع والإستراتيجية البديلة للدعم عند إنتهاء الدعم المقدم، وإستخدام أدوات مثل "أنشطة مدره للدخل" وتوفير آلية "المنح الفرعية" وجميعها تتطلب نهجا إستراتيجيا في إنتاج وتقاسم المعرفة.

كذلك بالأستنادا إلى هذه المراجعة نتقدم هنا ببعض التوصيات العملية المتعلقة بمختلف المجالات بما في ذلك:

- **تحديد الأولويات:** تعزيز التركيز على "الشبكات والمنابر"، وتعزيز مشاركة منظمات المجتمع المدني في الهيئات العامة، وتعزيز إظهار مختلف الجهات الفاعلة في المجتمع المدني، وتعزيز إنتاج المعرفة ونشرها، وتعزيز مبادرات التخطيط والتنسيق على المستوى المحلي.
- **الأطراف الفاعلة التي ينبغي إشراكها في البرنامج:** دعم "الحراك" الناشئ أو المجموعات الجديدة التي تمثل "أطرافا فاعلة جديدة" الناشئة منها أو القائمة فعلا داخل المنظمات الفاعله، ودعم منظمات المجتمع المدني المنخرطة بقضايا الجندر وتنمية وإظهار المجموعات النسوية بوصفها من العناصر الفاعلة الجماعية، ودعم التعاون مع "القطاع الخاص" والأطراف الأخرى الفاعلة من خارج نطاق مؤسسات الدولة بما في ذلك الجامعات والنقابات.
- **الأنشطة التي يتعين دعمها من خلال البرنامج:** الابتكار في تقديم الخدمات؛ أنشطة التنمية المؤسسية بدلا من الأنشطة التدريب أو "بناء القدرات"؛ أنشطة التنسيق والتخطيط؛ الأنشطة الداعية إلى تحسين الخدمات العامة على المستوى المحلي، و/أو الأنشطة الداعية إلى ممارسة حقوق المواطن على المستوى المحلي، وآليات الحوكمة على المستويين المحلي والوطني؛ وحوار حول السياسات العامة بمشاركة الهيئات العامة و"الأطراف الغير رسميه" على المستويين المحلي والوطني.
- **آليات تنفيذ المشروع** وتشمل: تنظيم تنفيذ المشاريع وفقا "لمراحل" متعددة، وإستحداث نظام التقييم النصفي (إجراء تقييم في منتصف حياة المشروع) كمطلب رئيسي ينطبق على كافة المشاريع؛ وتطوير إستراتيجيات جديدة محددة لتسهيل استخدام آلية المنح الفرعية؛ تجنب الشراكات المباشرة بين المنظمات غير الحكومية والدولية وبين المنظمات القاعدية المحلية؛ الطلب من المنظمات المشاركة صياغة مشاريعها كجزء من إستراتيجية طويلة المدى متعلقة بتطوير المنظمات الأهلية المشاركة وإذا اقتضى الأمر وضع آليات للحوكمة/السياسات أو الابتكار في تقديم الخدمات.
- **دعم تنفيذ المشاريع وأنشطة المساعدة الفنية** ووضعها تحت مسؤولية مكتب المفوضية الأوروبية في فلسطين: دعم تخطيط المشاريع، وتقديم الدعم لتعزيز التحليلات الخاصة "بالمخاطر" و"الاقتصاد السياسي" كجزء من التخطيط العام لكل مشروع، وتقديم الدعم في مجالات إنتاج وتبادل المعرفة ونشر "الممارسات" و"الحلول" للمشاكل الناشئة وتقديم الدعم من أجل تسهيل التنسيق والتآزر والتكامل بين المشاريع والمنظمات.