

**“Strengthening Environment Quality Authority
Regularity Functions” Project (RFQ-2013-312)**

Final Evaluation

Evaluation Report

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List of Abbreviations:

EPA	:	Swedish Environmental Protection Agency
EQA	:	Environment Quality Authority
M&E	:	Monitoring and Evaluation
MoA	:	Ministry of Agriculture
MEEnA	:	Ministry of Environment Affairs
MoH	:	Ministry of Health
MoLG	:	Ministry of Local Government
MoPAD	:	Ministry of Planning and Administrative Development
PM	:	Project Manager
PNA	:	Palestinian National Authority
PNDP	:	Palestinian National Development Plan
PRDP	:	Palestinian Reform and Development Plan
PWA	:	Palestinian Water Authority
SC	:	Steering Committee
Sida		Swedish International development Agency
ToR	:	Terms of Reference
UNDP/ PAPP	:	United Nations Development Program/ Programme of Assistance to the Palestinian People
UNEG	:	United Nations Evaluation Group

Executive Summary

In January 2014, 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 “Strengthening Environment Quality Authority (EQA) Regularity Functions” Project (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, EQA, and national ministries to generate knowledge, and 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, EQA, as well as to relevant stakeholders and partners

This report is structured according to the outline suggested by the assignment Terms of Reference (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 assessing the performance of the Project based on the scope and criteria included in the assignment ToR, measuring development results and potential impacts generated by the Project, and developing recommendations for further initiating of follow up actions in the future. 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, focus group, and personal observations. 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 and impact, efficiency, and sustainability and ownership; Relevance focused on the appropriateness of the Project to local context and the needs and interest of the local population and communities, while effectiveness and impact tried to answer the question of what was the level of achievement of the different expected outputs and the level of changes the Project was able to achieve in human development and people’s well-being. For efficiency we looked at the extent to which resources/inputs have led to the intended results. 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 the local context, needs, and Palestinian national plans. The activities of the Project were designed to tackle critical and urgent needs of EQA. The relevancy of this Project stems from the fact that strengthening EQA's regulatory function and improving the capacity of the institution are prerequisites for addressing environmental challenges that face Palestine, in particular improving environmental protection, monitoring, and inspection. The ultimate outcome of the Project and its three outputs reflected a strong alignment with the various national plans. Moreover, the Project's focus on enhancing the capacity of EQA on environmental monitoring and inspection as well as its attempt to clarify the roles and responsibilities of EQA and other line ministries and authorities presents a clear indication of the association with the current environmental sector strategy.

In terms of *effectiveness*; based on the review of the achieved outputs and outcome, the evaluation concluded that all of the activities under outputs one (Action Plan and Awareness Strategy) and output three (EQA's environmental inspection capacity) have been implemented successfully, and the intended results have been achieved. However, despite the significant improvement in various areas under the second output (e.g. drafting of bylaws and manuals, awareness raising workshops, development of management plan for a protected area) still the achievement of the set targets related to this output has not fully accomplished. In particular, the Project couldn't facilitate an agreement between EQA and other line ministries regarding the conflicting roles and responsibilities. Also, the EQA was not able yet to develop and use a well-structured and unified system to report on environmental violations. The first shortfall could be attributed to external factors such as: the conflicting laws at the national level and the different interpretations related to the mandate of the line ministers. This shortfall was also affected by the frail political status and representation of the environmental institution itself. For the second shortcoming, we expect that developing a structured and unified reporting system could be achieved by the end of the Project given that the consulting team was able to perform its scope of work.

In terms of the achievement of the Project's outcome, it can be concluded that significant progress has been made toward achieving the Project stated outcome: "MEnA is better able to carry out its inspection and monitoring function with regards to environmental compliance". Nevertheless, due to several internal and external factors, the achievement of the targets set for this outcome was limited and requires more work. There is still a need to continue the work on clarifying the roles and responsibilities between EQA and other agencies to help reach a better and more efficient coordination mechanism. The submission of the "hazardous waste bylaw: to the cabinet is another target that should be followed up by EQA and the Project team. Finally, a clear and practical work plan for the Environmental Protection Directorate needs to be developed and rolled out by EQA.

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. The Project is considered a limited intervention in terms of time, budget, and scope. For this reason the adopted management modality was found to be suitable to achieve the intended outputs. Yet, if both EQA and UNDP cooperate in a larger scale intervention, a different implementation modality should be followed. This modality should: (i) give more management and follow up role to EQA; (ii) allocate more human resources and imply them in the national institutions; and (iii) engage line ministries and agencies in the design, management, and decision making of the intervention.

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. As stated by the EQA leadership the Project attempted to provide “first-aid” to EQA so that basic tools and competencies are available and could be strengthened further if the necessary measures and follow up actions are taken. There is a strong potential to increase the sustainability of the provided tools if the higher level political will, the financial and technical support, and the commitment of EQA to follow up become available. **For ownership:** The discussion with the focus group of key EQA staff (i.e. advising committee) revealed a high degree of ownership and commitment to the Project’s outputs. The participants agreed that the Project was just the beginning and should be continued in a second phase, or a larger scale intervention.

To enhance the sustainability and ownership of the Project and ensure a proper utilization of its outputs after the completion 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, and the potential linkage with any future intervention. The development of the plan should be done in consultation with EQA leadership, and various departments.

A *number of challenges* were encountered during the implementation of the different activities; the limited engagement of a broad array of stakeholders in the Project due to the weak linkages between EQA and other ministries and institutions, vague and disputed roles and responsibilities, the limited scope and focus of the project and the low priority of environmental issues to many of potential stakeholders; the limited quality and availability of local expertise to carry out specialized services and tasks; the continuous change in the Project timeframe and the uncertainty regarding the available budget prevented the Project from planning and operating long-term activities; conflicting laws, procedures as well as the different understandings of these laws by the various line ministries; and the inadequate capacity and resources (financial and human resources) available for EQA to perform its function in monitoring and inspecting environmental violations.

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. The first and primary recommendation highlighted the need for a broader and more holistic intervention should be designed and implemented in the near future. This intervention would help the EQA and other line ministries and agencies in clarifying the conflicting roles and responsibilities resulting in better coordination and utilization of available resources with regards to the environmental monitoring, inspection and enforcement functions. Furthermore, and building on the outputs of the Project, there is a need to expand the scope of any future intervention to target other functions and services of EQA including: protection of natural resources, regulatory and oversight, project management and coordination, and environmental policies and planning.

Introduction

In January 2014 United Nations Development Program/Programme of Assistance to the Palestinian People (UNDP/PAPP) commissioned an independent evaluation to carry out the Final Evaluation of the “Strengthening Environment Quality Authority Regularity Functions” Project (i.e. the Project).

This Evaluation Report is the conclusion of all fieldwork and data collection that took place from early February to mid-March 2014 . 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, EQA, as well as to relevant stakeholders and partners.

The adopted evaluation approach was participatory, that encouraged 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 terms of Reference (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

Palestine¹ is facing numerous critical environmental threats including untreated wastewater, uncontrolled dumping of solid and hazardous waste and unregulated pollutants from growing industries. In addition, the environment as a sector is facing serious threats among of which the lack of control over limited natural resources due to the Israeli occupation, inefficient environmental management systems, inadequate implementation of environmental policies and strategies as well as insufficient regulatory framework and weak enforcement of the environment law and other related laws. The environment governance is not effective yet due

¹Palestine refers to the Palestinian territories or occupied Palestinian territories (OPT or oPt) that comprise the West Bank (including East Jerusalem) and the Gaza Strip. On November 29, 2012 the State of Palestine was recognized as a “non-member observer state” following the United Nations General Assembly vote. This report uses Opt or Palestine to refer to the same area.

to overlapping in roles and responsibilities of sector agencies and lack of inter-agency coordination in planning, monitoring, inspection and enforcement.

In order to address some of these challenges, and contribute to improve the capacity of the Palestinian National Authority (PNA) to better monitor and inspect the sector, the Swedish International Development Agency (Sida) entrusted UNDP/PAPP in June 2010 through a grant in the amount of SEK 4.8 million, equivalent to USD 703,000 to support the Environment Quality Authority (EQA)². In 2012, Sida and based on the request of UNDP/PAPP and the needs of EQA, approved an additional funding of about SEK 2.8 million, equivalent to USD 400,000, to finance additional activities during the “bridging year- year 2013” of the Project. The Project original completion date was December 31, 2013 until another request for one-year extension was submitted to Sida early 2014, which extended the completion date to September 2014.

The aim of the phase I project (2010-2012) and the bridging year of 2013 was to enhance EQA's work environment, capacity for better environmental protection through improving the regulatory framework, environmental planning and monitoring, and enhancing coordination with sector stakeholders. In particular it supported improving environmental monitoring, inspection and enforcement through development of bylaws, monitoring manuals, and building technical capacities in monitoring and enforcement.

Project Outputs:

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

Output 1: Short and long term strategies and action plan formulated with full participation with EQA and other key actors in the sector.

Output 2: Environmental monitoring system developed and management interface with key actors in the sector established.

Output 3: Operational and management capacity of EQA's environmental protection directorate Strengthened.

Project Beneficiaries:

The direct beneficiary of the Project is the EQA. In addition, several line ministries and authorities will be benefited from the activities and outputs of the Project including: Ministry of Agriculture (MoA), Ministry of National Economy (MoNE), Ministry of Health (MoH), Ministry of Local Government (MoLG), and Palestinian Water Authority (PWA).

² It is important to note here that the status and name of the Environment Institution in Palestine has changed several times over the past years. The report uses the different names interchangeably as the Project was design when the Ministry of Environment Affairs (MEnA) existed, and then the status of the institution was amended from a ministry to the Environment Quality Authority (EQA) in May 2013.

Furthermore, improving the capacity of EQA will ultimately benefit the Palestinian population at large as a result of better environmental conditions and practices.

Purpose of the Evaluation

As depicted in the ToR of the assignment, the final evaluation has the following specific objectives:

1. To assess the performance of the project in relation to achieving the indented results.
2. To assess the linkages between the project and the overall EQA responsibilities.
3. Developing recommendations for further initiating of follow up actions in the future.
4. Drawing key lessons learned in terms of strength and weaknesses to contribute to organizational learning.
5. Assess long-term impacts of project implementation.

Objectives of the Evaluation

Following 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 conclusion of the evaluation was based on answering a number of questions under each theme. The following are the main questions that were addressed by the evaluation. Annex A includes the ToR of the assignment, which provides more detailed questions and issues that were 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, and up scaling

Assess the key factors affecting sustainability of the project

Methodology

The applied methodological approach relied on qualitative tools such as: extensive interviews, one focus group, and in depth review of existing reports and documents.

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.
- One focus group with the Advisory Committee from EQA.
- Interviews with Project focal points, UNDP, EQA, Palestinian National Authority (PNA) Ministries and Authorities representatives, Sida representatives, consultants who worked for the project, and other stakeholders.

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. Annex C includes the details of evaluation methodology. Annex D includes questions used in the structured interviews.

Principle Findings and Conclusions

This chapter presents the findings and conclusions of the evaluation of the Project. 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, effectiveness and impact, efficiency, and sustainability and ownership. These criteria cover three levels of analyses: the design level, the process level, and the results level.

Relevance

“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”-UNDP Handbook.

Contextual Analysis³

The continuous Israeli occupation, and political divisions between West Bank and Gaza, restricted access to land and water resources, the discontinuity of land within the West Bank (areas A, B, and C) and between Gaza Strip and the West Bank, persistent funding gaps, weak institutional capacity, and security imperatives all create an extremely challenging context for effective environmental management, appropriate development, and environmental sustainability.

Under the 1993 Oslo Accords and subsequent agreements, Palestinian control in the West Bank extends only to urban centers, towns and some limited rural areas⁴. Following the Israeli unilateral withdrawal of its settlements in Gaza in 2005, Israel retained control over the Gaza coast, its airspace and land borders.

In the West Bank, Palestinians have limited access on their natural resources and limited ability to protect natural assets. In Gaza, because of the Israeli closure regime, the import of construction materials is limited and infrastructure has been damaged by the various wars that happened in the past years. Poverty levels are high. Land is at a premium in one of the most

³ The analysis of the environment context in Palestine is based on literature review of key documents including the Project concept note, the Environment Sector Strategy (2011-2013), the Palestine Report to Rio Conference in 2012, UNEP Desk Study on the Environment in the Occupied Palestinian Territories (2003 and 2006), Status of the Environment Applied Research Institute (Arij-2007), and other documents.

⁴ The West Bank is divided into three jurisdictions: Area A (approximately 18% of the West Bank) comprising the main urban centers and where the PA is responsible for both administration and security; Area B (18% of the West Bank), which is under PA civil control and joint Palestinian-Israeli security control; Area C (about 62% of the West Bank) is largely rural and under full Israeli control.

densely populated places on earth; water quality is poor, and the aquifer is under severe stress.

Institutional and regulatory framework:

Until May 1995 all environmental responsibilities in Palestine were held by the Israeli Administration. They were administered through the Environmental Health Department under the Israeli Ministry of Health and limited mainly to inspections. Following the establishment in 1993 of the Israeli Ministry of Environment, the Department of the Environmental Officer was established in the Israeli Civil Administration, which carries out projects in the fields of solid waste and wastewater treatment, and pest control. Palestinian Municipalities were the provider of some environmental services such as solid waste and wastewater collection and this continues to be the case until 1996 when a specialized body was established to handle these issues.

In October 1994, an Environmental Planning Directorate (EPD) was established in the PNA Ministry of Planning and International Cooperation (MOPIC) to handle the environmental protection matters in terms of planning, management and implementation. In December 1996, a Palestinian Environmental Authority (PEA) was established and the EPD mandate and responsibilities were transferred to it. In December 1998, a Minister of State for Environmental Affairs was appointed by the former PNA President Yasser Arafat through Presidential Decree No. 2. An entire new Cabinet was appointed at that time to head various ministries, authorities and other institutions. Following this Decree No. 2, a Palestinian Ministry of Environmental Affairs was established. However, the cabinet appointments were not followed by specific written mandates and tasks and the development of each ministry's functions and responsibilities was left to individual ministers. This led to a high degree of overlap within and between institutions, especially with regard to inter-sectoral environmental issues, and the subsequent development of memoranda of cooperation and agreement to reduce such overlap.

As a result of administrative reforms, Presidential Decree No. 6 in June 2002 established the Environment Quality Authority (EQA) as the successor body to the Ministry of Environmental Affairs (MEnA). On 15 May 2012, the EQA was amended to a Ministry of Environment Affairs (MEnA). Recently, the MEnA was amended again to an Environment Quality Authority (EQA) in the latest Palestinian Cabinet reshuffle on 6 June 2013.

The Environmental legislation, policies and planning are the responsibility of the EQA in cooperation with other relevant ministerial bodies, such as the MoPAD. Its responsibilities include: (1) the formulation and updates of laws, policies, strategies and action plans to safeguard the environment; (2) to set laws and systems to protect and control the natural reserves and other important natural areas; (3) environmental law enforcement; (4) research and development of protected areas; (5) early warning and plans of combating environmental catastrophes (e.g., desertification, climate change). In 1999 the Palestinian Legislative

Council endorsed the Environmental Law No. 7, which was modified recently by a Presidential decree. The Decree calls for converting MEnA/ to EQA and Minister to Chairman. In addition, a number of key environmental documents were produced including: the Palestinian Environmental Strategy in 1999, the National Biodiversity Strategy and Action Plan in 1999, the Environment Sector Strategy in 2011, Climate Change Adaptation Strategy for the Occupied Palestinian Territory in 2009, the Integrated Financing Strategy to Combat Desertification in the Occupied Palestinian Territory in 2012, the Environment Sector Strategy for 2014-2016 in 2014. The Environmental Law is considered the basic law for the environment. However, the law is not detailed in several areas and should be complemented by bylaws that details environmental quality standards, regulatory standards, economic measures, as well as matters concerning environmental education.

The frequent institutional changes over recent years have undoubtedly disrupted the actual implementation of environmental measures. Nevertheless, the on-going Israeli occupation and practices have also had a major impact on the ability of the EQA (and its predecessor ministry) to perform its functions.

Challenges face the environment in Palestine:

The environment sector is relatively new in Palestine and faces enormous challenges that need to be addressed immediately to avoid irreversible consequences of the on-going environmental deterioration. These challenges were well summarized in the Project concept note. They include:

Lack of control over limited natural resources: The Israeli Occupation presents the main obstacle for the development of the sector due to its control over the land and natural resources. The PNA has no control over 60 % of the area in the West Bank. Essential infrastructure environmental related projects such as sanitary landfills, central wastewater treatment plants and any other projects planned to be constructed in Area C require the approval of the Israeli and Authority. This structure of decision-making has hindered the ability of the PNA to develop its natural resources and improve the quality of environmental services in the West Bank.

Lack of funding: Since the establishment of the PNA in 1993, the environment sector hasn't received sufficient attention by either the PNA or the international community. Over the course of last two decades the sector has received little considerable investment in relation to other sectors such as water, solid waste and infrastructure sectors. Furthermore, EQA since its establishment in 1996 hasn't received the required funds from the PNA general treasury to implement its environment investment plans, as it is not seen as a revenue-generating agency by the PNA.

Poor environmental governance: The environmental governance of Palestine has not been effective yet. The key factors that contribute to the poor governance include Conflict in rules and responsibilities and lack of inter-agency coordination:

- i. Conflict related to overlapping mandates appears in many areas but are especially prevalent between institutions such as the MoH, MoAg, MoLG, and MoNE.
- ii. Insufficient regulatory framework and weak enforcement of environmental law.

Relevance to the Context:

In light of the previous background, the activities of the Project were designed to tackle critical and urgent needs of EQA. The relevancy of this Project stems from the fact that strengthening EQA's regulatory function and improving the capacity of the institution are prerequisites for addressing environmental challenges that face Palestine, in particular improving environmental protection, monitoring, and inspection.

The little attention by both the PNA and the international community to environmental issues has contributed to challenge the role and ability of EQA to assume its critical function as a regulator to and oversight body on all environmental crosscutting issues.

As mentioned before, the low priority of environmental matters is obvious in the inconsistency of the status of the environmental institution (EQA or MEnA) in Palestine. Since it was established in 1998 as a Ministry of Environmental Affairs, the institution has gone through several dramatic changes from a ministerial status to be amended to the Environmental Quality Authority in the latest Cabinet change in June 2013. These changes have weakened the institution, diminished its leadership, and lowered the moral of its technical staff. This has resulted in undermining the position and influence of the EQA on highlighting the environment on the national agenda and interest.

Consequently, there was an urgent and vital need to provide support to the MEnA/ EQA, although the budget and scope was limited at the time of planning for the Project. Despite its limitation, the Acting Chairman of EQA considers the Project, as a "first-aid" intervention aimed at reactivating and empowering EQA.

Relevance of the Project Design:

In 2009, UNDP with consultation with the Ministry of Planning and Administrative Development (MoPAD) of the PNA put together a proposal for a large-scale intervention targeting environmental issues. UNDP was not successful in raising the required funds from any donor other than Sweden that agreed to provide limited budget of about USD 700,000, which was much less than the original requested budget (about USD 3,000,000). Therefore, UNDP in consultation with EQA at that time developed a simpler version of a Project Document to fit with the resources made available by the Sweden contribution. The scope of

the activities was constrained by the limitation of the budget and timeframe. Then, at the end of 2012, Sweden provided additional funding of about USD 410,000 to the Project, which was used for planning additional activities and extended the Project to 2013 (called as bridging year).

Although both EQA and UNDP expressed their appreciation for the Swedish support to the Project, it was noted that the intermittent funding during the life of the Project has challenged the ability of UNDP and EQA to design, and carry out long-term activities that would have been of wider impact.

Relevance to National Plans and Priorities:

The preparation of the Project concept came after the development of the Palestinian Reform and Development Plan-PRDP (2008-2010). The PRDP presented the PNA's vision for Palestine as an independent state. One of the four national goals of the PRDP was "enhanced quality of life" through the "increase in material wealth and environmental quality". Despite the recognition of the importance of environmental quality, the PRDP focused on infrastructure related to water, wastewater, and solid waste and paid little attention to the other environmental priorities such as: climate change, biodiversity, desertification, etc. Moreover, the budget allocated in the PRDP for water, wastewater, and solid waste was only USD175 million over the period of three years. The plan also recognized the need for institutional reform, but very small investments were proposed for upgrading the capacities of EQA or PWA.

Following the PRDP, the PNA developed the Palestinian National Development Plan (PNDP) for 2011-2013. The PNDP touches directly on the environment with one of the strategic objectives for infrastructure being "to protect the environment". The plan put more emphasize on the environment and natural resources under the infrastructure pillar and listed it as one of the national sectors along with energy, solid waste management, housing, transportation, etc. Although the focus on environment as a separate sector was a step forward in highlighting environmental issues at a higher priority, this improvement was not translated into financial figures. Out of the total development budget of allocated for the PNDP (about USD 702,400,000, only 3.5% was allocated to environment and natural recourses sector (about USD 23,800,000) for the three years.

In terms of the specific sector strategies, there have been several efforts by the PNA to formulate strategies that focus on environmental protection and improvement. A national ten-year environmental strategy (2000-2010) was formulated in.1999. Following this plan, EQA led the development of Environmental Sector Strategy (2011-2013). According to the later plan, the strategic vision for the environment sector is conceived as:" a protected, maintained, and safe Palestinian environment that achieves sustainability of natural resources". The plan identified six long-term strategic objectives and priorities including: "a Palestinian

environment that is safe and clean from pollution”, and “the institutional framework is strong, effective, and work in coordinated and complementary manner”.

The ultimate outcome of the Project and its three outputs reflected a strong alignment with the various national plans. Moreover, the Project’s focus on enhancing the capacity of EQA on environmental monitoring and inspection as well as its attempt to clarify the roles and responsibilities of EQA and other line ministries and authorities presents a clear indication of the association with the current environmental sector strategy. The representatives of EQA confirmed that the outputs of the Project contribute to the priorities of the sector strategy. Furthermore, EQA thinks that the Project has helped in translating the sector strategy to actions through the developed action plan.

Lastly, while the sector strategy is essential for guiding the work of both the PNA and the donors on the various environmental areas, it was mentioned that environment should be considered as a “cross-cutting” theme that need to be reflected in an environmental cross-sectoral strategy. This will allow for better integration and mainstreaming of environment initiatives across the relevant sectors, and will enable EQA to play more active and visible role in pushing the environmental agenda forward. Moreover, environment itself need to be more visible in the PNA National Plan similar to other cross sectoral themes such as gender and human rights.

Relevance to the Partner:

Prior to determining the Project’s activities and outputs, UNDP utilized its own resources and expertise to undertake an assessment of the EQA capacity. The assessment highlighted the key challenges that impact EQA’s efficiency and role. These included:(a) The legal framework needs further development, (b) More directives, standards and bylaws must be formulated and enacted, (c) Overlap of functions and competencies among authorities and ministries need to be resolved, (d) Environment should be perceived and asserted as a priority concern for the government and donors, (e) There is lack of information flow and a central information system (f) Development of Technical capacities in environmental monitoring or accountability frameworks, and (f) Weak internal capacities magnified by insufficient staffing, tools and equipment’s and funding ought to be overcome. A revised project concept note was then prepared to address some of these challenges and translate them into actions.

The undertaking of the initial assessment of EQA capacity and needs allowed UNDP to design, implement actions that are more relevant and responsive to the main partner priorities. The process that was followed for the needs assessment was highly participatory where most of EQA staff were involved in the assessment, and analysis of the needs and gaps. Moreover, during the implementation the Project has utilized several participatory tools to ensure the harmony of the various activities with the real needs of EQA. Examples of these tools include:

- i. A participatory training needs assessment was carried out by Birzeit University Continuing Education Centre (CEC) to identify the proper topics and content for the training program conducted for most of EQA staff.
- ii. A key deliverable was the preparation of the management plan for monitoring and inspection. The plan set the road map for the development of the 3rd output of the Project (i.e. improving the capacity and competencies of the Protection Department of EQA). It was based on assessing the current status and what should be done for EQA to adequately carry out environmental inspection and auditing.
- iii. The development of the roles and responsibilities matrix followed a participatory approach where several meetings with EQA and other line ministries were held. In addition, a workshop was organized and attended by all partners.
- iv. Informants from EQA confirmed that the various Project activities and outputs came “just on time” to address the critical needs and priorities of EQA. For EQA staff, the Project adopted methodology of identifying the gaps and needs, and designing the proper tools and activities were positive features of the Project.

Another aspect of relevancy was the extensive reliance on local resources (e.g. consultants, and suppliers) in delivering the different outputs and activities. The advantage of using local experts was obvious as they have a better understanding of the local context, and socio-economic conditions. Without undermining this advantage, it should be noted that the Project staff and EQA staff raised a complaint about the quality and capacity of some local consultants.

Most people who were interviewed praised the relevancy of the Project to the local conditions and needs. Representatives of EQA and MoPAD confirmed that they were consulted during the design of the Project and that EQA was involved in the implementation, procurement and decision making process related to various activities.

Relevance to the MDGs:

Ensuring environmental protection and sustainability is the seventh goal of the Millennium Development Goals (MDGs). The PNA has reaffirmed its commitment towards the Millennium Declaration by mobilizing the required resources in order to achieve the MDGs- including the one related to the environment- by the year 2015⁵. For that reason, the PNA developed a matrix of objectives, policies, and interventions that need to be done to protect the environment in Palestine. Examining this matrix indicates a strong linkage between the Project activities and the PNA’s efforts toward achieving the 7th MDG.

⁵ The PNA has prepared a document called “ The National Strategy to Achieve the MDGs by 2015”. The document, which was issued by MoPAD in June 2012 aims at reporting against the achievement of the MDGs.

Relevance to the Donor:

The Project is funded by the Swedish Government through its development arm; the Swedish International Development Agency (Sida). The project falls under the previous “Sweden Strategy for Development Cooperation with the West Bank and Gaza (2008-2011). The Strategy listed two specific objectives of the Swedish development cooperation with the West Bank and Gaza, which are:

1. To promote peace building and the peace process.
2. To promote democratic Palestine state building.

Under these specific objectives, the Swedish Strategy highlighted three thematic priorities: democracy and human rights, environment and climate change, and the promotion both of gender equality and the role of women in development. The focus on environmental protection, regulations, capacity building, and awareness is fundamental in realizing the 2nd priority of the Swedish Strategy. Moreover, by strengthening EQA’s institutional and functional capacity, Sweden has contributed to Palestine state building efforts.

Sida’s support and interest were commended by EQA leadership and staff, as well as by the local Aid Secretariat (LACs) for taking a courageous step in funding a sector that is suffering from ignorance by both the PNA and the donors. By doing so, Sweden gained a prominent opportunity to lead in the sector and to help lobbying other partners to work on this vital area.

The interview with Sida focal point, confirmed the genuine interest of Sida to continue the support to environmental protection. It was also mentioned that a new strategy for cooperation is currently under development where the environment will be one of the three main areas of focus for the period 2014-2018⁶. In the last consultation between the PNA and Sweden, the PNA reaffirmed its request for Sida to continue supporting the environment as an “orphan sector” that still in need for more attention and funding.

⁶ The other two focus areas include: democracy and good governance, and private sector development.

Effectiveness

“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”- UNDP Handbook,

As mentioned previously, the Project results and resources framework is composed of two levels: (i) The first level is concerned with the Project outcome that “MEnA is better able to carry out its inspection and monitoring function with regards to environmental compliance”; and (ii) The second level is composed of three outputs as listed below.

For each level (outcome, and output) specific indicators were set with a measurable baseline (2010), and targets. To achieve the intended outcome and outputs, a number of relevant activities were designed and executed during the life of the Project. Table (1) illustrates the Project’s results framework as outlined in the Project Plan for Bridging Year document.

Table 1: The Project Results Framework

Result Level	Indicators	Baseline (2010)	Target
<p>Project Outcome: MEnA/ is better able to carry out its inspection and monitoring function with regards to environmental compliance.</p>	<ul style="list-style-type: none"> Change in MEnA’s approach and capacities in dealing with environmental violations. 	<ul style="list-style-type: none"> MEnA has no primary data about polluting industries in the West Bank. Poor and fragmented environmental inspection and monitoring procedures. Unclear roles and responsibilities of MEnAs partners in regards to environmental inspection and monitoring There are no bylaws on management of natural resources and regulations on handling of hazardous waste. 	<ul style="list-style-type: none"> 100 % of pharmaceutical and detergents industries sites and stone quarry sites inspected in the West Bank. New and unified environmental monitoring protocol in place. Effective coordination mechanism based on clear roles and responsibilities. At least two bylaws related to management of natural resources and hazardous waste drafted and submitted to Cabinet of Ministers Council.
<p>Output 1: Environmental action plan and</p>	<ul style="list-style-type: none"> To the extent of which MEnA’s Partners 	<ul style="list-style-type: none"> Poor involvement of line Ministries in preparing sector 	<ul style="list-style-type: none"> Action plan and awareness strategy prepared with

<p>Awareness Strategy formulated in cooperation with sector partners.</p>	<p>involved in preparation of environmental action plan and awareness strategy.</p>	<p>strategies.</p> <ul style="list-style-type: none"> • Environment sector strategy for years 2011-2014 drafted in 2010. • There is no action plan and awareness strategy. 	<p>substantial input from MEnAs partners in setting cross cutting issues.</p>
<p>Output 2: Legal and institutional framework further developed in partnership with line Ministries and communicated</p>	<ul style="list-style-type: none"> • The extent of which MEnAs partners involved in developing new bylaws, and management plans • Consistency of MEnA reporting on environmental inspection and monitoring • Number of awareness workshops targeted polluting industries. 	<ul style="list-style-type: none"> • Poor involvement of MEnA partners in setting environmental bylaws and plans. • MEnA's reports on environmental violations are fragmented and insufficient. • Polluting industries are not aware about MEnA mandate. 	<ul style="list-style-type: none"> • Active involvement of MEnA's partners in setting bylaws and management plans. • MEnA uses a well-structured and unified reporting system to report on environmental violation. • 5 awareness workshops conducted targeted polluting industries
<p>Output 3: MEnA's protection department has competencies and equipment to carryout environmental inspection and audit.</p>	<ul style="list-style-type: none"> • Change in MEnA's environmental inspection activities and quality of produced assessment reports. 	<ul style="list-style-type: none"> • Lack of trained environmental inspectors. • Insufficient monitoring equipment and lack of operational resources. • Environmental assessment reports are very limited and insufficient. 	<ul style="list-style-type: none"> • At least 16 of MEnA's inspectors trained on carrying out environmental audit and monitoring. • MEnA has equipment's to measure noise and air pollution. • Adequate environmental inspection and assessment report produced based on site measurements.

The evaluation looked at the level of achievement of each output of the Project and examined the activities that were implemented to achieve the intended outcome. It can be concluded that the Project managed to complete most of the activities and thus the outputs and indicators listed in the results framework were almost fulfilled.

Achievement of outputs:

Based on the documentation provide, and the interviews with the main partner (EQA), we can summarize the main activities and outputs produced so far by the Project as follows:

Output 1: Environmental action plan and Awareness Strategy formulated in cooperation with sector partners

Under this output, a number of key documents have been developed which have been essential in paving the way for following activities.

To kick off Project implementation, a capacity assessment of EQA was completed in May 2011. Although this study was commissioned by the UNDP outside the Project budget, it was regarded as the first milestone of the Project. Another key deliverable was the three years Action Plan for the implementation of the Environment Sector Strategy (ESS) (2011-2013). This Action Plan aimed at translating the priorities and polices of the ESS into actions to be implemented for the period of 2012-2014. Although the Project has managed to implement part of the actions included in the Action Plan, yet, the complete fulfillment of this plan has not been achieved yet. This is due to the fact that the Plan called for a huge investment of USD 46 million over three years period, the lack of funding, and that the Plan was not adopted by levels higher than EQA. Despite this shortcoming, the EQA considers the plan as a foundation to its operation, and served as the main input in the new Environmental Sector Strategy (2014-2016). A further step for operationalizing the Action Plan should be the extraction of activities specific to EQA capacity development to formulate a work plan for EQA itself.

It is important to note that the Project's scope was limited to the development of the Action Plan itself and not its realization or implementation. The Project enabled EQA to have a solid Action Plan that need to serve as guidance for the Palestinian (including EQA, and other agencies) and other stakeholders (NGOs, donors, private sectors, academic institutions, etc.) in designing and implementing interventions related to environment improvement and protection.

To strengthen the role of EQA in environmental awareness and education, the Project helped in developing a ten-years Environmental Awareness and Education Strategy. The development of the Strategy faced some delays, but was finally completed in early 2014. It is noted that the development of such Strategy was the first ever since the establishment of the EQA.

The preparation of these documents followed a participatory approach where EQA mainly was involved in the various stages of preparation and discussion. Other stakeholders (e.g. civil society, line ministries and authorities, etc) were also engaged in the process but with various degrees.

Assessment of achievement: The target set for this output was the preparation of the Action Plan and Awareness Strategy with substantial input from MEnA/ EQA partners. The review of the two documents, and the methodology used in their preparation revealed a satisfactory involvement of environmental stakeholders in the process. This was also confirmed by the interviewed consultants.

Therefore, the evaluation concludes that output #1 has been achieved completely.

Output 2: Legal and institutional framework further developed in partnership with line Ministries communicated

Activities under this output focused on clarifying the role of EQA and other relevant stakeholders in relation to environmental monitoring, inspection, and enforcement as well as providing EQA with the fundamental tools so it can assume its mandate on environmental violation reporting and handling.

Most of the activities related to this output have been completed; Two new bylaws on ‘exploitation of natural resources’ and ‘management of hazardous waste’ were prepared. The first bylaw was sent to the Infrastructure Legislative Committee of the Palestinian Cabinet for review. The Committee provided comments on the draft bylaw and the EQA Legal Advisor is currently revising it. This bylaw was already included in the legislation plan for EQA. The second bylaw was drafted but is not ready to be sent to the Cabinet. The bylaw is of less quality compared to the first one because hazardous waste is more complicated as has direct linkages to the Israeli side. Nevertheless, the Project was able to help EQA develop a first draft that could be enhanced further and then processed within the legal system. More bylaws are in need for drafting and development (about 14), however, due to the limited resources the Project couldn’t work on this issue in an integrated approach which keeps the door open for further development of various bylaws.

In addition to the bylaws, several procedural manuals have been prepared including: monitoring and inspection, environmental impact assessment for investors, environmental auditing, and environmental impact assessment for consulting firms/offices. The aim of these manuals is to educate the public and the relevant stakeholders on the requirements of obtaining environmental approvals on investments projects in order to make it easy and clear for EQA clients. At the time of preparing this report, two manuals were ready for public distribution and use. The remaining manuals are in the final revision stage and will be printed before the end of the year 2014.

It was mentioned by EQA representatives that the Project’s consultant who was responsible for delivering the bylaws helped the EQA in developing additional guidelines that were not part of the original scope of work. These guidelines described the process and potential pollutants of key industries (e.g. wood, chemicals, leather, food processing, and construction and building materials).

Most importantly, and under this output the Project was instrumental in assisting the EQA to initiate dialogue on roles and responsibilities for environmental monitoring and inspection with relevant ministries and authorities including: MoLG, MoNE, MoAg, MoH, and PWA. For this purpose, a matrix of roles and responsibilities was prepared in full consultation with relevant stakeholders and was discussed in a participatory workshop. The representatives of the involved ministries confirmed that the preparation of the matrix was done in a participatory way. However, they all believed that the matrix was never translated into practical agreements (MoUs) as was planned due to the lack of follow up from the side of EQA, conflicting laws and regulations, and the change in EQA status (ministry vs. authority).

The delay of signing the MoUs motivated the Project to proceed with carrying out a needs assessment and developing an action plan for improving the overall environmental inspection and monitoring among EQA, line ministries, and law enforcement agencies. The assessment, which was part of the identified needs at the beginning of the Project, aimed at highlighting the capacities and gaps in monitoring and enforcement of key selected EQA partner and support institutions, along with an action plan on how to bridge these gaps by meeting needs thus identified, with a time frame for implementation. An Action Plan was developed based on this assessment with the aim to implement the appropriate interventions to enhance the performance of the EQA and its partner institutions. The interventions were grouped under three main programmes including: (i) Organizational Development Programme; (ii) Enhancement of Legal Framework Programme; and (iii) Improvement of the Awareness of Public and Other stakeholders Programme. Both the assessment and the supplementary action plan could serve as a guiding road map for any future intervention that will work on clarifying the roles of EQA and other agencies related to monitoring and inspection.

Related to enhancing the cooperation between EQA and other stakeholders, a workshop was organized in September 2012 in cooperation with the Jordanian Ministry of Environment and the Jordan Royal Society for the Conservation of Nature (RSCN) to discuss environmental legislation and best practices for monitoring and inspection. The workshop was prepared, managed, and facilitated by EQA staff. More than 70 professionals from the police, general attorney office, judicial authority, and line ministries and authorities participated in the workshop. The workshop came after EQA and UNDP staff visit to Jordan in April 2012 in order to learn from their experience and explore the possibilities for cooperation. According to EQA informants, the visit to Jordan was helpful in opening the door for better coordination with the judicial system and other stakeholders.

As a tool to promote environmental protection among the public in general and the industrial sector in particular a total of 11 awareness workshops have been conducted covering the different governorates of the West Bank. Similar to the previous workshop, these workshops were facilitated and arranged by EQA staff. Additional four workshops will be organized during the year 2014 as they were delayed because of the engineering strike that occurred in the year 2013.

To build the foundation for the environmental monitoring function of the EQA an inventory of different sources of industrial pollution was mapped out in four governorates in the West Bank. This survey was carried out by UNV staff in full coordination with EQA regional offices.

A contract with the international consulting firm was signed to prepare a plan for the establishment of environmental information management system at EQA. This system, once completed, will be the first national database that could be used by EQA and other partners for environmental monitoring, inspection, reporting, and decision-making. However, the work on this activity has faced some delays because of the inability of the international consultant to obtain the necessary entry visa from the Israeli Authorities. At the time of preparing this report, UNDP is coordinating with relevant authorities to resolve this issue.

The Project targeted a critical field that suffered from ignorance, which is the management and protection of natural reserves. Building on a previous inventory for nature reserves in Palestine done by IUCN, the Project supported EQA in formulating a management plan to a protected area called Wadi Al-Quf in Hebron. The EQA Directorate that is responsible for this task (i.e. Directorate General of Environmental Resources) considers this plan as a start where more detailed surveys will be carried out for the selected protected area. Moreover, the process used to develop the management plan for Wadi Al-Quf could be replicated and extended to other protected areas.

Assessment of achievement: despite the significant improvement in various areas under output 2 (e.g. drafting of bylaws and manuals, awareness raising workshops, development of management plan for a protected area) still the achievement of the set targets related to this output has not fully accomplished. In particular, the Project couldn't facilitate an agreement between EQA and other line ministries regarding the conflicting roles and responsibilities. Also, the EQA was not able yet to develop and use a well-structured and unified system to report on environmental violations. The first shortfall could be attributed to external factors such as: the conflicting laws at the national level and the different interpretations related to the mandate of the line ministers. This shortfall was also affected by the frail political status and representation of the environmental institution itself. For the second shortcoming, we expect that developing a structured and unified reporting system could be achieved by the end of the Project given that the consulting team was able to perform its scope of work.

Output 3: MEnA's protection department has competencies and equipment to carry out environmental inspection and audit.

The activities under this output aimed at strengthening the operational and management capacity of EQA, with a special focus on its Environmental Protection Directorate including the regional offices.

Based on an inventory of needed monitoring equipment, the Project procured the first ranked listed equipment including: gas and dust measuring instruments, and sound and water quality instruments .A 4X4 vehicle was also purchased to support EQA to undertake environmental monitoring activities.

In addition, 13 environmental inspectors from the EQA HQ and regional offices participated in a learning study tour to Jordan. Another knowledge sharing mission organized to the Environmental Protection Agency (EPA) in Sweden. The mission aimed at gaining knowledge about the Swedish experience in controlling pollution and protecting the environment. The mission aimed also at initiating mutual relation with EPA and cooperates environmental issues of mutual concern and interest. The monitoring and inspection function of EQA was also supported by four-environmental officers (through UNV) who assisted on mapping out industrial pollution.

A comprehensive multi-disciplinary training program was delivered to about 70 EQA staff (including 30% females). The training aimed at enhancing the skills of EQA staff in communication, team building, conflict management, negotiation, leadership, organization, and planning. In general, EQA staffs were satisfied by the organization of the training. However, several comments were raised by various informants including: The commitment and level of attendees could be improved; and the qualifications of some trainers were not up to the required level. The training provided a good opportunity for many employees to benefit the learning activity as well as for the districts staff to interact with their colleagues at the HQ.

Assessment of achievement: The indicators set for this output measure the change in EQA's environmental inspection activities and quality of the produced assessment reports. It could be claimed that the equipment provided and the various learning activities conducted will lead to a positive change on the quality and quantity of EQA environmental inspection activities.

The targets specific to this output have been achieved; EQA's inspectors received training on environmental audit and monitoring, EQA is better equipped, and data on industrial pollution were collected. However, the production of quality reports remains a target that should be fulfilled before the completion of the Project.

Achievement of the outcome:

It can be concluded that significant progress has been made toward achieving the Project stated outcome: "MENA is better able to carry out its inspection and monitoring function with regards to environmental compliance". Nevertheless, due to several internal and external factors, the achievement of the targets set for this outcome was limited and requires more work. There is still a need to continue the work on clarifying the roles and responsibilities between EQA and other agencies to help reach a better and more efficient coordination

mechanism. The submission of the “hazardous waste bylaw: to the cabinet is another target that should be followed up by EQA and the Project team. Finally, a clear and practical work plan for the Environmental Protection Directorate needs to be developed and rolled out by EQA.

Efficiency

“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-UNDP Handbook”

Implementation modality: The Project implementation followed the standard UNDP procedures and rules, which ensured an acceptable level of transparency, credibility, and efficiency. A project manager, supported by a project assistant, managed the Project. The UNDP project team was based at UNDP office in Ramallah with regular communications and meetings with EQA staff. The working relationship between EQA and the Project management was collaborative and engaging. EQA representatives commended the openness and professionalism of the Project team. Similar positive feedback was received from Sida representative who stated that the UNDP department responsible for the implementation for the Project (i.e. Natural Resources Unit) is a “*very well-functioning small unit*”, and that “*UNDP team was receptive and accommodating to Sida’s requests*”. As mentioned earlier, the Project is considered a limited intervention in terms of time, budget, and scope. For this reason the adopted management modality was found to be suitable to achieve the intended outputs. Yet, if both EQA and UNDP cooperate in a larger scale intervention, a different implementation modality should be followed. This modality should: (i) give more management and follow up role to EQA; (ii) allocate more human resources and imply them in the national institutions; and (iii) engage line ministries and agencies in the design, management, and decision making of the intervention.

Project Mobilization: The initial planning of the Project started in the year 2009. Following discussions with Sida, it was agreed that the start date of the Project’s activities will be on July 1, 2010. One month later, the Project manager was assigned allowing the real work to be begin. Hiring the project team after the commission of the project is a normal practice of UNDP due to the time needed for recruitment and hiring process. However, engaging the project management team in the early stages of planning and design will contribute in minimizing any delays and smoother initiation of project activities.

A related note was expressed by Sida, indicating that UNDP faced some difficulties in meeting deadlines for certain milestones such as: signing the agreement, preparing for the amendment, and the early progress reports. This situation has been improved during the course of the Project once a designated Project team was up and functioning.

Planning of activities: The Project team prepared a work plan for the implementation of various activities, which was revised regularly to account for any unforeseen delays. In general, the execution of the activities was done according to the prepared plan. Only few

activities were reported to have faced some delays. These are: (i) Building the management information system due to the delay in obtaining the entry visa for the international consultants (Eco-Conserve); (ii) The development of the awareness and education strategy (from 6 months to more than 1 year) due to the quality of consultant's initial deliverables, lengthy consultation process, the change in EQA focal points, and the strike of public servants engineers; (iii) The drafting and endorsement of the "hazardous waste bylaw" due to the limited local experience related to such a complicated and political topic.

Procurement: Procurement of services (consultancies and supplies) adhered to the UNDP procedures and standards. These procedures don't necessitate the involvement of local partners in the preparation, evaluation, and awarding of bids. Nevertheless, the project team exerted tremendous efforts to engage EQA -to the extent possible- in the procurement of the various activities. Terms of reference (ToRs) were developed in consultation with the respected EQA staff, EQA focal points were kept informed about the procurement process, and technical evaluation committees were formulated jointly from EQA and UNDP. In general, EQA representatives expressed their satisfaction about the way UNDP has handled procurement. The participation of EQA staff in the different stages resulted in raising the level of ownership, and offered an indirect opportunity for training and capacity building. Related to procurement, only one complaint was received as to whether UNDP opens the bids publically or not and if the nonelected bidders are being informed about the results of the procurement process.

Project Governance: The governance of the Project consisted of three levels:

- I. Project Review Board: Consisted of representatives of Sida as a donor, UNDP, the implementer, and EQA, the direct beneficiary. The level of representation of EQA remaining the same during the period although the change in status and leadership of the institution (ministry/authority). The meetings were not held in a periodic manner, but were organized at least once a year and if there was a need for an urgent meeting. While this could be understandable for this type of projects, it is advisable to have more structured meetings for any larger scale intervention in the future. The evaluator reviewed meeting minutes made available by UNDP and found that the meetings were helpful in reviewing the progress of the Project, as well as in discussing other strategic issues and developments outside the scope of the Project (e.g. Rio conference, 2nd phase of the project, cooperation between MEnA/EQA and Swedish Ministry of Environment, and the environment sector working group).
- II. Project Adviser Committee: consisted of EQA focal points (normally heads of EQA directorates and coordinated by Projects and International Relations Directorate)) and the Project manager. The committee held regular meetings on monthly or bimonthly bases at EQA headquarter to review the progress of the different components of the Project and to make operational decisions when needed. The

formulation of this committee allowed for better interaction and dialogue between EQA departments themselves. It was mentioned by several interviewees that having these regular meetings allowed for better interaction between the different departments and thus gave them the opportunity to exchange ideas and getting informed about the activities of the other department of the institution.

- III. Project Execution Team: who was responsible for day-to-day management and decision making for the Project? The team included a project manager supported by project assistant. Quality assurance support was also provided to the project implementation by the UNDP Programme Analyst.

It should be highlighted that there were some discrepancies between the followed governance structure and the proposed “project management arrangement” as stipulated in the relevant Project documents (mainly the Plan for Bridging Year). The main differences could be summarized by: (i) The Project Technical Committee (PT) was replaced by the Advisory Committee, but without the reorientation of sector agencies (e.g. MoLG, MoAg, MoJ, PWA, etc.); (ii) The Project Board was supposed to convene on a quarterly bases and to include representatives from line ministries in addition to EQA, which wasn’t the case on the ground.

Reporting and monitoring: The reporting and monitoring arrangements of the Project were based on UNDP established procedures and systems. The Project team produced a number of regular reports including: (i) Progress Reports prepared on biannual bases by the Project manager; (ii) Annual Review Report, which was also prepared by the Project Manager and submitted to the Project Board for review. Both reports consisted of the UNDP’s Atlas standard format and included a summary of results achieved against pre- defined annual targets at the output level; (iii) Annual Project Review: which is driven by the Project Board and was based on the previous reports. The annual project review was conducted during or slightly after the fourth quarter of the year, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year.

It was mentioned by the Sida representative that the produced progress reports could have included more analysis of strategic issues that have affected the project implementation as well as development of concern to the sector. In addition, Sida would like to see a results framework that focuses on outcomes in parallel to the reporting on outputs of the activities.

Risks management: from the beginning of the project the team prepared a matrix for “Project Risk logs and Issues”. The matrix listed the potential risks that could affect the Project and categorized the risks according to category, classification, degree, and mitigation measures to be taken. While this matrix is a useful tool for the management of the Project under a highly unstable and challenging situation, it failed to include critical risks such as the low priority of environment at the national and the donors’ agenda, and the possibility of

change in governmental status of MENA. The inclusion of these risks in the matrix would have allowed the project team to take these changes into account in the design and implementation of the Project.

Sustainability and Ownership

“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”-UNDP Handbook.

As mentioned previously, the Project attempted to provide “first-aid” to EQA so that basic tools and competencies are available and could be strengthened further if the necessary measures and follow up actions are taken. There is a strong potential to increase the sustainability of the provided tools if the higher level political will, the financial and technical support, and the commitment of EQA to follow up become available.

Founding documents: The developed environmental action plan, environmental awareness and education strategy, draft bylaws, manuals and procedures, the management plan for Wadi Al-Quf, roles and responsibilities matrix, and the assessment of EQA partners are among the key deliverables that will remain valid tools to be used by EQA, its partners, and the public after the completion of the Project.

Equipment’s and information system: The Project was keen in capacitating the EQA to assume its mandate related to environmental protection and monitoring. The procured equipment’s, the collected data, and the foreseen information system will be instrumental in enabling EQA to provide real-time data and analysis that feed into any future reporting mechanism that could be designed and implemented. The complete utilization of the equipment’s will be improved once an annual work plan for monitoring and inspection is developed by EQA.

Knowledge sharing and cooperation: The study visits to Jordan and Sweden have opened the door for wider cooperation and exchange of information and experience that should continue beyond the life of the Project. The agreement between EQA and EPA of Sweden was to strengthen the cooperation and knowledge between the two countries was a positive step toward the continuation of Project outputs and impact. It is necessary that EQA with the help of the Project translate the discussion and findings of the study visits into actions to be followed by EQA itself.

Capacity building: Although the training offered by Birzeit University Continuing Education Center was limited in terms of time and topics, it could serve as a model for future training and capacity building activities. EQA can benefit from the training needs assessment and the training materials to design and deliver similar training programs to relevant stakeholders.

Minimizing inter-agencies conflict: The Project initiated the discussion and dialogue between EQA and other line ministries and agencies on issues of conflict and overlap. The systematic approach used by the Project to identify and analyze areas of cooperation and conflict between the different partners was helpful in bringing the different agencies closer together to some extent. Still, EQA needs to continue this effort and facilitate a constant and systematic dialogue with other line ministries in order to bridge the gap and reach a clearer understanding of roles, responsibilities, and areas of collaboration.

Ownership: The discussion with the focus group of key EQA staff (i.e. advising committee) revealed a high degree of ownership and commitment to the Project's outputs. The participants agreed that the Project was just the beginning and should be continued in a second phase, or a larger scale intervention. One of the positive remarks related to the ownership dimension was the notion that many EQA staff have worked hard and exerted tremendous efforts (day and night, and outside official working hours) to ensure proper implementation of the Project's activities and to provide the needed technical support to experts and consultants who were hired by the Project.

Exit strategy and plan: To enhance the sustainability of the Project and ensure a proper utilization of its outputs after the completion 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, and the potential linkage with any future intervention. The development of the plan should be done in consultation with EQA leadership, and various departments. This is crucial to ensure commitment and ownership to safeguard the Project benefits. A list of suggested items/tasks that should be considered in the exit plan is provided in the recommendation section of this report.

Key recommendations for future activities

Based on the analysis and findings of the evaluation, the following are the key recommendations for future activities:

Strategic recommendations:

- ***Building on what have been accomplished and to continue the support to environment at a broader scale:*** The Project was instrumental in shedding light on the importance of the environment and the need for more support to this vital sector. However, as the needs are still massive, a broader and more holistic intervention should be designed and implemented in the near future. This intervention would help the EQA and other line ministries and agencies in clarifying the conflicting roles and responsibilities resulting in better coordination and utilization of available resources with regards to the environmental monitoring, inspection and enforcement functions.
 - The Project was instrumental in improving the capacity of EQA on environmental monitoring and inspection. Building on the outputs of the Project, there is a need to expand the scope of any future intervention to target other functions and services of EQA including: protection of natural resources, regulatory and oversight, project management and coordination, and environmental policies and planning.
 - As indicated by the evaluation findings, this Project was an urgent, targeted intervention that gave a push for EQA in terms of its monitoring and inspection function. Nonetheless, due to budget and time constraints the Project was limited and unable to address the broader challenges that face environment as a cross cutting matter in Palestine. The vacuum of leadership due to the lack of donor's interest in the environment presents an opportunity for Sweden to lead the sector from the donor side and add value to such a crucial area. Being the co-chair of the environmental sector-working group (SWG) would enable Sweden (Sida) to lobby for better support to environmental priorities from both the PNA and the donors. It is recommended that Sweden build on the fact that both EQA and EPA expressed their interest in further collaboration and facilitates the required communication and cooperation between the two agencies.
 - Related to the previous point, it is also recommended that Sida explore the best way to expand its involvement in the sector through utilizing the EPA expertise by forming a multi-disciplinary team to carry out – in full cooperation with the PNA- a thorough and extensive review of the various aspects that affect the environment. These aspects could include: technical, financial, and institutional arrangements. The review could also include experts from interested donors.
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- In hope that the EQA and UNDP cooperate in a larger scale intervention, a different implementation modality should be followed. This modality should: (i) give a more management and follow up role to EQA where EQA focal point/coordinator has a more active role in the management and decision making process; (ii) allocate more human resources and involve them in the national institutions; and (iii) engage the broader line ministries and agencies in the design, management, and decision making of the intervention.
- Donors, international organizations and NGOs working in the environment sector should join together to lobby the PNA political level and advocated for viable concentration on the environment as a cross cutting priority.
- At the strategic level, donors need to focus on the following major issues: (i) strengthening the EQA as an institution that has a clear direction and vision as a regulator of the sector, (ii) encourage the PNA to ensure the needed political support for EQA, (iii) call for the donors to increase financial support to both the EQA and the sector, and (iv) empower the leadership and middle management of the EQA by pushing for a clear decision by the PNA leadership regarding the status of the institution (ministry vs. authority).
- Given the limitation of resources and capacity, EQA should look at ways to utilize other existing means to be able to provide good quality services to citizens. One example of these means would capacitate its regional offices and relying on local governments for closer onsite support to environmental monitoring and inspection. This requires that the EQA to provide the overall guidance and oversight as well as capacity building to local governments.
- While the sector strategy is essential for guiding the work of both the PNA and the donors on the various environmental areas, it was mentioned that the environment should be considered as a “cross-cutting” theme that must be reflected in an environmental cross- sectoral strategy. This will allow for better integration and mainstreaming of environment initiatives across the relevant sectors, and will enable the EQA to play more active and visible role in pushing the environmental agenda forward.
- Most of the interviewees from the line agencies agreed that the EQA has a very important role to play in mainstreaming environmental issues and promoting sustainable development through environmental protection. However, they also believe that the EQA is not being active as required due to the external and internal factors that were mentioned in this report. Whether this claim is true or not, it is clear

that more work on outreaching with the partners, and in particular with the line agencies, is urgent and should be a priority for the EQA.

- Traditional training programs have certain advantages and are easier to design and implement, however, to maximize the impact and benefit of the capacity building activities, including training, they should be designed from the beginning as part of an overall package that targets the institutional strengthening of any institution at different levels, and should be linked to the mandate, job description, strategic direction, and capacity gap analysis. Ensuring the commitment and the proper participation in the activities is key for achieving the desired outcomes. Training should also be linked to practical outputs and deliverables that test the acquired skills and knowledge from the training. A combination between practical and theoretical approaches is also crucial. In addition, post evaluation of the various training activities should be considered in the design of these activities in order to capture the change in the knowledge, skills, attitude, and practices of the trainees.

Operational recommendations:

- The cooperation between EQA and the Jordanian Ministry of Environment should continue. For this purpose, it is recommended that EQA staff to be seconded to the Jordanian Ministry of Environment or The Royal Society for the Conservation of Nature where they can receive training and coaching for a longer periods.
- The work on the hazardous waste bylaw in particular needs closer follow up and attention by the EQA and UNDP so it can be improved and submitted to the Cabinet for review and approval. Nonetheless, further work on developing the remaining bylaws is needed where a holistic approach in looking at the legal framework of environmental issues would be a necessity.
- The dialogue between EQA and line ministries and agencies on roles and responsibilities has started and shouldn't stop; it is important to continue the discussion with line ministries to reach better understanding and agreement on the various roles and responsibilities. The Project has succeeded in initiating the discussion among partners, however, such a complicated task needs a broader approach that actively involves all parties and allows a sufficient time frame to resolve the disagreements between the different ministries.
- Related to the previous point, the needs assessment of gaps and responsibilities that was conducted through the Project could be a valuable input for any future work on bridging the gap between the different counterparts. EQA leadership should utilize this assessment, which was complimented by a practical action plan in order to

implement the appropriate interventions to enhance the performance of the EQA and its partner institutions. The action plan proposed three types of interventions including: (i) Organizational Development Programme; (ii) Enhancement of Legal Framework Programme; and (iii) Improvement of the Awareness of Public and Other stakeholders Programme.

- To build on the process and output achieved for the development of the management plan for Wadi Al-Quf protected area. First it is recommended to implement the prepared management plan to achieve the objective of conserving endangered biodiversity and then to expand and replicate the experience and lessons learned to other protected areas all over the West Bank and if possible in Gaza.
 - To build on the study mission to Sweden to further strengthen the cooperation between EQA and Swedish EPA.
 - The Project managed to enhance the relation between EQA main office in Ramallah and the regional offices through using these offices in collection of data and monitoring of environmental violations. In addition, the training program conducted by Birzeit University Continuing Education Center (CEC) contributed in bringing the staff of the regional office closer to their colleagues in the main offices. More work is still needed to enhance the capacities of the regional offices and to empower their role as the arms of EQA in the different governorates.
 - ***An exit strategy and plan for the Project should be developed by the Project in full cooperation with EQA:*** The plan should clearly state the responsibilities and time frame for the remaining activities to be implemented as well as for any follow up actions after the end of the Project. The following are just examples of what the plan should include:
 - Continue the implementation of the Environmental Action Plan through fundraising and outreaching to potential donors. In addition, extract an institutional action plan for EQA out of the developed Environmental Action Plan.
 - Remaining by laws should be finalized and endorsed.
 - The Environmental Awareness and Education Strategy should be endorsed by the EQA leadership and by the Palestinian relevant institutions (preferably by the Cabinet).
 - Printing and implementing of the drafted procedural manuals.
 - Follow up on the comments and discussion received during the industrial and public awareness workshops.
 - Develop a monitoring and inspection work plan for the Environment Protection Directorate at EQA.
 - Implementation of management plan for Wadi Al-Quf protected area
-

- Fundraising and securing fund for the plans and activities for implementation.
 - Develop a maintenance and operation (M&O) plan for the procured equipment.
- These are just examples of what can be included in the exit plan. The discussion on the plan should resume as soon as possible so that the partners can endorse it.

Lessons learned and Challenges

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

- Engagement of the various directorates of EQA was key in enhancing the ownership of the Project. At the early stage of the Project, only two directorates were involved. They are: The Projects and International Relations Directorate and the Environmental Protection Directorate. However, during the second year until the end of the bridging year, the Project managed to include more directorates and staff in its activities such as: Natural Resources Directorate, Policy and Planning Directorate and the Legal Advisor.. This involvement helped in improving communication among the different directorates as well as strengthening their ownership of and commitment to the Project's outputs.
- Involvement of stakeholders is key to the success of any intervention related to environment as a cross cutting theme. It would also ensure the buy in and cooperation among the different partners. These stakeholders expand broader than the few line ministries (e.g. MoAg, MoH, MoLG, etc) to a wide range of institutions from the public, private, and civil sectors. Having said that, the engagement of the broad array of stakeholders in the Project was limited due to the weak linkages between EQA and other ministries and institutions, vague and disputed roles and responsibilities, the limited scope and focus of the project and the low priority of environmental issues to many of potential stakeholders.
- The Project tried to utilize the local expertise as much as possible, which was a positive and encouraged approach. However, many informants pointed out that the quality and availability of local expertise to carry out specialized services and tasks did not reach the required level and should be improved. For this reason, EQA should look into ways to work with international and regional partners in cooperation of national consultants to design and provide capacity building and continue education programs to professionals and specialists on different environmental specialized areas. A combination of local and international expertise would avoid any unexpected delay in obtaining entry visas for the international consultants.
- The continuous change in the Project timeframe and the uncertainty regarding the available budget prevented the Project from planning and operating long-term activities.
- Conflicting laws, procedures as well as the different understandings of these laws by

the various line ministries has contributed to the inefficiency and lack of coordination toward protecting the environment.

- The negative perception of some ministries on the capacity and role of EQA is an issue of concern that must be addressed by EQA as soon as possible to allow for better influence and coordination.
- The limited capacity and resources available for EQA to perform its function in monitoring and inspecting environmental violations. The current human resources of EQA at the HQ and regional offices are found to be not sufficient to cover all geographic areas of Palestine as well as the available equipment's for EQA to perform inspection functions are not adequate for carrying out all inspection and monitoring tasks. Although the Project was able to fill this gap on temporary bases (through the UNVs) and did provide the basic equipment's to EQA, finding a sustainable and holistic solution to the weak capacity and limited resources remains a priority that should be discussed at higher political levels.
- The conditions of the workplace of EQA are not helping the institution work efficiently or to act as a good model for environmental friendly buildings. Renovations and improvement in the workplace is an urgent need to enhance the efficiency of the staff as well as to improve the public perception of the institution itself.
- Few activities were reported to have faced some delays during the implementation of the Project. These include: (i) Building the management information system because of the delay in obtaining the entry visa for the international consultants (Eco-Conserve); (ii) The development of the awareness strategy (from 6 months to more than 1 year) due to the quality of consultant's initial deliverables, lengthy consultation process, the change in EQA focal points, and the strike of public servants engineers; (iii) The drafting and endorsement of the "hazardous waste bylaw" due to the limited local experience related to such a complicated and political topic.

Annexes

Annexes A: The ToR of the Evaluation

Request for Proposal

Date: 9, Oct 2013

Reference:

Country: Occupied Palestinian Territory (oPt)

Title of Consultancy Job: Evaluation of Project

Type of Consultancy: RFP

National Project name: Strengthening Environmental Quality Authority Regularity Functions

Period of assignment: 30 working days for two experts, distributed over a period of six (6) weeks

Duty Station: West Bank with possible site visit to Jerusalem

TERMS OF REFERENCE

1. BACKGROUND

The oPt is very vulnerable to critical environmental threats such as discharge of raw sewage into wadi, uncontrolled dumping of hazardous waste and unregulated pollutants from growing industries. The sector faces serious challenges among of which the lack of control over limited natural resources, inefficient environmental management systems, inadequate implementation of environmental policies and strategies as well as insufficient regulatory framework and weak enforcement of the environment law. The environment governance is not effective yet due to overlapping in roles and responsibilities of sector agencies and lack of inter-agency coordination in planning, monitoring and enforcement.

The project phase I, 2010-2012, and the bridging year of 2013 intend to enhance EQA's capacity for better environmental protection through improving the regulatory framework, environmental planning and monitoring. It particularly supports improving environmental monitoring and enforcement through development of bylaws, monitoring manuals, and building technical capacities in monitoring and enforcement.

The project is in line with the environment sector strategy and will contribute to reaching the 2011 – 2013 Environment Sector Strategy objectives of a) Palestinian natural resources are managed in sustainable manner, and b) the institutional and legal environment framework is strong and effective. It is also in consistent with PAPP development for freedom: consolidated plan of assistance for years 2012-2014 to strengthening environment governance in oPt through enhancement of the capacities of environment sector agencies. The project is funded by Sida (Swedish Development Cooperation Agency).

2. OBJECTIVES OF THE ASSIGNMENT:

- To assess the performance of the project in relation to achieving the indented results
- Developing recommendations for further future programming 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.

- 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 up scaling

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 scope? Is such replication or magnification likely?
- Assess whether the project
- 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:

- 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 that the consultant shall include with 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
- progress reports
- Key outputs produced
- Partnership arrangements e.g. agreements of cooperation with ministries

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 30 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 Nov 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 %	15 Nov 2013
Upon Satisfactory Completion of the Evaluation Report	75%	10 Dec 2013

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 for Two Experts

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

A team of two experts one with minimum postgraduate degree in Environmental Studies, Engineering or related fields and the other with postgraduate degree in public administration or related fields.

II. Years of experience:

- The team leader should have proven experience (at least 10 years) in 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).

- A second expert should have 10 years of experience in capacity building
- 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 capacity building tools and techniques
- Adequate knowledge in environment.

- Enough knowledge of national environmental plans, bylaws and EQA strategies, procedures and agreements

Annexes B: Used Evaluation Tools

Tools	Objective
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.
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.
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 ○ Methods of overcoming obstacles and challenges
Focus Groups	<ul style="list-style-type: none"> • Acquire an in-depth assessment from large group of beneficiaries • Gather lessons learned from the beneficiaries perspective • Assess stakeholders' involvement in the project

Annex C: Details of Evaluation Methodology

I. Structured Interviews

A) PNA Ministries

1. Mr. Jamil Mtour/EQA
2. Ahmad Abu Thaher/EQA
3. Samer Kalnoungeh/EQA
4. Mahmoud Abu Shanab /EQA
- 5.
6. TalebHumaid /EQA
7. Issa Musa/EQA
8. ZaghlolSamhan/EQA
9. ThabetYousif/EQA
10. Thaer Rabi/MoAg
11. Ibrahim Ateyyeh/MoH
12. Sulieman Abu Mfarreh/MoLG
13. ImadSaify/PWA
14. ManalShkokani (MoNE)
15. EtephanSalameh/MoPAD (Former)

B) UNDP

16. Rima Abu Medain
17. TaghreedNajar
18. HusamTubail

C) Experts and Consultants

19. SuliemanDa'efy- HOPE
20. Dr. Ziad Mimi- Individual Consultant
21. Marwan Tarazi- Birzeit Continuing Education Center
22. Dr. Abdel RahmanTamimi, PHG,
23. Dr. ReemMusleh- Individual consultant

D) Donor

24. Lisa Hellström/Sida
25. Yasser Shalabi/LACs

II. A Focus Group with the Advisory Committee of EQA

III. Documents Review

1. Project Document
 2. Project Amendment (Bridging Year)
 3. Project Progress Reports
 4. Meeting minutes of the Project Annual Review Meetings
 5. Training Completion Report of BZU
 6. Matrix of roles and responsibilities
 7. Draft MoU between EQA and other ministries
-

8. Bylaws developed (Hazardous Waste Bylaws, and Exploitation of Natural Resources Bylaws)
9. Environmental Action Plan
10. Environmental Awareness and Education Strategy and Action Plan
11. Environmental Monitoring and Inspection Manual
12. Needs Assessment and Action Plan for Environmental Inspection and Monitoring Report
13. Study Tours reports (Jordan, and Sweden)
14. PNA National Plans
15. Environmental Sector Strategy
16. Assessment of EQA Capacity
17. PCBS data and documents
18. Various reports and documents related to the environment in Palestine

Annex D: Suggested Questions for the Structured Interviews and Focus Groups

To conduct an in-depth and comprehensive assessment of the different aspects of the Project, interviews and focus groups meetings were organized with key partners.

The main purpose of *the focus groups* is to discuss with selected beneficiaries their assessment of the various aspects of the Project including:

- Its relevancy and response to their needs;
- The level and extent of participation in the design, implementation and monitoring of the different activities of the Project;
- Their awareness of the Project objectives and outputs;
- The level of coordination and flow of information;
- The impact of the Project in improving the welfare and health situation of the targeted communities and beneficiaries;
- The challenges and obstacles encountered and lessons learned.

In addition to the above, *the structured interviews* will focus 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 focus groups and interviews will use structured questions that will be tailored according to the context and audience of the focus group/interview. These questions will include:

- 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?