

**Promote peace building through cross boundary
wastewater management in the occupied Palestinian
territories Project (IC-2013-76)**

Evaluation Report

Final Report

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List of Abbreviations:

GoJ	:	Government of Japan
HWE	:	House of Water and Environment
IWC	:	Israeli Water Commission
JWC	:	Joint Water Committee
M&E	:	Monitoring and Evaluation
M&O	:	Maintenance and Operation
MAP	:	Municipal Alliance for Peace
MCM	:	million cubic meters
MDGs	:	Millennium Development Goals
MoAg	:	Ministry of Agriculture
MoEA	:	Ministry of Environmental Affairs
MoLG	:	Ministry of Local Governance
MoPAD	:	Ministry of Planning and Administrative Development
NGO	:	Non-Government Organization
NSU	:	Negotiations Support Unit
oPt	:	Occupied Palestinian Territory
PCBS	:	Palestinian Central Bureau of Statistics
PHG	:	Palestinian Hydrology Group
PM	:	Project Manager
PNA	:	Palestinian National Authority
PNP	:	Palestinian National Plan
PRDP	:	Palestinian Reform and Development Plan
PWA	:	Palestinian Water Authority

RoJ	:	Representative Office of Japan
SC	:	Steering Committee
ToR	:	Terms of Reference
UNDP	:	United Nations Development Program
UNDP/PAPP	:	Programme of Assistance to the Palestinian People
UNEG	:	United Nations Evaluation Group
WWTP	:	Wastewater treatment Plant
\$US	:	United States Dollar

Executive Summary

On May 28 2013 United Nations Development Programme/Programme of Assistance to the Palestinian People (UNDP/PAPP) commissioned an independent evaluation consultant to carry out the Final Evaluation of the “Promote Peace Building through Cross Boundary Wastewater Management in the Occupied Palestinian Territories Project (oPt.) (i.e. the Project).

This report presents the findings of the evaluation exercise with the aim to generate constructive discussion among the Project partners including UNDP/PAPP, national ministries, and local authorities to generate knowledge, identify best practices and lessons learned that could inform and guide future interventions. The report aims at presenting the evaluation analyses and findings to the Project management, UNDP/PAPP, as well as to relevant stakeholders and partners

This report is structured according to the outline suggested by the assignment ToR. It includes an executive summary; purpose of the evaluation and methodology used; description the Project; evaluation analyses and findings; lessons learned and recommendations. Additional Annexes were also included at the end of the report.

As depicted in the ToR of the assignment, the final evaluation has focused on measuring development results and potential impacts generated by the Project, based on the scope and criteria included in the assignment ToR. To achieve the previous objectives, the evaluator followed a comprehensive systematic and participatory evaluation approach. The evaluation employed qualitative evaluation tools with a combination of review of key documents and fieldwork including interviews, personal observations, and site visits. Based on this approach, a systemized analysis was carried out highlighting the results achieved, impact on the beneficiaries, lessons learned in terms of implementation modalities, and recommendations for future interventions.

More importantly, the evaluation followed international norms and standards and ethical guidelines related to evaluating development projects and programs. These guidelines included the “UNDP Handbook on Planning, Monitoring and Evaluating for Development Results”, and the OECD/DAC criteria. Standard evaluation criteria that were assessed included: relevance, effectiveness, efficiency, impact and sustainability; Relevance focused on the appropriateness of the Project to local context and the needs and interest of the local population and communities, while effectiveness tried to answer the question of what was the level of achievement of the different expected outputs and what were the major bottlenecks that were faced and may continue to face the implementation of the Project. For efficiency we looked at the extent to which resources/inputs have led to the intended results. Impact assessed the level of changes the Project was able to achieve in human development and people’s well-being. Finally, Sustainability referred to examining the probability of the Project effects to continue in the long term, and what are the specific elements that were included in the design and implementation of the Project that could improve the sustainability of the interventions.

In terms of *relevancy*, the general objectives of the Project reflected a strong alignment with Palestinian national plans by contributing in enhancing the quality and welfare of citizens in the targeted community by constructing wastewater networks that will lead to improved services to the citizens and at the same time protecting the environment and natural resources in the area. In addition, by providing Palestinian institutions and professionals with the skills and knowledge through training and awareness activities better capabilities to improve the regulation and management of utilities and waste management will be accomplished.

To a larger extent, the Project design and implementation took into account the needs and priorities of the three targeted communities. Like most of the Palestinian communities, the three villages were in need for proper wastewater collection and treatment systems. This need was compound by the specific location of these communities where the separation wall and continued Israeli military restrictions have generated partial destruction of the wellbeing of citizens thereby contributed to the deterioration of all dimensions of human development and security. Furthermore, the design and implementation of the Project has utilized several participatory tools to ensure the alignment of different activities with the needs of the target groups and end beneficiaries. The gender focus of the Project has also reinforced the relevancy to the local needs and priorities. While the Project targeted the overall population of the targeted communities, women in these communities are among those who have benefited the most from the different activities and outputs. The construction of wastewater collection system in the three communities will directly benefit a total of 16,500 residents. Women are almost 49.8% of the total beneficiaries and men comprise 50.2%. The gender representation was observed in the participants of the training program and the youth exchange activities where 50% of participants were females.

In terms of *effectiveness*: Based on the evaluation matrix that was developed to assess the level of achievement of each output, the evaluation concluded that most of the activities under outputs two (Dialogue between the Palestinians and the Israelis is promoted and strengthened at different levels) and output three (Awareness regarding water and waste water resources management and local participation is raised) have been implemented successfully, and the intended results have been achieved. This makes the ranking of these outputs as (Satisfactory). However, due to the delay in the infrastructure progress, the achievement of the first output (Wastewater Collection and management systems in Baqa Sharqieh, Habla and Barta'a Al-Sharqieh Sharqieh are improved) was found (Partially Satisfactory). Except for Barta'a Al-Sharqieh, the construction of the main wastewater networks has been completed. The work in Barta'a Al-Sharqieh is still on-going with about one year behind schedule.

Moreover, the geo-political realities on the ground, and the complex relation and mistrust between the political levels of the Palestinian and Israeli sides have impacted the achievement of the overall objective of the Project and obstructed the peace building and collaboration toward better wastewater management provisions. Nevertheless, technical solutions (i.e. wastewater networks) and activities at the local level (i.e. training and awareness campaign) will definitely contribute to improving the quality of life of citizens in

the three communities, but not in the whole northern part of West Bank as stated in the Project Document.

When possible, the Project tried to maximize the use of available and limited resources in delivering different activities which is a positive indication of the *efficiency* of the Project. Without distorting the Project main components and outcomes, the implementation of a number of activities witnessed a certain level of flexibility that adapted to the changing environment under which the Project is executed. Regarding financial management it was found that the Project followed sound financial management procedures and that the expenditures of the Project were incurred in conformity with the relevant policies, regulations, and rules of UNDP. Despite the fact that the Project's general objectives and outcomes responded to the real and urgent needs of Palestinians in the oPt. However, the evaluation noted that the scope and objectives of the Project were too ambitious and suffered from number of shortcomings including: A politically sensitive outcome in a time bound with limited resources intervention at the time were the relations between the Palestinians and Israelis were not at its best was not the most wise choice. It was also not clear if the analyses and understanding of the complexity and disparity of stakeholders who will influence the implementation were adequate during the design of the Project. Finally, the design of the Project limited the disposal of the collected wastewater to only one option (i.e. connection with the Israeli wastewater main lines). Although this option might be valid from a technical point, other alternatives should have been explored since this option is strongly influenced by political factors.

The evaluation revealed a certain degree of promising potential as well as realized *impact* of the Project. The impact of the Project and in particular the construction of wastewater networks, on the quality of life is obvious and will be fully visible once the construction of the networks and a proper disposal of the generated wastewater are accomplished. Given the external political factors that influence the relation and corporation between the two sides, it would be an exaggeration to claim that the Project has improved peace building and dialogue between the Palestinians and Israelis at the national level. Having said that, the Project is still an essential avenue that helped in bringing up heated issues that require serious and genuine attention with an open discussion that is based on mutual respect and equality. Both the training program and the youth exchange program helped increase the capacity and awareness of the participants related to wastewater management, environmental protection, and leadership skills

There is a strong possibility to maximize the potential for the *sustainability* and continuation of the Project benefits after the completion of its activities if certain measures and a proper exit plan are put in place. Related to that, the Project could be replicated if a number of learned lessons are considered in the design of any future interventions. These include (i) Phasing approach: Complicated politics and differences between the Israelis and Palestinians should be accounted for since reaching an agreement between the two sides is a lengthy and challenging process. Formalizing any arrangement related to wastewater should be done before the start of any infrastructure of capacity building components, (ii) Explore technical

alternatives: The design should allow for the exploration of more than one alternative for wastewater disposal and treatment. Cost benefit analyses and assessment of technical feasibility should be done before deciding on the final approach, (iii) Focus on specialized training: Although numerous training activities have been provided to the municipalities, still more specialized training is required to enhance the capacity of individuals and institutions who are involved in wastewater management, and (iv) Institutionalizing youth related initiatives: more attention to the continuity of the youth exchange initiatives is crucial for enhancing the sustainability of the Project effects. Linkages with local organizations should be reinforced in order to provide sustainable incubators for youth after the end of the Project.

A number of challenges were encountered during the implementation of the different activities; The Israeli commitment and understanding of the Project obligations was a key challenge and resulted in delaying the implementation of a number of activities (e.g. infrastructure, and protocol) as well as frustration and mistrust by the Palestinian side; The movement and access restrictions imposed by the Government of Israel on Palestinians in order to access Israel and Area C in West Bank affected the construction of the wastewater networks in some locations (mainly Barta'a Al Sharqia); The procurement of contractors followed the standard procedures of UNDP. However, the UNDP policy to select the lowest financial offer led to contracting the same contractor for Barta'a Al Sharqia despite the fact that this contractor lacked the capacity and sufficient means to start the implementation according to the plan which delayed the implementation; and last but not least, the youth exchange program suffered from limited financial resources and weak follow up by local organizations, which resulted in terminating the activities after the program.

At the end of the report key recommendations are provided to inform the design and implementation of future interventions based on lessons learned and the experience of this Project.

Introduction

On May 28 2013 United Nations Development Program/Programme of Assistance to the Palestinian People (UNDP/PAPP) commissioned an independent evaluation consultant to carry out the Final Evaluation of the Promote peace building through cross boundary wastewater management in the occupied Palestinian territories Project (i.e. the Project).

This Evaluation Report is the conclusion of all fieldwork and data collection that took place during the past weeks. This report is considered to be the final deliverable of the assignment and aims at presenting the evaluation analyses and findings to the Project management, UNDP, as well as to relevant stakeholders and partners.

The adopted evaluation approach was participatory, encouraging stakeholder involvement. This approach is based on the belief that the more responsive the design of a project is to the needs of those it intends to serve, the greater the positive impact of the project will be. The most effective evaluation is one that directly assesses the impacts of the project on intended beneficiaries and addresses the evaluation needs of the client.

In addition, the evaluation approach relied on the guidelines set in the 2009 version of the UNDP “Handbook on Planning, Monitoring and Evaluating for Development Results” and was also conducted in accordance with the principles outlined in the UNEG “Ethical Guidelines for Evaluation”.

This report is structured according to the outline suggested by the assignment ToR. It includes an executive summary; project description and context; purpose the evaluation; objectives of the evaluation; summary of the evaluation methodology; principle findings and conclusions; key recommendations; and summary of lessons learned, strength and weakness. Additional Annexes were also included at the end of the report.

Project Background

The Project “Promote peace building through cross boundary wastewater management in the occupied Palestinian territories” is a UNDP/PAPP initiative that contributes to peace building and to strengthen the dialogue between the Palestinian and Israeli local authorities through addressing common interests. The Project is funded by the Government of Japan (GoJ) with a total budget of \$US 6,267,555.82 where \$US 5,787,321,000 was contributed by the GoJ.

An agreement between the GoJ and UNDP/PAPP was signed on March 16th, 2009 allowing for the execution stage of the Project to start on June 1st, 2009. The Project was planned to end by June 1st, 2012. However, due to the delay in the implementation, the Project was extended three times and the planned completion date is set to be December 31, 2013.

The Project Document lists four main objectives that the Project intends to achieve. These are:

1. Contribute to peace building and strengthen the dialogue between the Palestinian Authorities and the Israeli Authorities through addressing common interests and maximizing benefits on both sides.
2. Promote trans-boundary wastewater management in order to safeguard the shared environment and protect the water resources.
3. Build the capacities of the service providers and the Palestinian Water Authority (PWA) regarding wastewater management issue including technical, financial and institutional aspects.
4. Enhance the quality of life and improve the wellbeing of the targeted population.

The achievement of the above-mentioned objectives was done through the following outputs:

Output 1: Construction of wastewater collection systems in three border communities in Jenin, Tulkarem and Qalqilia Governorates; The collected wastewater will be treated in the Israeli side based upon agreed mechanisms and tariffs between PWA and Israeli Water Commission (IWC).

Output 2: Dialogue Promotion, Capacity building, and Public Awareness; the project will support the development of agreement between the IWC and PWA to regulate and coordinate trans-boundary wastewater management.

Output 3: Awareness regarding water and wastewater resources management and local participation is raised; this will be done through youth exchange program, public awareness campaign, and Training of mayors and professionals.

Targeted Population: The project targeted three border communities:

- 1- Barta'a Al-Sharqieh: a Palestinian village in the northern district of Jenin Government. It has a population of 5,000 inhabitants and lies mainly in Area C. The constructed wastewater collection system will be connected to the Israeli neighboring village of Barta'a West which will be eventually connected to a wastewater treatment plant (WWTP) in Ein Shemer.
- 2- Habla: a Palestinian town in the northern district of Qalqilia Governorate. It has a population of 6,500 inhabitants and lies on the borders of Israel five kilometers southeast of Qalqilia city. The constructed wastewater collection system will be connected to a connection point on the sewage trunk line that crosses near the border of the town and then will be treated in Israel.
- 3- Baqa AI Sharqieh: Located on the Green Line, in Tulkarem Governorate. It has a population of 5,000 inhabitants. After the construction of the separation wall the town was isolated from its twin city "Baqa Al-Gharbiya" in Israel and from surrounding West Bank communities. The outflow of the constructed wastewater collection system will be transferred to Israel for treatment.

The construction of wastewater collection system in the three communities under output 1 of the Project will directly benefit a total of 16,500 residents. Women comprise almost 49.8% of the total beneficiaries and men comprise 50.2%. In addition to those beneficiaries, the project targeted hundreds of community leaders, professionals, youth, and citizens from other Palestinian communities through the different training, exchange, and awareness campaign activities under output 2 and output 3.

Purpose of the Evaluation

As depicted in the Terms of Reference (ToR) of the assignment, the final evaluation has focused on measuring development results and potential impacts generated by the Project, based on the scope and criteria included in the assignment ToR. More specifically, the purpose of the final evaluation includes:

1. Measure to what extent the Project has fully implemented its activities, delivered outputs and attained outcomes and development results.
2. Measure to what extent the Project has contributed to solve the needs and problems identified in the design phase and as indicated in the Project Document.
3. To measure Project's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised.
4. Measure to what extent the Project has attained development results to the targeted population, beneficiaries, participants whether individuals, communities, institutions, etc.
5. To identify and document substantive lessons learned and good practices with the aim to support the sustainability and explore the replicability potential of the Project or some of its components.

Objectives of the Evaluation

In addition to what was mentioned previously, this evaluation focused on assessing the performance of the Project in relation to achieving the indented results, based on the scope and criteria included in the assignment ToR. More specifically, the final evaluation has the following specific objectives:

1. Developing recommendations for further initiating of similar projects in the future
2. Drawing key lessons learned in terms of strength and weaknesses to contribute to organizational learning

According to the ToR of the assignment, the evaluation addressed a number of questions grouped under six main themes: quality and relevance of design; effectiveness; efficiency of

planning and implementation; impact; and potential for sustainability, replication and, up scaling process. The following are the main questions to be addressed by the evaluation. Annex A includes the ToR of the assignment, which provides more detailed questions and issues to be assessed during the evaluation.

i. Quality and Relevance of Design

Assess the continuing appropriateness and relevance of the design. The project context, threats and opportunities may have changed during the course of the project. Assess what adjustments have been made and what others might be necessary.

ii. Effectiveness

Assess the major achievements of the project to date in relation to its stated objectives and intended results. Focus on the higher level results.

iii. Efficiency of Planning and Implementation

Assess to what extent resources are being used economically to deliver the project. Are plans being used, implemented and adapted as necessary? And assess other program management factors important for delivery

iv. Impact

Assess to what extent is the project contributing to a long-term positive effects and does it make a difference.

v. Potential for sustainability, replication and up scaling

Assess the key factors affecting sustainability of the project.

Methodology

The applied methodological approach relied on qualitative tools such as: in-depth interviews, review of existing reports and documents, supplemented by observations obtained from site visits.

As already mentioned, the evaluation approach followed the guidelines set in the 2009 version of the UNDP “Handbook on Planning, Monitoring and Evaluating for Development Results” and was also conducted in accordance with the principles outlined in the UNEG “Ethical Guidelines for Evaluation”.

The evaluation employed several participatory techniques, with different tools used in different contexts. Some of these tools include:

- Review of secondary sources such as documents, statistics, reports, files and maps.
- Direct observation through site visits.

- Interviews with Project focal points, UNDP, PWA and Palestinian National Authority (PNA) Ministries representatives, RoJ representatives implementation contractors and consultants, beneficiaries including the three local authorities, trainers, trainees, and youth participated in the youth exchange activities, and other stakeholders.
- It should be mentioned that the consultant was not able to conduct focus groups although it was originally suggested as one of the potential tools in the inception report. This is due to the fact that the month of Ramadan limited the availability of youth and trainees to participate in any focus group. As suggested in the technical proposal, at least three focus groups were planned to include citizens and youth from each of the three-targeted communities. However, to overcome this limitation, the consultant interviewed about 5 of trainees and youth as well as informally spoke with random residents (i.e. end beneficiaries) during the site visits.

The use of the above tools was discussed and approved by the Project management during the inception phase of the assignment. Annex B includes a list of used evaluation tools, its target group, and intended objectives. Annex C includes the details of evaluation methodology. Annex D includes questions used in the structured interviews.

Constrains and limitations of the study

A number of constrains and limitations were encountered that may have affected the evaluation and its findings. They are highlighted below:

- Complexity of the intervention: The Project is a complex and extensive undertaking, not entirely complete at the time of the final evaluation. Moreover, the political factors and realities on the ground add to the complexity of the Project. The Project included three main components with a number of activities implemented jointly by UNDP/PAPP, PNA, local authorities, community based organisations, private sector, and civil society at large.
- A main challenge that faced the data collection is the coordination with the Israeli side. It was crucial for the evaluation to get the feedback and point view from the both sides (i.e. Israeli and Palestinian). However, despite the various attempts to communicate with officials from the Israeli side (mainly IWC) no response was received until this moment. This challenge is not unique to this assignment and was the case during the implementation of the Project.
- Another related challenge was the accessibility of the evaluator to Barta'a Al-Sharqieh. Because the village lies behind the Israeli separation wall a special permit is needed from the Israeli Authorities to access the area. UNDP tried to obtain a permit for the evaluator but there was no response from the Israeli Authorities. Therefore, the evaluator interviewed relevant people from Barta'a over the phone.

- The purpose of this evaluation is not a financial audit: Financial records, audited reports, and compliance with UNDP tendering, recruitment and sub-contracting procedures have not been examined in detail since they are not in the scope of this evaluation.
- The difficulty in scheduling interviews with some key individuals due to their busy schedule, travel, and the holy month of Ramadan. To overcome this challenge, many interviews and meetings were conducted at times and locations that are convenient to the interviewees themselves, or by telephone or Skype in some cases.
- The allocated budget for the evaluation was appropriate to conduct the evaluation using qualitative techniques. This budget was not sufficient to allow a more comprehensive qualitative and quantitative evaluation using a comprehensive survey as a tool.
- Finally, it is inherently difficult to distinguish fact from opinion in an interview format. To the extent possible, attempts were made to validate responses by asking the same questions of different parties and/or by requesting supporting documentation. In particular, responses to issues raised by stakeholders were regularly sought from the Project team (with whom a number of meetings were held throughout the assignment duration). Weight is only ascribed to verbal statements in instances where they were corroborated by other sources.

The consultant was aware of the above constraints and took necessary measures to overcome any limitation. None-the-less the consultant is satisfied that the Final Evaluation is representative and fair.

Levels of Analysis: Evaluation Criteria and Findings

This chapter presents the analyses and findings of the evaluation of the Joint Programme. This analysis is based on the data collected through the various evaluation tools, which are described in the methodology section of this report.

To remain consistent with the assigned ToR, this chapter is organized according to the standard UNDP Handbook evaluation criteria: relevance, ownership, efficiency, effectiveness, and sustainability. These criteria cover three levels of analyses: the design level, the process level, and the results level.

Relevance

According to UNDP Handbook, relevance refers the extent to which a development initiative and its intended outputs or outcomes are consistent with national and local policies and priorities, the needs of intended beneficiaries, and the UNDP corporate plan and human development priorities of empowerment and gender equality issues.

Contextual Relevance¹:

Palestine (the West Bank and Gaza Strip) is one of the most water-poor countries of the Middle East due to natural and artificial constraints. Currently, water needs exceed the available water supply; the gap between water supply and water needs is growing and is in need for the adoption of the integrated water (and wastewater) resources management approach and the mobilization of any additional conventional and non-conventional water resources. Treated wastewater is seen as one of the promising solutions that can assist in partially filling the gap of the growing needs for water.

The wastewater sector in the oPt is characterized by poor sanitation, insufficient treatment of wastewater, unsafe disposal of untreated or partially treated water and the use of untreated wastewater to irrigate edible crops. Historically, the wastewater management in the oPt was fully neglected during the Israeli occupation period prior to the establishment of the PNA in 1994, where only 20% of the total population were served centrally by sewer networks and only 5% of collected sewage experienced physical and partial biological treatment.

According to the Palestine's Report to the United Nations Conference on Sustainable Development held in Rio de Janeiro (June 2012), the estimated volume of wastewater generated by Palestinians is 106 million cubic meters (MCM), of which 56 MCM is generated in the West Bank, and about 40 MCM in Gaza Strip. The PWA estimates that only about 10% of this wastewater is treated. According to Palestinian Central Bureau of Statistics (PCBS) survey in 2010, about 54.4% of Palestinian households in housing units were connected to public sewage network. However, connection to sewerage network does not

¹ Information and numbers mentioned in this section are obtained from various sources including PA official reports, international and Israeli organizations reports, and academic publications. A list of these sources is included in Annex C.

necessarily indicate that the wastewater from these households is subject to treatment, or subject to treatment to sufficient standards for disposal.

Currently, only a few treatment plants are serving urban centers in the oPt where most of them were built in the 1970s or 1980s under the Israeli occupation. The majority of the treatment plants are currently overloaded, badly maintained, poorly equipped, and thus represent a serious environmental and public health hazard in urban or rural areas.

Moreover, the Israeli settlements, which are considered illegal according to international law², dispose their wastewater without treatment. In 2009, almost 40% of all sewerage produced in the West Bank, including East Jerusalem, originated from Israeli settlements, many of which dump raw sewage directly into the surrounding environment. Today, illegal Israeli settlements dump approximately 35MCM of untreated sewage annually into the surrounding environment, destroying Palestinian agricultural lands, polluting local water supplies and endangering the health of entire communities.

The ongoing conflict between the Israeli Government and the Palestinian National Authority (PNA) on water resource exploitation in the oPt makes things harder for both parties. In fact, notwithstanding efforts to improve quality of life, till now no real agreement on water resources has been reached except for the 1995 Oslo Agreement (Oslo II)³. Since 1995, the Palestinians have actually extracted less groundwater than 1995 levels despite a growing population in the West Bank, have failed to make progress in treating wastewater and sewage – in violation of provision 3 of Article 40, and have failed to stop the drilling of some 300 unauthorized wells in the West Bank – in violation of provision 3(I).

In order to implement article 40 of the Oslo II and to oversee management of the shared aquifers, a Joint Water Committee (JWC) was established. The JWC, made of an equal number of Israeli and Palestinian representatives, has the task to approve water projects in the oPt under the article 40 of the Oslo II. Unfortunately, some 60% of the West Bank (called “Area C”) is under Israeli military law and Civil Administration control, and the PA has de facto no control over Israeli acts within this part of the Palestinian territory. As most water infrastructure has a footprint within Area C, Israel can impose further regulation on Palestinian infrastructure, but not vice versa. Even in Area A (under civil and security control by the PA) or B (under Palestinian civil control and joint Israeli-Palestinian military control), Palestinian projects require coordination with Israeli authorities to get through the Israeli-imposed import and movement and access restrictions. Therefore the asymmetry of power, of capacity of information and of interest, put in question the status of JWC as a “joint” mechanism.

² A settlement is any residential area built across the Green Line, the 1949 cease-fire line between the newly established state of Israel and its Palestinian/Arab neighbors. During the 1967 Six-Day War, Israel took control of the West Bank, East Jerusalem, the Gaza Strip and Syria's Golan Heights. Israeli settlements are illegal according to every basic reading of international law including: Article 46 of the Hague Convention, Article 49 of the Fourth Geneva Convention explicitly, UN Security Council Resolution 446 (1979) and 465 (1980), and the 2004 ruling by the International Court of Justice.

(Source:http://thecepr.org/index.php?option=com_content&view=article&id=115:illegal-israeli-settlements&catid=6:memos&Itemid=34)

³ The Israeli-Palestinian Interim Agreement on the West Bank and the Gaza Strip (also known as the Interim Agreement, Oslo 2, Oslo II, and Taba) was an accord signed by Israel and the Palestinian Liberation Organization (PLO) on September 28, 1995 which established the Palestinian Authority (PA) and set in motion an attempt a transition toward political autonomy for the Palestinians in exchange for formal PLO recognition of Israel and renunciation of violence

According to information obtained from PWA, of the 30 Palestinian wastewater treatment plants submitted to the JWC since 1995, only four have received Israeli approval. Even with JWC approval, their construction has been repeatedly delayed. Nor did they all receive Israel Civil Administration approval. Systematically blocking the development of Palestine's wastewater and sanitation sector, Israel has exploited the resultant lack of Palestinian wastewater treatment plants by unilaterally imposing new wastewater arrangements that are "patently unfair" according to PWA officials. For example, since 1996 Israel has unilaterally deducted over \$US42 million from Palestinian tax revenues (with no prior notification and no accounting of details) for the construction and maintenance of wastewater treatment plants in Israel built to treat and reuse Palestinian wastewater for the exclusive use of Israel's agricultural sector. Palestinians receive no compensation for this lost resource. Today, Israel treats approximately 21% (15 MCM) of sewage produced in the West Bank, which flows across the 1967 Green Line. It automatically deducts all costs associated with its treatment from tax money owed to the PNA.

The challenges mentioned above are further compounded by the existence of a multitude of governmental and non-governmental institutions involved in the water sector, leading to institutional fragmentation and lack of coordination. Moreover, there is an unclear understanding as to the roles and responsibilities of each institution in the treatment and reuse of wastewater. Today, most of the municipalities are in charge of supplying water and collecting wastewater, but these institutions suffer from limited financial and managerial capacities to perform their functions.

Within this context, the Project was designed to address some of the challenges related to wastewater management in the oPt. In its design, the Project intended to contribute in overcoming the challenges through the construction of three wastewater collection systems in the targeted communities in the oPt on the basis that the collected wastewater will be treated in the Israeli side based upon mechanisms and tariffs between both sides. In addition to that, the Project aimed at building the capacities of the service providers (mainly municipalities) and the PWA regarding negotiations, wastewater management issues including technical, financial and institutional aspects, as well as raising awareness and involving the local communities in the decision-making process, when needed.

As stated in the Project Document, only few municipalities in Qalqilia, Tulkarem and various towns in the Hebron Governorates transfer their wastewater to be treated in Israel against regular payments. The Project intention was to build upon this mutual agreement between the Israeli and Palestinian authorities in order to enhance peace and build mutual trust through promotion of cross boundary management of wastewater in order to protect the natural resources and safeguard shared environment. By upgrading the existing MOU (of 2003) to incorporate better mechanisms, the Palestinian position related to wastewater cross boundary management was expected to be strengthened.

Within this context also, the PWA has requested UNDP/PAPP to support them to upgrade the existing signed MoU on Guidelines and Technical Criteria for Sewerage Projects that was signed by the Head of PWA and the Head of IWC in 2003, to incorporate better mechanisms for bilateral cooperation and co-ordination for cross boundary wastewater management. The updated MOU should address several issues including: Mechanisms for verification of the wastewater quantities that are transferred to the Israeli side and treated; Monitoring of the treated effluent standards; The trade off and use of the treated wastewater (non - conventional

water sources that could be used for irrigation of certain crops, recharge of the aquifers, etc; Agreed upon tariff and cost for the treatment of one cubic meter of wastewater; Roles and responsibilities of the Ministry of Finance, Ministry of Local Government and PWA to be clarified and communicated to the Local Authorities.

The contextual relevancy and urgent need for such Project was the motivation behind endorsing the Project from the first day by PWA. Several informants pointed out that the PA viewed the Project as a golden opportunity not only to improve the situation of the three communities whose living conditions have been plummeted by the separation wall, but and most importantly, to reach a breakthrough in the stalled coordination mechanism that existed between them and the Israelis in relation to cross boundary wastewater management through a joint agreement on wastewater management.

Despite some reservation by NGOs, and the PNA Ministry of Environmental Affairs (MoEA) unfavorable position toward any joint activities with Israelis, PWA endorsement allowed UNDP to move forward in designing and implementing the Project. In addition, the PNA through a JWC meeting on July 16, 2008 discussed the Project idea with the Israeli side in the presence of a Japanese delegation and UNDP. Both sides agreed that this Project is favorable and agreed to proceed with implementation. Following that meeting, a Letter of Agreement was signed between the Head of PWA, and the Head of IWC on October 26, 2008. This Letter of Agreement confirmed the commitment of both sides to work together in the framework of the JWC to carry out the necessary steps for the implementation, and completion of the Project. This mutual agreement ratified that, at the design phase, both sides considered this Project as an important and relevant tool for cooperation and working together. This agreement, however, hasn't materialized on the ground and was trapped on papers only. The Palestinian side, as mentioned by most informants, questioned the level of seriousness and commitment of the Israelis at the political level toward reaching a solution for common issues such as wastewater. The evaluator, despite many attempts, was not able to communicate with the IWC representatives in the JWC to get their point view regarding these allegations⁴.

Relevance to national policies and plans:

The preparations of the Project coincided with the launching of PNA's Palestinian Reform and Development Plan (PRDP) in 2008⁵. The PRDP presented the Palestinian National Authority's (PNA) vision for Palestine as an independent state. According to the plan, infrastructure has a key role to play in enabling progress towards the four national goals laid out in the Palestinian National Policy Agenda (PNPA). The Project contributes to several national goals listed in the PRDP, mainly: (i) improving public safety through improved regulations of utilities, and better solid, liquid, and hazardous waste management; and (ii) enhancing quality of life by improving the regulation and management of utilities, and waste management.

⁴ As mentioned in the limitations section, the evaluator exerted all possible means to contact the IWC through phone or email. Unfortunately, there has been no response from IWC.

⁵ A total of \$7.4 billion were promised by different donors at Paris Conference (December 2007) to support the PRDP programmes.

In 2011 and building on the PRDP as a development framework, the PNA developed the “Palestinian National Development Plan (PNDP): Establishing the State, Building our Future” to cover the period from 2011 to 2013. The plan embraced the different sector strategies that were developed by Palestinian national teams including the Water and Wastewater Sector Strategy Palestine Culture Strategy. The plan highlights the importance of developing integrated and sustainable national infrastructure networks, as well as protecting the environment.

The general objectives of the Project reflected a strong alignment with national plans by contributing in enhancing the quality and welfare of citizens in the targeted community by constructing wastewater networks that will lead to improved services to the citizens and at the same time protecting the environment and natural resources in the area. In addition, by providing Palestinian institutions and professionals with the skills and knowledge through training and awareness activities better capabilities to improve the regulation and management of utilities and waste management will be accomplished.

Achieving the benefits expected from wastewater treatment and reuse in the oPt requires sound planning, management and monitoring of wastewater collection and management schemes. Therefore, it is not a surprise that the PNA considered developing and implementing a realistic and comprehensive approach that reflects the needs and realities of local, national and regional contexts as one of its strategic priorities. As stated in the Water and Wastewater Sector Strategy in Palestine (2011-2013) that was developed in 2010 “it is more important to focus on wastewater, as it can be used as an additional source of water after being treated. The PWA has begun preparing a clear strategic plan to manage wastewater, in accordance to a vision that ascertains the importance of this water after it has been treated, to be used specifically for irrigation”⁶.

More specifically, the Project’s effort to work on a mutual agreement (protocol) between the Israeli and Palestinian sides is also in line with what was asserted by the Strategy asserts that it is crucial “*to review the handicapped mechanisms that resulted from Oslo Accord, in particular Article 40 where the past experience showed that the followed mechanism and the treatment of the Israeli side to the Palestinian side don’t serve at all the objective of establishing a national state nor will lead to creating infrastructure necessary for establish the state*”⁷.

The representatives of PWA, and NSU confirmed that the proposed outcomes of the Project fit within the national plans and strategies. However, we should mention that not all PA ministries are in favor of interventions that include Israeli-Palestinian cooperation elements. For example the MoEA questioned the benefit of these kinds of activities in light with what they call “lack of seriousness and commitment from the Israeli side to discuss and reach real solutions that are based on mutual interest and equal rights”. This position questions the degree of inconsistency in the different PA agencies (e.g. PWA, and MoEA) positions and policies regarding how to deal with regional/cooperation projects.

⁶ Page 33-34 of the plan- translated from Arabic by the evaluator.

⁷ Page 32 of the plan.

Relevance to Local Needs:

To a larger extent, the Project design and implementation took into account the needs and priorities of the three targeted communities. Like most of the Palestinian communities, the three villages were in need for proper wastewater collection and treatment systems. This need was compound by the specific location of these communities where the separation wall and continued Israeli military restrictions have generated partial destruction of the wellbeing of citizens thereby contributed to the deterioration of all dimensions of Human Development and Security. Therefore, official letters were sent by the three municipalities through PWA asking for the international community support to improve the environmental living conditions of the population and enhance the cleanliness level in these towns. Based on these letters and in coordination with PWA, UNDP reached out to the Japanese Government to fund this Project.

Furthermore, the design and implementation of the Project has utilized several participatory tools to ensure the alignment of different activities with the needs of the target groups and end beneficiaries. Examples included:

- The designs and studies related to the wastewater networks were provided by the municipalities (prepared with the help of local consultants) from their own budget.
- The training topics were identified in line with the “training Needs Assessment fir Water Supply and Wastewater Service provider” of PWA, and through focus groups and meetings with local partners.
- Focus grouse and meetings with youth and their families were used to select the best candidates for the youth exchange program and to develop a training and exchange program that suites the needs and qualifications of the participants. Similar tools were used to design the activities of the awareness campaign.
- UNDP senior and technical staff conducted field visits and regular monitoring visits and meetings with the municipalities’ team to assess the situation on the ground and to validate relevancy of the intervention to the real needs of the communities. These visits were mentioned several times by the representatives of the municipalities during the interviews.

Another aspect of Project relevancy was the extensive reliance on local resources and expertise whether individuals, contractors, or local NGOs (where possible) in delivering the different outputs and activities. Despite the significant comments raised by informants regarding the performance of contractors who delivered the infrastructure component of the Project, still the advantage of using the local expertise was obvious as they pose the knowledge, and understanding of the local conditions. In addition, some of these institutions have already established presence and networks in the community.

Most people who were interviewed applauded the relevancy of the Project to the local conditions and needs. Representatives of PWA in particular confirmed that they were

consulted during the design of the Project, and that they were involved (with various levels and degrees) in the implementation and decision making process of many activities. Without undermining this level of participation, the three municipalities underlined their wish to be more involved in the supervision of the construction of wastewater networks. For this Project, UNDP followed a standard Direct Execution (DEX) modality for the construction of wastewater networks due to the fact that the three municipalities didn't have an acceptable level of financial and procurement capacity to manage and supervise the work of the contractors. The used model (DEX) designates the supervision and implementation responsibility to UNDP team with minimum involvement of the local partner. However, UNDP could look at ways to involve the local partners -as observers- in the processes of procurement and implementation with the aim at building their capacity for future projects.

Gender Relevancy:

While the Project targeted the overall population of the communities, women in these communities are among those who have benefited the most from the different activities and outputs. Traditionally, women in the targeted communities are responsible for management of water supplies at the household level. During time of shortage, women have to store water, ensure water's quality and monitor hygiene practices within the household and take care of the infirm. The construction of wastewater collection system in the three communities will directly benefit a total of 16,500 residents. Women are almost 49.8% of the total beneficiaries and men comprise 50.2%. The gender representation was observed in the participants of the training program and the youth exchange activities where 50% of participants were females.

The gender focus of the Project is in line with the PNA Cross-Sectoral National Gender Strategy: Promoting Gender Equality and Equity (2011-2013). The Strategy identifies the increasing number of Israeli barriers and checkpoints, in addition to the construction of the separation wall, as a key factor that aggravate the living conditions of Palestinians in general and women in particular. Women suffer disproportionately from separation from their families, agricultural lands, water sources and schools.

Relevance to the donor:

This Project is financed by the Government of Japan (GoJ) under Japan's assistance to the oPt which fits with the "Japan Assistance Policy for the Palestinian Territories" that was developed in 2012. The overall target of the assistance as mentioned in this policy is peace building, which is consistent with the "Japan's ODA Charter" formulated in 2003.

Japan's assistance to the oPt has not only economic and social development effects, but also has the political effect of contributing to peace building, and confidence-building among the parties to Middle East peace. In this respect, Japan has worked on assisting the Palestinian people with humanitarian aid, assistance for the state-building efforts, confidence building, and enhancing economic self-sustainability as the four pillars.

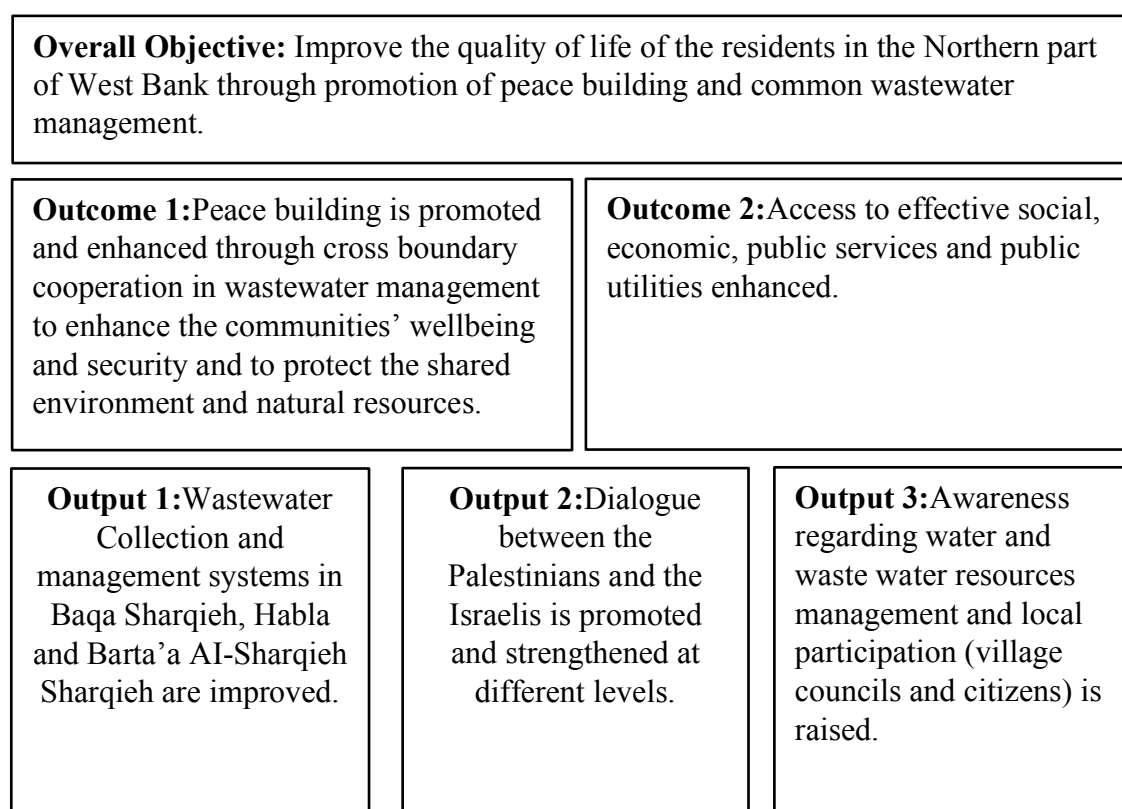
The interview with officials from the Japan Representative Office in the oPt pointed out to the fact that Japan's motive to finance this Project was based on its nature of combining peace building measures with development activities that will improve the civil life of the Palestinian people especially in Area C and remote areas. To achieve this, the GoJ counted on UNDP experience and their skills in operating in the Palestinian context as well the UNDP value added as representative of international community with local presence.

Effectiveness

According to UNDP Handbook, effectiveness is a measure of the extent to which the initiative's intended results (outputs or outcomes) have been achieved or the extent to which progress toward outputs or outcomes has been achieved.

As mentioned earlier, the results framework of the Project is composed of an overall objective, expected CP outcomes, and three expected outputs. To achieve the intended results, a number of activities were planned and implemented during the life of the Project. The following figure elaborates on the progress toward achieving the intended results. Figure 1 illustrated the Project results framework as outlined in the Project Document.

Figure 1



The evaluation looked at the degree of fulfilling the identified outputs under the higher intended results. For this purpose, an output evaluation matrix was developed. This matrix assessed the level of achievement of each output based on the already established indicators. A ranking system was developed to evaluate the progress of each output. Three ranks were adopted:

- i. Satisfactory (S): for outputs that were already achieved.
- ii. Partially Satisfactory (PS): The activities/outputs under this category have faced obstacles that affected their level of achievement.
- iii. Unsatisfactory (US): This category refers to those activities/outputs where the Project failed to deliver.

To be able to evaluate the progress and status of each output, we relied on extensive review of the available progress reports, direct observations through site visits, and information gathered from interviews

Evaluation of output 1:

Except for Barta'a Al-Sharqieh, the construction of the main wastewater networks has been completed. The work in Barta'a Al-Sharqieh is still on-going with about one year behind schedule. The installation of house connections is outside the scope of the Project and lies under the responsibility of the municipalities. As of today, almost half of the house connections in Baqa Sharqieh, and third of house connections in Habla were completed. Connection with the Israeli side has not officially been solved. However, about 40% of Habla sewage and 50% of Baqa Sharqieh sewage have been connected to the Israeli trunk lines without a formal approval from the Israeli side.

The second fold of the activities under this output was the development and implementation of a capacity building program on wastewater management. Actions related to this part have been fully completed; more than 50 days of training, field visits, and coaching were delivered by a Palestinian NGO (HoWE) in partnership with an Israeli NGO (Arava Institute). Training topics included: wastewater treatment and reuse, sustainable city planning, pipe laying and leak Detection, wastewater and solid waste management, pipe laying and pumping stations, Energy consumption, flow measurements, routine tests and sampling, environmental education, technical and financial management of waste water systems, and financial management. At least five mayors, 14 council members, and 30 technical staff from the targeted communities benefited from the training. Nine site visits were organized for participants to environmental facilities in Israel and the oPt.

Assessment of achievement: due to the delay in the infrastructure progress, the achievement of this output was given a (PS) rank.

Table 1: Output 1 evaluation matrix

Indicator	Target	Comments
Number of people with no public sewage systems in Baqa Al Sharqieh, Habla and Barta'a Al-Sharqieh	16,500 people served by a proper public sewage system in Baqa Al Sharqieh, Habla and Barta'a Al-Sharqieh in 2011.	The completed wastewater infrastructure is serving the population of Baqa Al Sharqieh (5,000) and Habla (6,500). Together they total 11,500 people. About 50% of beneficiaries are women.
Number of Sewage house connections in Baqa Al Sharqieh, Habla and Barta'a Al-Sharqieh	Number of sewage connections is 700 by 2011	The number of sewage house connections is estimated to be 400 in Habla and 500 in Baqa Al Sharqieh. The total is 900.
Realization of a Development Programme for waste water management and other topics	Implementation of the seminars, training courses and site visits for the targeted groups	Fully achieved.

Evaluation of output 2:

The main activity under this output was the development of a General Framework Agreement (i.e. the protocol) to incorporate a better mechanism for bilateral cooperation and coordination for cross boundary wastewater management. This agreement will upgrade the existing MOU that was signed in 2003 between the two sides. To achieve this goal, an international legal advisor was recruited and worked mainly with the Palestinian side to draft the protocol. The consultant provided advise and on the job training to PWA staff and worked with different Palestinian partners to produce two version of the protocol; one covering the current transitional period, while the second will serve the negotiations of the final status.

The transitional protocol was discussed and shared with the IWC in June 2012. Plenteous comments were received from the Israeli side in March 2013. Since then there has been no substantive progress on the PWA side in revising and discussing the comments received from the IWC on the draft protocol.

As part of the process, several national workshops and meetings have taken place to discuss roles and responsibilities among PA relevant agencies. In addition, a number of meetings with the Israeli side were facilitated by UNDP and RoJ to push them to respond to the draft submitted protocol. At the local level, MAP exerted limited efforts to engage mayors from the Israeli side to help in pushing forward the protocol although that was not part of MAP role in the Project. These efforts despite their importance were limited.

Furthermore, activities conducted under output 1 (training and site visits), and output 2 (youth exchange) are relevant to this output and could be considered as platforms for enhancing a dialogue between Israelis and Palestinian at the technical and local level.

Assessment of achievement: Despite the extensive efforts that were made by the Project team through official communication and meetings to resolve the dispute between the Israelis and the Palestinians over the issue of protocol, the issue has not been solved and is negatively affecting the full achievement of this output. However, no one should undermine the significance of having a draft protocol that was developed in accordance to the international standards and through consultation with the Palestinian stakeholders as a ready negotiating instrument for any further discussion that might take place on cross boundary wastewater issues. In addition, the dialogue between Israelis and Palestinians at the local level was much better than that at the national/political level. Therefore, a (S) rank was given to output 1

Table 2:Output 2 evaluation matrix

Indicator	Target	Comments
A legal advisor and wastewater advisor are identified and hired.	A legal advisor and wastewater advisor are hired and placed with PWA.	The legal advisor was recruited and worked with PWA and other stakeholders in drafting the protocol. For the wastewater advisor, it was decided that PWA has sufficient in-house expertise so this position was not filled.
Number of workshops conducted at the national level to agree on roles and responsibilities among the PA	Three workshops at the national level to agree on roles and responsibilities among the PA are conducted	Workshops have been conducted. Discussion on roles and responsibilities has been initiated but need to be continued.
Conduct of a Practical Negotiation Skills training	A practical training on Negotiation Skills is conducted	On the job training was provided to PWA and other Palestinian partners through the international legal consultant during the development of the protocol.
Upgrade of the existing MOU between the Palestinian and Israeli Authorities	The existing MOU between the Palestinian and Israeli Authorities is upgraded	General framework agreement was prepared in consultation with the PA. A transitional Protocol was also prepared based on which three operational site specific contracts for Baqa, Habla and Barta'a Al-Sharqieh will be signed. PWA submitted the Protocol to the head of Israeli Water Commission in Jun 2012. Comments were received from the Israeli side in March 2013.

Evaluation of output 3:

Two key activities were implemented under this output: the awareness campaign and the youth exchange program.

A comprehensive awareness campaign has been carried out by a local Palestinian NGO (PHG) in partnership with local organizations in the targeted communities including municipalities, schools, women organizations, and citizens. The campaign included workshops, seminars, volunteer work, environmental awareness activities (e.g. clean up campaigns), focus groups, schools activities, and wide range of publications (e.g. leaflets, posters, brochures, etc). This campaign benefited indirectly the whole population of the three targeted communities. Direct beneficiaries were estimated to be around 1900 persons including 50% females. More than 5000 publications were distributed.

The second activity under this output is the youth exchange program, which was implemented by a Palestinian NGO (Tawasol) in partnership with an Israeli NGO (Wahat Al Salam). The program targeted about 100 young participants (between 14 to 16 years) almost half of them were females. The program included a number of activities such as: training on environmental topics (e.g. safeguarding water resources, recycling, air pollution, climate change, etc.) joint seminars, and small-scale environmental initiatives.

It should be mentioned here that under this output there was a plan to establish local committees in the three-targeted localities to monitor and evaluate the implementation of the Project. These committees were supposed to include members from village councils, and citizens. The Project utilized existing committees and partnerships instead of establishing new committees.

Assessment of achievement: Most of the activities under this output have been implemented successfully, and the intended results have been achieved. This makes the ranking of this output as (S).

Table 3: Output 3 evaluation matrix

Indicator	Target	Comments
Level of environmental awareness in the Palestinian and Israeli youth	Environmental awareness in the Palestinian and Israeli youth is increased	Both the youth exchange program and the awareness program contributed in enhancing the awareness of participants (mainly youth) on environmental related issues. Information obtained form through the interviews confirmed this conclusion.
Participation of the end beneficiaries in the process and the project responsibilities among the PA	Participation of the end beneficiaries in the process and the project is increased (Local Committee)	Although local committees (as originally planned in the Project Document) were not activated, the Project utilized existing committees and partnerships. In addition, it can be argued that different avenues for participation were provided to communities' members and local organizations in the selection, identification, and implementation of training, awareness and exchange activities.
Number of public awareness campaigns implemented in the three targeted communities	A public awareness campaign (activities and publication of materials) is implemented in the three targeted communities	As explained before, a wide-ranging awareness campaign has been carries out in the three communities.
Development of a lessons learned document	Lessons learned are described and disseminated	Lessons learned and recommendations were highlighted in several reports including: quarterly progress reports, and final reports of Project activities. In addition, this final evaluation report will consolidate the main lessons learned from previous documents and add to them.

Evaluation of expected CP outcomes:

The first stated outcome of the Project focused on enhancing and promoting of peace building through cross boundary cooperation in wastewater management with the aim to enhance the wellbeing of citizens in the targeted communities as well as to protect the shared environment

and natural resources. The second outcome aimed at enhancing the access to better public services and public utilities.

Based on the previous assessment of the three outputs, as well as the measurement of the outcomes indicators and targets as outlined in the Project Document, the evaluation could conclude that:

- The wellbeing of the three-targeted communities will be improved as a result of the installation of the wastewater networks. However, this improvement is conditional to reaching an agreement with the Israeli side on the connection between the constructed networks and the Israeli main trunk lines. Once the collected wastewater is transferred and treated (either in Israeli or in oPt) the realization of this outcome could be accomplished with success. Furthermore, by collecting and treating the wastewater in the three communities, pollution to the environment and to the shared resources will be minimized significantly.
- The different training activities that targeted professional staff in the three communities has enhanced the skills and capacity of technicians, and engineers to handle the management and operations of wastewater system and thus improved the access to more efficient public services.

Evaluation of overall objective:

Evaluating the attainment of the stated overall objective presents a challenge to any evaluator. The geo-political realities on the ground, and the complex relation and mistrust between the political levels of the two sides have obstructed the peace building and collaboration toward better wastewater management provisions. Nevertheless, technical solutions (i.e. wastewater networks) and activities at the local level (i.e. training and awareness campaign) will definitely contribute to improving the quality of life of citizens in the three communities, but not in the whole northern part of West Bank as stated in the Project Document.

Table 4: Assessment of outcomes indicators

Outcome Indicator	Assessment
The wellbeing and health of 16,500 beneficiaries is enhanced (wastewater management systems are in place)	The constructed wastewater network in the targeted communities will improve public health and prevent ground water and spill pollution. Connection to the Israeli side and treatment of wastewater remains a major issue that need to be solved.
Environmental quality standards, in particular water resources and supplies, are improved;	New wastewater collection networks as well as the enhanced skills and knowledge of municipalities staff a result of the training will contribute to improving the quality standards of water and wastewater.
Wastewater management systems are developed and implemented	Three wastewater collection system were installed in the three targeted communities.
Awareness is raised	The various awareness activities (training, workshops, seminars, visits, and printed materials) enhanced the understanding and appreciation of environmental issues of the citizens in the targeted communities.
National negotiations about waste water management between the Israelis and Palestinians have taken place (a MOU is developed).	A draft protocol was developed and shared with the Israeli side. Disagreement on the protocol risks the achievement of this indicator
% of people with access to waste water collection system in the West Bank is increased (100%);	Once the wastewater networks are completed (including the housing connections and the connection with the Israeli side) almost 100 % of citizens in the targeted communities will have access to a proper wastewater collection system.
Local committees for the project are established.	No new formal local committees were established, and the Project worked through the existing committees and platforms.

Efficiency

According to UNDP Handbook, efficiency measures how economically resources or inputs (such as funds, expertise and time) are converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs. Efficiency is important in ensuring that resources have been used appropriately and in highlighting more effective uses of resources.

Project mobilization: The planning and the designing of the Project started in 2008. Following the signature of the agreement between the Japanese Government and UNDP/PAPP on March 16, 2009, UNDP/PAPP as the executing agency developed the Project Document in consultation with PWA. The Pre-Local Programme Committee endorsed the Project Document on October 20, 2009, which allowed for the commencement of the Project. It was until August 2010 when the current Project team was hired. This long mobilization phase was due to the fact that UNDP had to go through a long hiring process (about six months) to replace the original staff who had resigned for personal reasons. Quick and efficient mobilization phase of any project is a key factor in ensuring smooth implementation and shouldn't take more than three months especially that the planned Project timeframe was two years. It is understandable that the Project must comply with and follow the standard procedures of UNDP (for recruitment and procurement); however, prior planning and a certain level of flexibility could help in shortening the preparation and mobilization phase.

Project design: As elaborated in the relevancy section of this report, The Project's general objectives and outcomes respond to the real and urgent needs of Palestinians in the oPt. The Project design attempted to address these needs, but its scope and objectives were too ambitious and suffered from number of shortcomings including:

- i. A politically sensitive outcome (i.e. promoting dialogue between the two sides on the highly delicate and complex issue of cross-boundary wastewater management) in a time bound with limited resources intervention at the time were the relations between the Palestinians and Israelis were not at its best was not the most wise choice. The evaluator agrees with the opinion of some informants that the Project design should have balanced between having high-pitched development goals and what is realistic under the political situation.
- ii. It is not clear if the analyses and understanding of the complexity and disparity of stakeholders who will influence the implementation were adequate during the design of the Project. The Project had to deal with different-and sometimes conflicting- interests, priorities, and level of commitment in the two sides. A comprehensive and in-depth stakeholder's analysis if done at the design phase would have helped in understanding

the multiple players' interest and power relations and would have allowed for a better identification of expected risks and how to address them.

- iii. The design of the Project limited the disposal of the collected wastewater to only one option, a connection with the Israeli wastewater main lines. Although this option might be valid from a technical point, other alternatives should have been explored since this option is strongly influenced by political factors.

In addition to the previous examples, the original proposed execution timeframe (i.e. two years) was not realistic. This is evident from the three extensions that have occurred during the life of the Project (new proposed completion date is December 2013 instead of June 2012).

Governance: The Project governance structure was composed of two levels: a Project Board, and an Execution Team.

The Project Board is responsible for making management decisions including the approval of Project revisions on a consensus bases on requests from the Project manager. Board members included the Government of Japan (GoJ), UNDP/PAPP, and the PA. While the Project Document listed PWA, Ministry of Local Government (MoLG), and municipalities as representatives of the PA in the Board in reality the representation of the PA was limited to PWA only. Existing disagreements between PWA and MoLG on roles and responsibilities was mentioned by informants as one of the reasons behind the weak involvement of MoLG in the Project. The Board meetings were not regular and held only if there was an issue to be discussed or an urgent decision to be taken. According to the Project management, the Project Board was convened regularly three times during the life of the Project, and several ad hoc meetings were also conducted at PWA and in Israel to discuss urgent matters. Although both the donor (GoJ) and the national partner (PWA) expressed their satisfaction of the Board meetings frequency and quality of discussion, having a more structured (with set agenda and follow up tasks) and regular meetings (e.g. every three months) would have improved the follow up and engagement of the Board members in the Project.

The second level of the Project governance includes two sub-levels: (i) Quality assurance delegated by the board to programme and engineering analyst, and (ii) Project implementation including day to day management by the project manager supported by project assistant and services provided by other team. The structure of this team follows the standard UNDP management modality for this kind of interventions. Support was also provided to the project implementation by the procurement unit and site engineers. The team composition and qualifications were adequate to carry out the various activities under the Project. Different stakeholders (including GoJ, and municipalities) commended the efforts done by the team during the implementation of the Project despite the numerous challenges that faced the Project. Yet, questions were raised concerning the reporting structure and management arrangements within the team. Data obtained from the interviews highlighted a disconnect between the

procurement unit and engineering functions, as well as a limited oversight of the project manager on the tasks of engineering and procurement staff. This could be attributed to the standard UNDP implementation modality where the infrastructure and procurement tasks are managed by separate units from the Project team, which is common for other interventions managed by UNDP/PAPP.

Roles and responsibilities: The Project Document described the roles and responsibilities of a number of stakeholders including UNDP, PNA (mainly PWA), targeted municipalities, and MAP secretariat. While for the mentioned organizations, there is a clear assignment of roles and duties, still the document didn't elaborate on the expected role of the donor (GoJ), and expectations from the Israeli side. Although the document is binding only to UNDP and the Palestinian side, but it would have been very beneficial to highlight the expected obligations of the Israeli side in order for the Project to follow up on the activities that required mutual agreements and collaborated effort. Furthermore, it would be even more efficient and clearer if UNDP along with the donor managed to obtain a written commitment with clear role and responsibilities from the Israeli side. The signed minutes of meeting of the JWC (dated July 16, 2008) by the Palestinian and Israeli sides with the presence of representatives was an important step, but it wasn't adequate to ensure the genuine support and commitment of the Israeli side.

Reporting and monitoring: The reporting and monitoring arrangements of the Project were based on UNDP/PAPP established procedures and systems. A clear communication plan and an annual work plan were prepared by the Project manager and then reviewed by the programme analyst for technical quality assurance. The Project team produced a number of regular reports including Quarterly Progress Reports (QPR), and Annual Review Reports. Based on the review of the latest QPR reports, it could be concluded that the structure of the reports are consistent and clear which make the QPR easy to read and use. The reports described the progress per output and activity with explanation of challenges, which made them a good tool for Project monitoring. Both PWA and GoJ expressed their satisfaction about the quality and frequency of reports received from the Project team.

In addition to the standard reports, the team used the ATLAS system of UNDP to monitor the Project through creating issue logs, risks logs, and a monitoring schedule plan. The evaluation concludes that the followed monitoring mechanisms and reporting arrangements sufficient for the purpose of monitoring the Project activities and to ring the bell for any issue or risk that need an action from the Project team.

Financial management: It is important here to stress that the evaluation scope doesn't involve financial auditing of the Project. A separate auditing report was produced by an independent external auditor, which provided a detailed assessment of the financial and accounting transactions of the Project and assessed the overall operational and internal control system of

the management of the Project. The auditor report was sent directly to the Special Representative of UNDP/PAPP in the oPt to ensure independence and transparency of the auditor opinion. Only one auditing report was made available to the evaluator (for the year ended on December 31, 2011). Based on the later report, it could be concluded that the Project followed sound financial management procedures and that the expenditures of the Project were incurred in conformity with the relevant policies, regulations, and rules of UNDP.

Disbursement of the Project⁸:

As of time of preparing this report, almost 89 % of the overall Project budget has been disbursed. The lowest disbursement rate is related to the infrastructure component because the work hasn't been finished yet. The Project has spent about 3 % more than what was allocated for the staff and operations due to the fact that the Project was extended from two years to almost four years, which increased the budget needed for operation and staffing. The remaining budget is either committed but is hasn't been disbursed or not allocated yet. Table 5 summarizes the general financial status of the Project.

Table 5: The Project budget and disbursement per components as of June 30, 2013

Component	Original budget (per the Project Document) in \$US	Original Budget contributed by Japan (\$US)	Disbursement as of June 30, 2013 (\$US)	Percentage of Disbursement
Project staff & operations	805,209.80	805,209.00	829,120.85	102.97%
Construction of wastewater systems	4,528,700.00	4,138,007.00	3,517,441.80	85.00%
Dialogue promotion, capacity building, and public awareness	523,432.00	465,495	443,726.00	95.3.0%
UNDP/GMS (7%)	410,013.90	378,609.80	335,320.2	95.32%
Grand Total	6,267,355.70	5,819,320.80	5,168,898.45	88.82%

Adaptability and maximizing the use of resources: When possible, the Project tried to maximize the use of available and limited resources in delivering different activities. For

⁸ Financial data was obtained from the Project latest Quarterly Report (June 30, 2013). The sources of the financial data (e.g. latest audited financial report) were not examined by the evaluation. It should be noted that final financial data will be available upon the publication of final financial report after the closing of the Project.

example, the original plan for the training program was to cover the three targeted municipalities only. However, and based on PWA request the training was expanded to benefit about 15 communities instead of only three. Another example is the youth exchange program; the high interest and demand by the youth generation in the targeted communities led to increasing the number of youth in each group from 15 to 20-25 participants.

Without distorting the Project main components and outcomes, the implementation of a number of activities witnessed a certain level of flexibility that adapted to the changing environment under which the Project is executed. For example, the development of the protocol took into consideration the political realities and thus two versions were drafted to serve the transitional period as well as the final status negotiations once happened. The assumption of the youth exchange program was to rely on official exchange and cooperation between schools on both sides. This assumption was not valid since the official policies of the ministries of education on the two sides don't allow for formal relations between schools. Therefore the Project adopted a different approach by linking youth groups through local CBOs in Israel's and Palestinian's communities. In addition, the exchange program focused on Palestinian's living in neighbouring communities inside Israel, which was more efficient and relevant in terms of social and cultural cohesion.

Building on existing platforms: The Project built on the work and experience of other bodies to effectively maximize the use of available resources. One of these bodies was the Municipal Alliance for Peace (MAP). The original role of MAP in the Project was to facilitate the connection between Palestinian' and Israeli' sides and to help address critical problems within corresponding municipalities from both sides. During the implementation MAP helped in facilitation of training; organize visits, and meetings related to infrastructure and the protocol development.

Another example is the collaboration with the Negotiation Support Unit (NSU), which wasn't part of the Project Design. The Project team and PWA benefited from the long and extensive experience of NSU in the development of the protocol. NSU provided advice and technical support to ensure that the drafted protocol will serve the final status negotiations and will not undermine any Palestinian national interests. This experience is a good example of engaging other stakeholders and was commended by NSU as "a great and useful experience of coordinated and partnership work".

Impact

According to UNDP Handbook, impact measures changes in human development and people's well-being that are brought about by development initiatives, directly or indirectly, intended or unintended.

When assessing the impact of the Project, two important points should be kept in mind: First, the Project hasn't come to its end yet; and second, a number of important actions are still ongoing which make it challenging to determine the impact of these activities at this stage. However, the evaluation revealed a certain degree of promising potential as well as realized impact of the Project.

In addition to what was mentioned in the other sections of this report, we would like to shed the light on the following:

Impact on the quality of life: The overall objective of the Project is to improve the quality of life of the residents in the Northern Part of the West Bank. No one can claim that the Project impacted the majority of the residents in the all of the Northern Part of West Bank since the scope and coverage of the project activities were limited to the three-targeted localities. However, the impact of the Project and in particular the construction of wastewater networks, on the quality of life is obvious and will be fully visible once the construction of the networks and a proper disposal of the generated wastewater are accomplished. Once these wastewater systems become functional, the environmental living conditions of the population of these communities will be improved and the public health conditions will be enhanced. The new systems will reduce the incidents of diseases associated with wastewater pollution and contamination and will improve the sanitation in these towns. Furthermore, as an indirect impact, women in these communities will be relieved from the burden of taking care of the sick and in poor health within their families allowing them to have more time to develop their skills and engage in community activities.

Several informants pointed out to the anticipated benefits of the constructed networks on the welfare of the targeted communities. For example, the Engineer of Baqa Al Sharqieh mentioned a number of benefits from the wastewater networks including: protection of groundwater from pollution, reducing the financial burden on citizens related to the cost of leaning cesspits, and minimizing the deterioration of internal roads as a result of reducing sewage leakage from cesspits.

Impact on peace building and dialogue: Given the external political factors that influence the relation and corporation between the two sides, it would be an exaggeration to claim that the Project has improved peace building and dialogue between the Palestinians and Israelis at the

national level. Having said that, the Project is still an essential avenue that helped in bringing up heated issues that require serious and genuine attention with an open discussion that is based on mutual respect and equality. Some of these issues includes: the danger impact of wastewater pollution on the shared environment, obligations of each side toward enhancing the quality of life and reaching common ground, and efficiency/usefulness of the existing coordination mechanism and forms.

As mentioned in this report, the Project contributed in enhancing the dialogue between the two sides at the local/grassroots level, but failed in achieving that at the political/national level.

Capacity building and skills enhancement: Both the training program and the youth exchange program helped increase the capacity and awareness of the participants related to wastewater management, environmental protection, and leadership skills. All interviews shared a positive view –in general- about the training, site visits, and seminars organized for professional staff and mayors of the municipalities, as well as the youth generation from communities in both sides.

A number of trainees stated that “the training provided to them was a good opportunity that might not occur again in terms of the diversity of topics, qualifications of trainers, and combining theory with practice”.

Participants in the youth exchange program pointed out to the fact that the program contributed in reestablishing linkages between Palestinians in communities that were divided by geo-political reasons and in exchanging ideas, knowledge, and aspirations between brothers and sisters who live behind the wall”.

Good practices:

Despite the numerous challenges that faced the Project, still a number of examples of good practices and success stories could be highlighted including:

- The collaboration between the international legal consultant and the PNA partners (PWA, MoEA, MoAg, and NSU) on the discussion and drafting of the protocol.
- The success of the training program encouraged HoWE to build on this experience and approach other donors to provide funding for the same training model so it can be rolled out to other locations. HoWE was able to secure funds from USAID and start another round of training activities.
- The youth exchange program showed how important is to work with the young generation to establish a core of youth leaders with a potential to introduce change and new thinking in their communities. These youth were also creative in advocating and lobbying for environmental issues through outreaching to and meeting with their community leaders (mayors, and council members) to find solutions for environmental challenges.

- Last but not least, the encouraging experience of the trainers of the youth exchange program and their realization of the importance of this kind of activities, motivated them to establish a local environmental society in Jenin called” Palestine Environmental Development Foundation” which will focus on environmental education and awareness.

Shortcomings:

This report already touched upon several shortcomings and gaps that affected the accomplishment of the Project outcomes and outputs. The impact of the Project would have been greater if the necessary measures were taken to address these shortcomings, which include:

- Design shortcomings (refer to the efficiency section).
- The disagreement between the Israeli and Palestinian side regarding the type of protocol that need to be in place to regulate cross boundary issues due to political reasons (over all agreement vs. specific agreement per location).
- The delay from the Israeli side in completing their part of the infrastructure, which affected the connection of the constructed networks.
- The weak performance and compliance of the local infrastructure contractors (specifically in Barta’a Al-Sharqieh). On this regard, questions were raised about the efficiency of UNDP supervisions and compliance system on the contractors work.
- Lack of long and intense practical training to complement the theoretical training provided to the technical staff of the municipalities.
- Unavailability of advanced equipment and necessary tools for municipalities’ trained staff to practice what they have learned in the training.
- The discontinuity of the youth exchange activities and the weak interest and involvement of municipalities and local CBOs after the end of the program.
- The time gap between finishing the training program and completing the infrastructure work, which minimized the usability of acquired skills and knowledge by the trainers on their daily jobs.

Sustainability

According to UNDP Handbook, sustainability measures the extent to which benefits of initiatives continue after external development assistance has come to an end. Assessing sustainability involves evaluating the extent to which relevant social, economic, political, institutional and other conditions are present and, based on that assessment, making projections about the national capacity to maintain, manage and ensure the development results in the future.

There is a strong possibility to maximize the potential for the sustainability and continuation of the Project benefits after the completion of its activities if certain measures and a proper exit plan are put in place. The following elaborates more on the sustainability dimension of the Project:

Infrastructure activities: The life of the constructed wastewater networks extends beyond the closing date of the Project. Normally such networks –if designed and constructed properly- will last for 20-25 years. To ensure a longer life of the networks, the municipalities under the supervision of PWA and MoLG need to adopt a clear maintenance and operation (M&O) plan. The training provided to the technical staff of the municipalities should be considered as the first step toward developing and implementing a M&O plan. Further practical On-the-Job Training (OJT) will be needed to increase the ability of municipalities in this regard. Most importantly, to cover the cost of M&O in a self and sustainable way, municipalities and the government (PWA, MoLG, and Ministry of Finance (MoF)) should discuss and agree on the roles and responsibilities regarding the management and maintenance of the networks, as well as the structure and mechanism of tariffs and fees needed to cover the cost of M&O of wastewater services provided to the citizens.

Another key factor related to the sustainability and usability of the constructed wastewater networks is the agreement with the Israeli side on the connection and cost of treating the generated wastewater. Without a clear way out to this issue, whether an agreement with the Israelis side or another disposal and treatment technical solution (e.g. small scale treatment plant) the sustainability and usability of the invested infrastructure will be at risk.

The Protocol: The development of a draft protocol is an important step toward restructuring the relationship between the Israeli and Palestinian sides regarding cross-boundary wastewater management. Moreover, by having another version of this protocol to be used by the Palestinians in the final status negotiations the likelihood of continuing the benefits of the Project beyond its closure will be enhanced. Nevertheless, without follow up and advocacy by the main partners (mainly UNDP, and Japan) in order for the two sides to reach a mutual agreed protocol through the JWC as the official channel, all the costly and lengthy efforts made by the Project may

become another shelved document with only a small chance that it will be used in the foreseeable future.

Youth exchange: This activity received positive feedback from different parties including municipalities, trainers, and the youth themselves since it contributes in engaging the young participants with local community concerns and bridges the gap between Palestinians on both sides of the Israeli separation wall. However, the discontinuity of this activity after the end of the Project weakened the potential for sustainable positive effect. A number of informants pointed out to the fact that the absence of follow up by the municipality, and other local organizations, and the inadequate financial resources were key factors that hindered the sustainability of the benefits of this activity.

Furthermore, it would have been more effective and sustainable if the design of the Project intended on institutionalizing the youth exchange and activities by establishing linkages with local institutions that could act as an “incubator” to sponsor the youth and their initiatives after the end of the Project. Participants the youth expressed their interest to specialize in environmental field in the future and called for the extension and replication of the exchange activities. It should be also mentioned that some youth from both sides (mainly Habla and Jaljolia) are still in touch with each other through emails and phones. Although this is a limited case, but it shows the need for further work in engaging the youth generation in promoting dialogue and collaboration with their neighboring communities.

Awareness campaign: Part of the key messages delivered during the activities of the awareness campaign emphasized on issues related to the management of the wastewater network after its construction as well as on how to prolong the life of the network through simple and low cost measures. These messages were communicated to the communities at large and to the municipalities’ technical staff in particular.

Ownership: There is no doubt that the more ownership and commitment by the stakeholders, the more likely the effects and benefits of any intervention will continue and expand beyond the scope of the intervention itself. In the context of this Project, the assessment of the degree of the ownership and commitment distinguished between two different levels: the political/national level, and the local/community level.

For the first level, politics, mistrust, and frustration have affected the attitude of the main Palestinian national institutions (e.g. PWA, MoEA). Officials from these agencies were pessimistic about the possibility of reaching an acceptable solution to the pending issue of the protocol. The inability of the Project to reach a breakthrough in improving the dialogue between the two sides at the political level has affected the confidence of the Palestinian side that the other side is serious and interested to find mutual solutions to shared issues.

Things are different at the local and technical levels; the review of available reports along with the feedback received from the interviews revealed a considerable attempt by the project to engage and consult with the various stakeholders throughout the stages of the Project. Starting from the design of the Project, PWA was consulted in the concept and main components of the Project. The PWA endorsement of the Project Document gave the green light to start the Project. Throughout the implementation, PWA was involved in most of the activities including the development of ToRs, selection of consultants and contractors, as well as in following up the implementation of the different activities. Examples of this engagement include: PWA participation as an observer in the procurement process of infrastructure; participation in the development of training ToR, selection, and material development and the same applies to the awareness campaign activity.

At the local level, the Project has embraced several participatory best practices to better reflect the priorities and needs of the beneficiaries. The following are some examples of these practices:

- Community contribution: the original designs of the wastewater networks were prepared by the three municipalities out of their own budgets. In addition, the house connections to the main network were financed by the municipalities and the citizens themselves.
- Needs assessment: several activities were designed and implemented based assessing the needs of the beneficiaries; training topics and outlines were identified in accordance to the “Training Needs Assessment of Water Supply and Wastewater Service Providers” that was published jointly by PWA and GIZ; selection of participants and the identification of topics in the youth exchange program were done through site visits, meetings with local organizations, and focus groups with the youth and their families.
- Involvement of various stakeholders in the draft of the protocol: The international consultant who worked on the development of the protocol consulted with relevant stakeholders including: PWA, NSU, MoLG, MoEA, and MoAg. According to informants a review committee was formed from these agencies to support the development of the protocol and to provide feedback during the process. For the awareness activities, a local committee was formed in each of the three localities to follow up on the awareness activities. These committees included members from the municipality, schools, CBOs, women society, and youth club.
- Partnerships and involvement of local CBOs and stakeholders: The Project collaborated with several partners including NSU (in the protocol), local CBOs such as the Palestinian Red Crescent Society in Habla, Al Sharawia Women’s Association in Baqa East, and Barta’a Al-Sharqieh Union Club (in the youth exchange activities). In addition, the Project relied on the experience and knowledge of local NGOs and experts in delivering various activities (e.g. PHG, HoWE, Tawasol, and infrastructure contractors).

Replicability of the Project: As discussed in the relevancy section of this report, there is an urgent and continuous need for investments that address wastewater, environmental pollution, and protection of public health and hygiene in the oPt. The vast majority of the Palestinian communities' lack proper wastewater collection, disposal, and treatment systems. Moreover raising the capacity of individuals and institutions involved in this field, as well as educating the public are key to the success of any wastewater projects. Thus, more interventions similar to the Project remain a priority to the PNA with the technical, financial, and political support of the international community.

Having said that, and given the experience of the Project and drawing on lessons learned a number of noteworthy issues should be considered in the design of any future interventions:

- **Phasing approach:** Complicated politics and differences between the Israelis and Palestinians should be accounted for since reaching an agreement between the two sides is a lengthy and challenging process. Formalizing any arrangement related to wastewater should be done before the start of any infrastructure or capacity building components.
- **Explore technical alternatives:** The design should allow for the exploration of more than one alternative for wastewater disposal and treatment. Cost benefit analyses and assessment of technical feasibility should be done before deciding on the final approach.
- **Focus on specialized training:** Although numerous training activities have been provided to the municipalities, still more training is required to enhance the capacity of individuals and institutions who are involved in wastewater management. Further specialized training needs to be designed for the most relevant people and should incorporate intensive and extended practical training along with the theoretical part.
- **Institutionalizing youth related initiatives:** more attention to the continuity of the youth exchange initiatives is crucial for enhancing the sustainability of the Project effects. Linkages with local organizations should be reinforced in order to provide sustainable incubators for youth after the end of the Project.

Exit strategy and plan: To enhance the sustainability of the Project and ensure a proper follow up on the outputs after the end of the Project an exit plan needs to be developed before the closing date of the project. This plan should explain the steps required to ensure the continuation of the achieved outputs once the funding is ceased. The development of the plan should be done in consultation with different stakeholders (local, national, and regional) to agree on roles and responsibilities as well as to confirm commitment and ownership to the maintenance of the Project benefits.

Challenges and Lessons Learned

Several challenges have faced the Project design and implementation. In addition to what was mentioned in the various sections of this report, this section highlights key challenges and related lessons learned.

- The scope of UNDP/PAPP is to work in the oPt with the mandate to help the Palestinian people. This mandate gives legitimacy and a space for maneuver and work at the Palestinian side that is not available at the Israeli side.
- Related to the previous point, UNDP/PAPP didn't have the same means and equal power inside the Israeli side similar to that at the Palestinian side to follow up on Project activities. There was no designated person or organization at the Israeli side to follow up on the shared activities, which resulted in delays in fulfilling the obligations of the Israeli side.
- It was assumed that the IWC is the Project counterpart on the Israeli side and that it will be responsible for implementing the infrastructure part inside Israel. However, it turned out that this task is under the authority of public utilities and the IWC didn't coordinate with them.
- The Israeli commitment and understanding of the Project obligations was a key challenge and resulted in delaying the implementation of a number of activities (e.g. infrastructure, and protocol) as well as frustration and mistrust by the Palestinian side. One example is the request from the Israeli side that the Project funds parts of the main pipes inside Israel, which is against the UNDP mandate and scope. To overcome this issue, the Israeli Government deducted one million New Israeli Shekels (about \$US 282,000) from the PNA tax money to cover the cost of the pipeline for Barta'a Al Sharqia connection unilaterally and without consulting with PWA, or UNDP⁹.
- The movement and access restrictions imposed by the Government of Israel on Palestinians in order to access Israel and Area C in West Bank affected the construction of the wastewater networks in some locations (mainly Barta'a Al Sharqia). In addition, these restrictions affected the procurement process of contractor as it forced UNDP to repeat the process to allow for the needed permits to be issued and thus delayed the start of the construction for about six months.
- The targeted municipalities are small and limited in human resources. Because of this, the few staff of these municipalities had to attend some training activities that are not related to their work or experience.

⁹ Interview with Mr. Adel Yasin from PWA.

- The procurement of contractors followed the standard procedures of UNDP. However, the UNDP policy to select the lowest financial offer led to contracting the same contractor for Barta'a Al Sharqia despite the fact that this contractor lacked the capacity and sufficient means to start the implementation according to the plan which delayed the implementation. In addition, the opinion of the engineers was not fully considered during the procurement process (e.g. the period of the contract, performance of the contractor).
- The UNDP procurement procedure of ITB with a value of more than one million \$US is lengthy as these contracts have to be sent to UNDP HQ in New York for review and approval which further delay the process.
- The original designs of the wastewater networks were provided by the municipalities. These designs were outdated and lack the needed accuracy since they were based on aerial photos. This resulted in delaying the implementation since UNDP had to revise some of the designs and the contractors used this issue to request extensions and variation orders.
- The youth exchange program suffered from limited financial resources and weak follow up by local organizations, which resulted in terminating the activities after the program.
- The municipalities lack the needed equipment and tools for the M&O of the wastewater networks which weaken their ability to maintain the networks.
- The traditional mentality of some citizens that wastewater services should be free and that the central government will bear the financial burden at the end.

Recommendations

In addition to the various recommendations that were included in the report, the following are key recommendations:

- A comprehensive and in-depth stakeholders analyses should be conducted during the design phase of any similar projects. This will improve the understanding of different players, powers, and relations and will help in a better risks management.
- Despite the delays in receiving the feedback of the IWC on the draft protocol, the fact that comments were received from ICW at the end could be considered as a positive sign of the possibility of reaching an agreement between the two sides if the Project push the two sides to engage in serious discussions on the draft protocol. For this purpose, the Project should utilize all possible means during the short remaining time of its life to continue the work on the protocol including encouraging Japan and other donors to be more involved, and bringing back the international consultant who worked on the draft protocol to facilitate the discussion and agreement between both sides. After the end of the Project, efforts should continue by relevant stakeholders (mainly PWA, and NSU) to continue the negotiations with the Israeli side on the protocol.
- Related to the previous recommendation, more attention should be given by UNDP, and the donor to the advocacy and lobbying for reaching an agreement on the draft protocol. The Project should empower the PNA to advocate for a better wastewater management systems and agreements through any possible channel such as the next Ad Hoc Liaison Committee (AHLC) meeting in September 2013.
- There is a need to emphasize more on practical training in the form of coaching or co training onsite with other experienced institutions. For example: the training could benefit from exiting wastewater related facilities (e.g. treatment plans, special departments in big municipalities) to provide intensive specialized technical training to certain number of technical staff of the targeted municipalities so they can provide technical support and maintenance to the constructed infrastructure (e.g. wastewater networks) once they become functional.
- Although the targeted municipalities were involved -to some extent- in the supervision of the infrastructure work (through a designated staff/engineer), municipalities complained about the limited role given to them on the supervision. Without undermining the UNDP roles and procedures, and as part of building the capacity of municipalities and to enhance their ownership, mechanisms to encourage more active role of municipalities- at least as observers- in the procurement and implementation of the different activities should be considered.

- Several recommendations could be made to enhance the youth exchange activities in the future including: To complement the training on technical and environmental topics with more training on leadership and other life skills , include special visits and meetings with decision makers and politicians, encourage municipalities and local institutions to be more engaged in the activities and provide an umbrella for the youth activities, and consider creating environmental clubs to be hosted inside the local community institutions.
- The procurement of contractors should give more weight to the technical expertise, previous performance, and reference check of the applicants.
- Consultation and coordination between the procurement unit and the engineering unit of UNDP should be improved to avoid delays.
- To enhance the sustainability of the Project and ensure a proper follow up on the outputs after the end of the Project an exit strategy and plan needs to be developed before the closing date of the project.
- For future programs, it is recommended that a number of issues should be considered including:
 - Phasing approach: Formalizing any arrangement related to wastewater should be done before the start of any infrastructure of capacity building components.
 - Explore technical alternatives: The design should allow for the exploration of more than one alternative for wastewater disposal and treatment.
 - Focus on specialized training: Specialized training needs to be designed for the most relevant people and should incorporate intensive and extended practical training along with the theoretical part.
 - Institutionalizing youth related initiatives: Linkages with local organizations should be reinforced in order to provide sustainable incubators for youth after the end of the Project.

Annex A: ToR of the Assignment



ANNEX I

TERMS OF REFERENCE

1. BACKGROUND

The project "Promote peace building through cross boundary wastewater management in the occupied Palestinian territories" is a UNDP/PAPP initiative that contributes to peace building and to strengthen the dialogue between the Palestinian and Israeli local authorities through addressing common interests. In this particular project, peace building will be promoted through joint management of cross boundary wastewater in order to safeguard the shared environment and protect the water resources.

This will be achieved through the construction of three wastewater collection systems in the targeted communities" Habla, Baqa El-Sharqieh and Barta'a" in Palestine; the collected wastewater will be treated in the Israeli side based upon agreed mechanisms and tariffs between both parties. The project supported development agreement between the Israeli Water Commission and the Palestinian Water Authority to regulate and coordinate trans-boundary waste water management. The above mentioned agreement is based on the interim agreement that Israel and the Palestinian Authority signed in September 1995 (Oslo 2) which includes the most updated understanding on water issues that has been reached in the peace process framework in addition to the signed MOU on 2003 that sets the Guidelines and Technical Criteria for Sewage Projects.

There are at least 10 cross boundary streams between the Israeli and the occupied Palestinian territory. Downstream Israeli streams receive wastewater from the occupied Palestinian territory which is mostly untreated or poorly treated. On the other hand the untreated wastewater runoff from the Israeli settlements on the hilltops ends up in Palestinian streams.

The untreated wastewater presents a pollution that not only destroys the rivers and the connected eco-systems, but also seeps into the groundwater, harming drinking water sources. Furthermore, it leads to mosquito infestations, allowing possible spread of waterborne diseases.

The project intended to

1. Contribute to peace building and strengthen the dialogue between the Palestinian Authorities and the Israeli Authorities through addressing common interests and maximizing benefits on both sides.
2. Promote trans-boundary wastewater management in order to safeguard the shared environment and protect the water resources.
3. Build the capacities of the service providers and the PWA regarding wastewater management issue including technical, financial and institutional aspects.
4. Enhance the quality of life and improve the wellbeing of the targeted population.

Targeted Community Situation

The project targeted three border communities in Jenin, Tulkarem and Qalqilia Governorates with a total of 16,500 residents of Baqa Al Sharqieh (Tulkarem Governorate), Habla (Qalqilia

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Governorate) and Barta Al-Sharqieh (Jenin Governorate). Women comprise almost 49.8% of the total beneficiaries and men comprise 50.2 % (around 8,219 are women and 8,280 are men).

It is worth mentioning that, although this project targeted the overall population and all the beneficiaries will be positively affected by its activities, women in these communities will be the ones who will benefit the most, as the project will enhance their living standards and improve their quality of life. Traditionally, women in the targeted communities are responsible for management of water supplies at the household level. During time of shortage, women have to store water, ensure water's quality and monitor hygiene practices within the household and take care of the infirm.

The construction of wastewater collection systems in these villages contributed to improving the environmental living conditions of the population and will enhance the cleanliness level within these towns. It will as well reduce the incidents of diseases associated with wastewater pollution and contamination and improve the public health status of the population. Therefore, it will relieve women from the tasks and responsibilities to take care of the sick and the infirm within the family and provide them with more free time to develop their skills and the freedom to engage in other activities.

2. OBJECTIVES OF THE ASSIGNMENT:

To assess the performance of the project in relation to achieving the indented results

- developing recommendations for further initiating of similar projects in the future
- drawing key lessons learned in terms of strength and weaknesses to contribute to organizational learning

3. EVALUATION SCOPE AND CRITERIA:

Quality and Relevance of Design

Assess the continuing appropriateness and relevance of the Design. The project context, threats and opportunities may have changed during the course of the project. Assess what adjustments have been made and what others might be necessary. In particular:

- To what extent does the project respond to priority issues?
- To what extent are the objectives of the project still valid?
- Is the project team planning the most appropriate strategies?
- Are there any major risks or 'killer assumptions' that are currently not being taken into account?
- Do stakeholders care about the project and believe it makes sense?

Effectiveness

Assess the major achievements of the project to date in relation to its stated objectives and intended results. Focus on the higher level results.

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- Assess what has been achieved, the likelihood of future achievements, and the significance/ strategic importance of the achievements
- Include also qualitative evidence e.g. opinions on the project's effectiveness based on impressions and interviews with target groups, partners, government, etc.
- Describe any major short-comings of the project to date, explaining the reasons behind them.
- Describe any unforeseen impacts (whether positive or negative).
- Identify any exceptional experiences that should be highlighted e.g. case-studies, stories, best practice

Efficiency of Planning and Implementation

Assess to what extent resources are being used economically to deliver the project. Are plans being used, implemented and adapted as necessary? And assess other program management factors important for delivery

Impact

Assess to what extent is the project contributing to a long-term positive effects and does it make a difference.

Potential for sustainability, replication and upscaling

Assess the key factors affecting **sustainability** of the project, such as:

- What are the social and political parameters that contribute to the acceptance of the project?
- Will the project contribute to lasting benefits? Which organisations could/ will ensure continuity of project activities in the project area?
- Is there evidence of possible up scaling or replicating of project activities beyond the immediate project area? Is such replication or magnification likely?
- Assess whether the program is considered as delivering **value for money** for its present scope/ scale of impact. What are the cost implications for scaling up impact?
- Are there savings that could be made without compromising delivery?
- Assess and make recommendations on the key **strategic options** for the future of the project i.e. exit strategy, scale down, replication, scale-up, continuation, major modifications to strategy
- Comment on any existing plans
- Make recommendations in addition.

4. TASKS AND RESPOSIBILITES:

Under the overall supervision of the Project Manager and in close cooperation with the Project counterparts, the consultant will review the project file to implement the followings:

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- 1- Prepare an evaluation workplan: The consultant shall prepare a workplan that describes how the evaluation will be carried out and the time table for each activity. The workplan should address the followings:
 - Overview of the project
 - Expectations of evaluations
 - Roles and responsibilities
 - Evaluation methodology
 - Evaluation frame work
 - Information collection and analysis
 - Reporting
- 2- Data Collection: Data should be collected through field observations, interviews, focus groups, questionnaires, participatory methodologies the consultant shall include all visits that are needed to the project site, the project counterparts and the stakeholders. All visits and meetings shall be coordinated through the Project manager and the project assistant.
- 3- Evaluation report: the consultant shall prepare an evaluation report that describes the evaluation and puts forward the evaluator's findings, recommendations and lessons learnt. The report should also highlight gaps, strengths and weaknesses in the project design and implementation. It should also pinpoint all measures that can be taken into consideration in order to enhance the sustainability of the project outputs.

5. DELIVERABLES:

- An inception report is to be submitted one week after signing the contract. The inception report should include the project site visits plan.
- Draft evaluation report should be submitted five weeks after signing the contract.
- Briefing for the project team by week # 6
- Final evaluation report will be submitted three days after receiving the comments from UNDP/PAPP and the project counterparts on the draft evaluation report.

6. DOCUMENTS TO BE CONSULTED:

A list of important documents that the evaluators should read at the outset of the evaluation and before finalizing the evaluation design. This should be limited to the critical information that the evaluation team needs. Data sources and documents may include:

- Project document
- Latest Annual work plans
- Monitoring data
- progress reports
- Key outputs produced
- Partnership arrangements e.g. agreements of cooperation with local governments

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7. REQUIRED FORMAT FOR THE EVALUATION REPORT :

Executive Summary (1-4 pages):

- Brief project description and context
- Purpose and expected use of the evaluation
- Objectives of the evaluation
- Summary of the evaluation methodology
- Principle findings and conclusions, especially relating to project goals / targets
- Key recommendations
- Summary of lessons learned, strength and weakness

8. LEVEL OF EFFORTS:

It is estimated that this assignment will need 20 working days to accomplish which will be distributed over a period of six (6) weeks. It is anticipated that the work will start during the first week of May 2013.

9. LOGISTICS

The consultant will be contracted by the UNDP/PAPP. His/her work will be facilitated and supervised by the Programme Manager. The consultant will report to the UNDP Programme Manager.

Notes: All required information about the project will be provided.

10. EVALUATION ETHICS

Evaluations in UNDP shall be conducted in accordance with the principles outlined in the UNEG "Ethical Guidelines for Evaluation".

11. PAYMENT TERMS:

Payments are based upon output, i.e. upon delivery of the services specified in the TOR:

Milestone	% Payment	Target Date
Upon satisfactory Completion of the Inception Report	25 %	1 June 2013
Upon Satisfactory Completion of the Evaluation Report	75%	30 June 2013

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برنامج الأمم المتحدة الإنمائي / برنامج مساعدة الشعب الفلسطيني



*Empowered lives.
Resilient nations.*

IC-2013-76

Feedback on the outputs will be made within two weeks after the submission is made by the Consultant.

All payments will be issued upon certification of UNDP Programme Manager.

12. REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS

I. Academic Qualifications (*this is an in-out criteria*):

Minimum postgraduate degree in Environmental Studies, Engineering or related fields.

II. Years of experience:

- The team leader should have proven experience (at least 10 years) in water and environmental management projects and related fields.
- Minimum five (5) years experience in results based management and evaluation of environmental projects.
- Experience in financial management
- Proven experience in management issues.
- Excellent oral and written communication skills in English and Arabic.
- Solid analytical and conceptual skills and the ability to think creatively.
- Good knowledge of local context (culture, politics, and geography).

III. Competencies:

- Good knowledge of Article 40 in Oslo Agreement
- Adequate knowledge in water and wastewater projects.
- Enough knowledge of national environmental plans, bylaws and PWA strategies, procedures and agreements

UNDP is committed to achieving workforce diversity in terms of gender, nationality and culture. Individuals from minority groups, indigenous groups and persons with disabilities are equally encouraged to apply. All applications will be treated with the strictest confidence.

Annex B: Evaluation Tools

Tools	Objective	Target
Preliminary Interviews	<ul style="list-style-type: none"> • Define project’s stakeholders and partners. • Develop and define tools and activities to be used in the evaluation that most suits the project’s activities. • Develop a realistic time frame and schedule to conduct each activity defined previously. • Confirm the evaluation general objective as well specific objectives. • Prevent any future misunderstandings. 	<ul style="list-style-type: none"> • Project management. • Representative Office of Japan. • Director of Waste Water Planning Department-PWA.
Desk Review	<ul style="list-style-type: none"> • Analyze the project: <ul style="list-style-type: none"> ○ Structure ○ Implementation mechanism ○ Plans ○ Monitoring data • Understand the project’s M&E framework and Cycle • Understand the specific activities conducted under the project. 	<ul style="list-style-type: none"> • Relevant documents.
Structured Interviews	<ul style="list-style-type: none"> • Gather information about: <ul style="list-style-type: none"> ○ Project designing process ○ Management setup ○ Stakeholders’ and partners’ involvement ○ Obstacles and challenges faced 	<ul style="list-style-type: none"> • PNA line ministries: PWA, MoLG, and MoE • Negotiations Affairs Department-PLO. • UNDP/PAPP: Analyst, and engineer. • Local authorities. • Trainers, youth and trainees.

	<ul style="list-style-type: none"> ○ Methods of overcoming obstacles and challenges 	<ul style="list-style-type: none"> • Sub-contractors: Tawasol, HoWE, and PHG.
Observations and site visits	<ul style="list-style-type: none"> • Obtain observations and collect data from the field. • Validate information and data. • Interact with beneficiaries on the ground. 	<ul style="list-style-type: none"> • Site visits to Habla, and Baqa Al Sharqieh

Annex C: Details of Evaluation Methodology

A. Structured interviews:

Several interviews were conducted with key stakeholders, including:

- I. Implementing Agency-UNDP/PAPP:
 1. Ms. Rima Abumiddain, Team Leader, Environment Team
 2. Ms. Taghreed Najjar/Atyani, Program Manager, Natural Capital Unit.
 3. Ms. Ghadeer Musleh, Project Assistant, Environment & Natural Resources Unit.
 4. Mr. Husam Tubail, Programme Analyst in Environment and DRR.
 5. Mr. Abdallah Jibreen, Engineer.

- II. Donor-Japan:
 6. Mr. Makoto Honda, Deputy Representative.
 7. Mr. Hideki Kamiya, Second Secretary.

- III. PNA Agencies:
 8. Mr. Adel Yasin, Director of Waste Water Planning Department, PWA
 9. Mr. Ahmad Hindi, Director General of National Water Council's Unit, PWA.
 10. Ms. Najwan Imseih, Joint Water Committee, PWA
 11. Mr. Ahmad Abu Daher, Environmental Quality authority

- IV. Local Authorities- Palestinian Side:
 12. Mr. Mohammad Kharoub, Mayor of Habla.
 13. Ms. Sonia Katanani, Engineer of Habla Municipality.
 14. Mr. Nidal Al Sha'er, Surveyor of Habla Municipality.
 15. Mr. Abdel Rahim Ganim, Mayor of Baqa AI Sharqieh.
 16. Mr. Ammar -----, Engineer of Baqa AI Sharqieh.
 17. Mr. Ghassan Qabaha, Mayor of Barta'a Al-Sharqieh.

- V. Consultants and Contractors
 18. Mr. Fathi Darwish, General Director of Tawasul
 19. Mr. Amjad Aliwi- House of Water and Environment (HoWE).
 20. Mr. Anan Jayousi, House of Water and Environment (HoWE).
 21. Mr. Ahmad Amarenh, Trainer, Youth Exchange Component.
 22. Mohammad Shbaita, Trainer, Youth Exchange Component.
 23. Mr. Mohammad Mer'i, Palestinian Hydrology Group (PHG).
 24. Mr. Abdel Latif Al-Jayousi, Palestinian Hydrology Group (PHG).

VI. Other stakeholders:

25. Ms. Natasha Karmi, Negotiations Affairs Department, PLO
26. Ms. Dana Halevy, MAP Coordinator
27. Ms. Buthaina Sha'ban, Engineer, Baqa West Municipality.

B. Documents Review

A thorough review of key documents and reports related to the Project was carried out. Some of these documents and reports included:

I. Project Specific Reports:

1. Project Document, UNDP, October 20, 2009.
2. Promote Peace Building Through Cross Boundary Wastewater Management in the oPT Project Fact Sheet, UNDP-2013.
3. Project Progress Report #16 (January-March, 2013), UNDP- March 2013.
4. JWC Minutes of Meeting-July 16, 2008.
5. Project Independent Auditors' Report and Statement of Cash Receipts and Disbursements For the Year Ended December 31, 2011.
6. Awareness Program Final Report, Palestinian Hydrology Group- February 23, 2012
7. Training Program Final Report, House of Water and Environment- February 2012
8. Joint Palestinian Israeli Youth Awareness Programme Final Report, Tawasul - June 30 2012

II. Other documents:

9. Handbook on Planning, Monitoring and Evaluating for Development Results, UNDP, 2009.
10. Oslo Agreement
11. Various PNA strategies including: Palestinian Reform and Development Plan (PRDP), National Development Plan (NDP), and Gender Strategy.
12. Palestinian Water Sector: Status Summary Report Presented to AHLC, PWA- September 2012.
13. National Policy for Water in Palestine, PWA, 2012
14. Japan Assistance Policy for the Palestinian Territories 2012
15. Annual Water Status Report 2011, PWA- December 2012.
16. Sustainable Development Under Occupation: Achievements and Challenges: Palestine's Report to the United Nations Conference on Sustainable Development, Rio de Janeiro, 20-22 June 2012.
17. Executive Summary for the Strategic Water Sector Plan in Palestine 2011 – 2013

18. Habla Sewage Collection System Study Design Report, Universal Group for Engineering and Consulting- May 2006.
19. Florence, E. W. B. "WASTEWATER MANAGEMENT IN WEST BANK: POSSIBLE STR." (2011).
20. Introduction to a "Complicated Story": The Role of Wastewater Reuse to Alleviate the Water Problems of Palestine, Gül Özerol, University of Twente (2013).
21. Foul Play: Neglect of Wastewater Treatment in the West Bank,- B'Tselem: The Israeli Information Center for Human Rights in the Occupied Territories- June 2009.
22. Assessment of Restrictions on Palestinian Water Sector Development: Sector Note- World Bank, April 2009.
23. Prospects of Efficient Wastewater Management and Water Reuse in Palestine: Country Study Prepared within the Framework of the EM Water Efficient Management of Wastewater, its Treatment and Reuse in the Mediterranean Countries Project, May 2005.
24. Samhan, S., et al. "Wastewater Management Overview in the Occupied Palestinian Territory." Waste Water Treatment and Reuse in the Mediterranean Region. Springer Berlin Heidelberg, 2011. 229-248.
25. Palestinian Central Bureau of Statistics, 2011. A Special Bulletin on the Palestinian Population as the World Population Reaches VII Billion
26. Equitable Apportionment and Groundwater in Israel and the West Bank By: James Ronald Parks- The New Jurist International Law Magazine- July 15, 2013

C. Site Visits:

27. A site visit to Habla on June 12, 2013.
28. A site visit to Baqa AI Sharqieh on June 30, 2012

Annex D: Guiding Questions used for the Structured Interviews

The structured interviews have focused on:

- The efficiency of implementation and the degree of achieving the expected outputs;
- The relevancy of the Project and its components to the national strategies and priorities.

Special focus on relevancy, ownership, sustainability and coordination will be given to the structured interviews with the PNA partners. Issues to be addressed will include:

- The relevancy of the Project and its components to the national strategies and priorities;
- Level of involvement and national ownership;
- The effectiveness of implementation and the degree of achieving the expected outputs;
- The plans to maintain the outputs of the Project and to continue after the end of the Project.

Therefore, the interviews used structured questions including:

- How do you evaluate the Project in terms of: relevancy to the needs, design, selection criteria of projects and beneficiaries, coordination, and impact?
- What are the linkages between the Project and the relevant PNA strategies and policies? Did the Project respond to the real needs of the PNA and the Palestinian citizens?
- Are you aware of the objectives of the Project? And do you think that the Project has achieved its intended objectives?
- To what extent has the Project succeeded in ensuring gender equity in the design and implementation of the various activities?
- Will the Project outputs/effects continue after the end of the Project? What are the sustainability measures that were taken to ensure that?
- What are the obstacles/challenges that faced the different components of the Project? How were they dealt with?
- How do you evaluate the Project's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management)?
- What are the suggestions and recommendations to improve future projects?