

PALESTINE

Independent evaluation of emergency programmes in Palestine



List of acronyms.....	4
Acknowledgements	6
EXECUTIVE SUMMARY	7
PART I - INTRODUCTION AND BACKGROUND	11
1 Introduction	11
1.1 General Information	11
1.2 Evaluation scope and purpose.....	11
1.3 Structure of the report.....	11
2 Programme Context and Description	12
2.1 Emergency in Palestine: A Unique Case	12
2.2 Between Emergency and Development: A reference framework for the emergency intervention in Palestine.....	13
PART II - RESULTS OF THE EVALUATION (PROGRAMMES AND PROJECTS).....	15
3 Evaluation of the Emergency Programmes.....	15
3.1 The Emergency Programmes of the Italian Cooperation in Palestine.....	15
3.2 The approach to emergency within Programmes 9310 and 9555.....	16
3.2.1 Strategic Vision and Approach	16
3.2.2 Mechanisms and Procedures.....	17
3.2.3 Continuity and Discontinuity within the Emergency Programmes Approach	18
3.2.4 Operational Environment	20
3.3 Recommendations.....	21
3.3.1 General recommendations	21
3.3.2 Emergency Programmes approach	22
3.3.3 Mechanisms and Procedures.....	22
3.3.4 Operational Environment	22
3.3.5 Sustainability	22
4 Projects' Evaluation	23
4.1 Projects selected for in-depth analysis	23
4.2 Cross-cutting Analysis by criteria	23
4.2.1 Short Term Effectiveness	23
4.2.2 Impact Pathway: Medium Term Results	24
4.2.3 Long Term Effects (Impact) and Sustainability in the context of the Emergency Programmes.....	26
4.2.4 Efficiency	29
4.2.5 Added Value (consistency and coordination with other actors)	30
4.2.6 Inclusion, Participation and Ownership	32
4.3 Evaluation per project.....	32
4.3.1 Terre des Hommes 9555 - Support to Vulnerable Children and Particularly Children and People With Disabilities in the North Gaza Governorate of the Gaza Strip.....	32
4.3.2 COOPI 9310 - Implementation of a Pilot Plastic Recycling System in Gaza City - Palestinian Autonomous Territories	34
4.3.3 Overseas 9555 - Emergency Rehabilitation and Development of Income-generating Activities in the Field of Agriculture Based on Integrated Echo-sustainable Aquaculture (fish-farming) and Agricultural Activities.....	35
4.3.4 Oxfam IT 9555 - Support to Breeders in the Central-Southern Area of the Gaza Strip	37
4.3.5 COSPE 9310 - Doing Gender: A Gender Resources Centre for the Empowerment of Women in Gaza	38
4.3.6 Vento di Terra 9555 - Peace Architecture for Education in Gaza Strip.....	39
4.3.7 ARCS 9555 Support to Psychic and Social Wellbeing and Resilience of Children and Minors at Risk in Bab Hutta and Al Bustan-Silwan Neighborhoods (East Jerusalem).....	40
4.3.8 Save the Children 9555 - Promotion of Children Protection in East Jerusalem	41
4.3.9 COOPI 9555 - Improvement of Vocational Training Opportunities for Young People in East Jerusalem	42

5	Relevance: international principles and priorities of the beneficiaries.....	44
5.1	Alignment with international principles	44
5.1.1	Overview: Italy and Human Rights	44
5.1.2	Human Rights and Advocacy	44
5.1.3	Millennium Development Goals	46
5.1.4	Humanitarian Action Effectiveness Principles.....	46
5.1.5	OECD/DAC Recommendations.....	47
5.2	Beneficiaries' priorities and needs	49
5.2.1	Consistency with National Plans and Strategies.....	49
5.2.2	Identification and selection of Beneficiaries	50
5.2.3	Constraints, Resilience Experiences and Change Patterns in the Beneficiaries' Perspective.....	51
PART III - CROSS-CUTTING ISSUES		54
6	Gender Analysis	54
6.1	As a general strategy	54
6.2	At programme level.....	54
6.3	At project level.....	55
6.4	Conclusions.....	56
6.5	Recommendations.....	56
7	Disability in emergency actions in Palestine	57
7.1	As a general strategy	57
7.2	Actions and approach of the Emergency Programmes.....	57
7.3	Lessons learnt from the actions.....	58
7.4	Conclusions.....	59
7.5	Recommendations.....	59
8	Environmental Sustainability.....	60
8.1	As a general strategy	60
8.2	At programme level.....	60
8.3	At projects' level.....	60
8.4	Conclusions.....	61
8.5	Recommendations.....	62
PART IV - Accountability and Learning Systems		62
9	Monitoring system	62
9.1	At Programme level.....	62
9.1.1	Approach	62
9.1.2	Tools	62
9.1.3	Results and Continuity	63
9.2	At projects' level.....	63
9.3	Conclusions.....	64
9.4	Recommendations.....	64
10	Evaluation approaches and utilization	64
10.1	Conclusions and specific recommendations on evaluation approach	65
11	Accountability.....	65
11.1	Recommendations	67
PART V - CONCLUSIONS, GOOD PRACTICES AND SUMMARY OF RECOMMENDATIONS		67
12	Conclusions	67
13	Good Practices	69
14	Summary of Recommendations.....	71
14.1	General.....	71
14.2	Emergency Programmes approach	71
14.2.1	General.....	71
14.2.2	Mechanisms and Procedures	71
14.2.3	Operational Environment.....	72
14.2.4	Sustainability.....	72
14.3	Recommendations on cross-cutting issues	72
14.3.1	Gender Issues	72

14.3.2	Inclusion of the Disability Issue into Cooperative Actions.....	73
14.4	Accountability and learning systems.....	73
14.4.1	Monitoring system	73
14.4.2	Evaluation	73
14.4.3	Accountability.....	73
Annexes.....		75
Annex 1 - Methodology		75
Annex 2 - Agenda of the field mission		79
Annex 3 - List of documents reviewed.....		80
General Documentation.....		80
Annex 4 - List of interviewed people		82
Annex 5 - Attendance lists to focus groups		89
Annex 6 - Attendance lists to final workshop.....		90

LIST OF ACRONYMS

AISPO	Associazione Italiana per la Solidarietà tra i Popoli NGO
ARCS	ARCI culture and development NGO
AV	Analisi della Valutabilità
BZ	Buffer Zone
CAP	Consolidated Appeal Process
DAC	Development Assistance Committee
DGCS	Cooperation and Development General Directorate
DRM	Disaster Risk Management
ECRC	Early Childhood Resource Centre
EHD	Environmental Health Department
FAO	Food and Agriculture Organisation
GHD	Global Humanitarian Donorship
GRC	Gender Resource Centre
GRC	Gender Resources Center
GS	Gaza Strip
ILO	International Labour Organization
IOIS	Islamic Orphanage Industrial School
LRRD	Linking Relief, Rehabilitation and Development
MDG	Millennium Development Goals
MDPL	Movimiento por la Paz
MoA	Ministry of Agriculture
MoEHE	Ministry of Education and High Education
MoFA	Ministry of Foreign Affairs
MoL	Ministry of Labour
MoPAD	Ministry of Planning and Administrative Development
MOSA	Ministry of Social Affairs
MoU	Memorandum of Understanding
MOVE	Mobility Opportunity Via Education
NGO	Non Governmental Organization
OCHA	Office for the Coordination of Humanitarian Affairs in oPt
OECD	Organisation for Economic Co-operation and Development
PARC	Palestinian Agricultural Relief Committee
PCBS	Palestinian Central Bureau of Statistics
PCC	Palestinian Counseling Center
PEDCOM	Palestinian Commission for Development & Environmental Protection
PLDC	Palestinian Livestock Development Center
PMRS	Palestinian Medical relief Society
PNA	Palestinian National Authority
PNA	Palestinian National Authority
POG	Operational General Plan
PT	Palestinian Territories
PTSD	Post Traumatic Stress Disease
RBC	Riabilitazione su Base Comunitaria
RZ	Risk Zone
StC	Save the Children NGO
TdH	Terre des Hommes NGO
ToR	Terms of Reference
TVET	Technical, Vocational Education and Training
UAWC	Union of Agricultural Working Committees
UN	United Nations
WHO	World Health Organization
EU	European Union
UNDP	United Nation Development Programme
UNICEF	United Nation International Children's Emergency Fund

UNRWA	United Nations Relief and Works Agency
UTC	Italian MoFA central office
UTL	Italian MoFA local office
VdT	Vento di Terra NGO
WASH	Water, Sanitation & Hygiene
WHO	World Health Organization
WFP	World Food Programme
YDD	Youth Development Department

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The conclusions and recommendations contained in this report, even though formulated in the framework of the task assigned by the Italian Ministry of Foreign Affairs/Development Cooperation Department, do not express official positions and remain under the responsibility of the Independent Evaluation Team.

Mariateresa Calabrese
Team Leader
Independent Team of the Evaluation

For additional information:

TIMESIS s.r.l.
Via Niccolini, 7
56017 San Giuliano Terme (PI)
Tel. 050 818800
Email: timesis@timesis.it

EXECUTIVE SUMMARY

Evaluation scope - Object of the evaluation is the financial instrument "Emergency Initiative for the support of the resident population in the Gaza Strip and East Jerusalem (AID 9310-9555)", funded by the Italian Ministry of Foreign Affairs/General Department for Development Cooperation. The 9310 Programme "Emergency initiative for the people of the Gaza Strip" was implemented in 2010 as per the commitments subscribed by the Italian government in the framework of the International Conference for the Reconstruction of Gaza (02/03/2009) and the Plan of Palestinian Recovery and Reconstruction 2009-2010. The main objective was to support the Palestinians in the Gaza Strip, whose living conditions had deeply worsened due to the Israeli military attack in 2008/2009. The 9555 Programme "Emergency initiative for the support of the Palestinian population in the Gaza Strip and Jerusalem" was implemented in 2011, in continuity with the 9310 program, extending the area of action to East Jerusalem.

Objectives. The overall objective of the intervention, as stated in the ToR, is to assess the overall contribution of the Italian Cooperation to improving the living conditions of the Palestinian population in the Gaza Strip and East Jerusalem. The specific objectives are: to evaluate the effectiveness of interventions through the analysis of a sample of projects funded by the programs, with special attention to the issues of equity (gender and vulnerable groups); to identify and promote best practices and lessons learned from the projects; to express an opinion on the quality of the instrument of emergency and make recommendations for improving the quality of any additional support actions.

Field mission. The field mission was carried out in the period between November 15th and December 9th, 2014 (the mission agenda is attached to this report). During the mission, carried out after a preliminary desk review of the Programme's documentation, field visits, individual and group interviews, two focus groups (one in Gaza City and one in Jerusalem), and two workshops (one in Gaza City and one in Ramallah) were carried out.

EMERGENCY IN PALESTINE: A UNIQUE CASE

The concept of emergency should be seen in the uniqueness of the local context of Palestine, characterized by continuing and increasing threats to the life, security and freedom of the local population.

East Jerusalem and the Gaza Strip (as indeed the West Bank Territories), despite the specificity of each of the situations, are in a situation equally classifiable as **protracted emergency with recurrent crisis and with high risks of further deterioration**, characterized by an increase in human rights violations, by the destruction of the development perspectives (in terms of time, due to the impossibility of long-term investments, and in term of space, due to the increased subtraction of land by the settlements in East Jerusalem and the West Bank and the limitations to the use of large areas of both land and sea in the Gaza Strip), by the deterioration of the conditions for the development of human capabilities (education and training), and by the threats to individual and collective identity.

Emergency interventions.

Emergency interventions should be placed within a framework of Disaster Risk Management. Given the conditions of protracted crisis, with a relationship between phases characterized as circular and not linear, it is necessary to view the emergency action in terms of prevention and preparedness, and not only of relief, strengthening local institutions and civil society organizations, integrating actions of emergency with development operations, and supporting the resilience of local populations in restoring the economic and productive sectors.

EVALUATION RESULTS

Approach to the Emergency within the Programmes (9310 and 9555)- In the Palestinian context, and taking advantage of the experience and lessons learned from the 9310 and 9555 Programmes, emergency programs can be considered as a flexible instrument, faster and less punctuated than the development programs, to which it is still important to maintain complementarity and alignment.

In this perspective, the 9310 and 9555 Programmes represent an important experience, characterized by some **best practices**:

- **the systematic link between emergency and development.** The programs are a good example of the link between emergency and development, allowing, through the differentiation of the actions (projects)

and the combination of activities (within the projects), to act simultaneously on different stages of the continuum emergency-development;

- **The multi-sectors approach.** Emergency was addressed at different levels, acting on different factors of resilience and contributing to i) the recovery of livelihood through differentiated measures (stock farming, crops, urban gardens) in agriculture and interventions of technical training and support to employment for young people and women, ii) the rights of women, children and disabled people;
- **The consistency of the horizontal approach.** The use of open calls for the selection of project proposals enhanced the role of NGOs in terms of innovation capacity; continuity enabled the NGOs achievers to improve their approach and to draw lessons from the experiences, transferring from one period to another and from one area to another, the lessons learned and also to follow the changes in the field of action and in the life of beneficiaries over a longer period than that of the single project;
- **The dialogue with local institutions to address the priorities of local people.** Through the two Programmes, significant experiences aimed at strengthening the capacity of local authorities to provide essential services were carried out. It is the case of the Municipality, for the school of Umm Al Nasser (Vento di Terra 9310 project) and of the Municipality of Gaza, regarding a system of waste collection (COOPI 9310 project). In the first case, the involvement of the Municipality the continuity of the operation after the destruction of the school by the Israeli attack in July 2014, and the selection of new areas for the possible construction of a new school. In the second case, the Municipality continues, with serious difficulties (lack of funds and lack of adequate technical means due to the closure of borders by Israel) to ensure the system of waste collection, without being able to give financial continuity to the recycling system. In the context of institutional fragility of the Gaza Strip, the dialogue with local institutions has an added value, in line with the approach advocated by the Declaration of Busan for fragile states, and with the fourth principle of the Global Humanitarian Donorship;
- **The building of long-term partnership with the local organizations** helped to ensure a proper analysis of the priorities and needs of the population, to give continuity to those actions and to improve the sustainability and the transfer of knowledge and experiences;
- **The strategy of coordination, collaboration and continuity** with other projects and partners promoted by the programs, planned in coordination with international organizations and coordination bodies. Projects and NGOs entered into a network of collaboration and in a stream of consecutive operations that allowed to increase the number of beneficiaries, to diffuse some methodologies and results, and to consolidate the partnerships;
- **The adoption of a different set of tools for selection, reviewing and monitoring** helped to ensure proper implementation of the programs, despite the limitations detected in tracking the results in a systematic and consistent way;

As for the continuity of the approach in following programs, some improvements were registered, namely accelerated procedures leading to timelier implementation and a possible cost reduction through the concentration of projects. However, some of the above mentioned lessons learnt have not been emphasized and a more traditional approach was adopted, based on a sharper distinction between emergency and development, the identification of a few rigid priorities that change from one program to the following and that seem to be defined with an unclear long term strategic vision. Potential problems deriving from this approach can be identified as lower capacity for innovation and for the needs' assessment at grassroots level, a reduced aid predictability and capacity to establish long lasting partnerships, a reduced contribution to trigger development processes beyond the perspective of humanitarian assistance.

A progressive reduction of the financial allocation to emergency programs was registered in recent year, resulting in the reduction of funding to each of the following programmes, in the reduction of the personnel allocated, as well as in the management of the programmes through staff in temporary mission: this threatens to reduce the capacity of elaborating a strategic vision able to cope with the expansion and radicalization of the emergency situation in Palestine.

Alignment with international principles and standards - Italy has taken, through its membership to international conventions and its participation to specific instances such as the Council for Human Rights of the United Nations, an active role in the adoption of a human rights approach, clearly expressed also in strategic documents of the Italian Cooperation.

Two issues are to be noted concerning the consistency of the action within this strategic framework:

- **Constraints deriving by the operating environment:** the limitations imposed by the Israeli government on the movement of vehicles and people, on the action and on the expression of opinions, have negative effects on the ability of the Italian Cooperation to meet the needs of the population, either by narrowing down the available choices or hindering the implementation of the actions, or ultimately destroying goods

supplied by the interventions. It is recommended to adopt an adequate strategy of protection of principles and people in order to reduce the negative impact of these constraints on interventions' effectiveness.

- **Advocacy:** even though advocacy was among the actions identified as priorities in the 9555 Programme, and the fact that Human Rights violations in Palestine continue to be mentioned in the documents of the following emergency Programmes, no specific actions were detected in both the evaluated Programmes and the following. Actions of political advocacy to promote the respect of the fundamental rights of the Palestinian population and the increase of freedom of movement and access are necessary to ensure consistency with the main international agreements on humanitarian matters signed by the Italian Government.

The intervention is aligned with the Millennium Development Goals and the principles of aid effectiveness, with some limitations deriving from the context.

The relevance of the projects and Programmes is high: the actions respond to National Strategies and Plans, for both East Jerusalem and the Gaza Strip; the identification of the needs and priorities was carried out in coordination with other international actors; the identification of beneficiaries was carried out, at project level, through accurate processes and using clear criteria. The conditions at the origin of the emergency actions have not changed since the programmes' implementation, and the priorities of the beneficiaries, consisting mainly in a claim to human rights (freedom of movement, right to education, right to access to resources, to the stability of the environment, to self-determination), remain equally unsatisfied. This confirms the limits posed by the political constraints and the operating environment to the ability to respond to the priorities of the beneficiaries.

The short-term effectiveness may be considered high: the foreseen products and services were delivered, and the planned number of beneficiaries was reached (with some justified exceptions) and in some cases also exceeded.

The ability to achieve long-term effects and to ensure continuity to the actions (sustainability) was not always satisfactory, despite the high attention given to strengthening sustainability factors and defining an exit strategy during both the planning and the monitoring phases. Limits are detected especially concerning economic sustainability for interventions where this was a key element, such as agricultural projects and the intervention for the creation of a pilot system of plastic collection.

As for the interventions in agriculture, the economic (and in some cases also the technical) sustainability of the projects could be improved through a review of the adopted strategies, but it is to be noted that the constraints of the context do not provide the conditions of stability and access to the resources necessary to initiate long term processes of change.

This **limitation of the spatial and temporal horizons** of the actions in the Gaza Strip is the most negative impact of the blockade imposed by Israel, with the closure of borders (preventing the movement of people and goods) and the restrictions to the use of spaces (Buffer zone and fishing area). The frequent Israeli military attacks (two after the conclusion of the projects) also prevent long term planning. The last Israeli military strike (July/August 2014), moreover, besides producing serious damage to the population and to the economic and social environment, destroyed several of the facilities and equipment provided by the programs (school of Umm Al Nasser, greenhouses, gardens, and animals).

As for the educational and social Programmes, the situation in both the Gaza Strip and East Jerusalem is characterized by a systematic violation of children's rights and a continuous and pressing threat of further reductions of safe and protected spaces for children and opportunities for education, training and development for young people and women. In these conditions, it is necessary to aim not only at repairing the psychological damages for vulnerable categories, but also, and above all, at the reaffirmation of non-negotiable rights, through actions of advocacy and support to training and employment and to the conservation of cultural identity.

The concept of sustainability should therefore be adapted to local conditions, taking into account the strong external constraints and the characteristics of the interventions (short term), identifying forms of continuity in financial support for operations that require stability and predictability of the conditions (for example, projects in the economic field), or aim at triggering processes of changes (adoption of new techniques in the field of agriculture). As for the social and education projects, sustainability should be mainly understood in terms of continuity of the commitment by institutions and organizations: in this perspective, sustainability of implemented educational projects can be considered as high, even though financial support continuity is needed.

The level of efficiency of the selected projects is high in terms of capacity of turning the available resources (inputs) into the expected results, and the control systems (implementation monitoring) were appropriate. The strategy of reducing costs through larger projects should be assessed taking into account the trade-off between financial benefits and results obtained through a more extensive network of interventions and actors.

CROSS-CUTTING ISSUES

Gender mainstreaming - The Emergency Programmes 9310 and 9555 gave a high level of attention to gender issues, using different tools and approaches, in line with the importance of the issue for the Italian Cooperation. However, strategies have not always been sufficiently articulated in specific activities within the projects, and monitoring tools have not proved entirely adequate: some improvements are still needed, in terms of guidance and monitoring of the UTL, in the use of a shared language and, above all, in the NGOs' action.

Addressing disability in development programmes - In Emergency Programmes 9310 and 9555 the issue of disability was addressed through some dedicated projects, targeting children with disabilities. Good practices were developed, but mainstreaming capacity was limited (the Programmes were however launched before the adoption of the Action Plan of the Italian Cooperation, in 2013). Notwithstanding some valuable results obtained through the development projects, and the sensibility to the issue detectable among operators and in particular within the UTL, additional efforts are needed to increase the level of both awareness and knowledge among operators, and the acquisition of technical expertise and design skills for a more accurate adjustment to needs and rights of disabled people.

Environmental sustainability - At strategy level, environmental sustainability was addressed both through specific projects and a crosscutting approach. The proposed techniques are appropriate and relevant for the local context, but long-term sustainability is limited by the constraints of the context: the pilot system of plastic recycling was not economically sustainable due to the instability of market conditions; fish farming techniques, use of waste water for irrigation and integrated use of pesticides would require a larger time frame and funding, the strengthening of the technical assistance services and, as a whole, a review of the innovation diffusion strategies; the school built with environmental sustainable techniques was destroyed by Israeli bulldozers (on July 17th, 2014). The implementation of these action can be however be considered as learning experiences.

ACCOUNTABILITY AND LEARNING SYSTEMS

The monitoring system was effective in ensuring the follow up of projects' implementation, the timely identification of problems, and the selection of corrective measures, but was less appropriate to track the results, due to weaknesses in the selection of indicators, definition of baseline and final results' analysis was weak. An improvement of the monitoring system is therefore needed, adopting a flexible and coordinated approach, based on the choice of the appropriate indicators for each project in the framework of the overall programmes' objectives.

Evaluation - The strategy of the Italian Cooperation and the periodic evaluations reflect a commitment to define a systematic model for evaluation in line with international principles and methodologies. To improve the capacity of the specific evaluations to meet the information needs, it is necessary to ensure their insertion in a systematic process of review of strategies and approaches, improving the stakeholders' involvement in the preparation of the Terms of Reference and to plan the monitoring of recommendations' adoption.

Accountability - The Emergency Programs adopted appropriate tools to monitor use of resources and programmes' implementation: ex ante evaluation reports, periodic visits, four-monthly monitoring reports, final reports, administrative checks. The lack of action (both as information and as measures for the reimbursement of damages) by the Italian Cooperation after the destruction by the Israeli Army of facilities and equipment provided by the projects is however a limit to the ability to be accountable to the taxpayers on the proper and coherent use of the resources.

PART I - INTRODUCTION AND BACKGROUND

1 INTRODUCTION

1.1 GENERAL INFORMATION

The aim of this report is to present the results of the *ex post* independent evaluation of the *Emergency Initiatives for the support of the resident population in the Gaza Strip and East Jerusalem (AID 9310-9555)* funded by the Ministry of Foreign Affairs (MoFA/DGCS), and implemented between 2010 and 2012 in the Gaza Strip and East Jerusalem.

The aim of the programmes was to support the most vulnerable segments of the Palestinian population during the emergency that followed the military attack carried out by the Israeli Army between December 27, 2008 and January 18, 2009.

The ex-post evaluation was launched by the DGCS/MAE - Office IX Evaluation Section on 8th October 2013, by inviting previously shortlisted providers to the submission of a technical and financial offer. The contract was awarded to Timesis s.r.l. on 25th April 2014.

1.2 EVALUATION SCOPE AND PURPOSE

The object of this evaluation is the *Emergency Initiative for the support of the resident population in the Gaza Strip and East Jerusalem (AID 9310-9555)*, funded by the Italian Ministry of Foreign Affairs/General Direction of Italian Development Cooperation.

The overall objective of the evaluation is, as stated in the ToR, to assess the overall contribution given by the Italian Cooperation to improve the living conditions of the Palestinian population in the Gaza Strip and in East Jerusalem.

The evaluation is based on 4 main objectives:

- assess the effectiveness of the interventions by analysing a sample of projects funded by the programmes, paying special attention to equity issues (gender and vulnerable groups);
- identify best practices and lessons learnt;
- assess the quality of the emergency instrument, and
- provide recommendations to improve the quality of any additional support action.

1.3 STRUCTURE OF THE REPORT

The Report is divided into 5 parts:

Part I includes some general information, the purposes of the evaluation and an approach to emergency in the context of Palestine' current situation.

Part II presents the results of the evaluation at 3 levels of analysis:

- The evaluation of the emergency programmes (Chapter 3): strategies, operational environment, mechanisms and procedures, continuity;
- The evaluation of 9 selected projects (Chapter 4): i) a cross-cutting analysis carried out using the main evaluation criteria (relevance, effectiveness, efficiency, sustainability), plus additional criteria such as the coordination and cooperation with other actors and the inclusion and participatory mechanisms, and ii) a specific analysis for each project;
- The relevance in terms of alignment with the international principles and of the capacity to answer to the beneficiaries' priorities (Chapter 5).

Part III presents the results from the evaluation of the cross-cutting issues: accountability (Chapter 6), gender mainstreaming (Chapter 7), inclusion of disability in the emergency programmes (Chapter 8) and environmental sustainability (Chapter 9).

Part IV analyses the monitoring system (Chapter 10) and presents some suggestions to improve the evaluation system (Chapter 11).

Part V summarizes the conclusions (Chapter 12), good practices (Chapter 13) and the recommendations (Chapter 14) already presented in the previous chapters.

The annexes include the evaluation approach (process and criteria of selection of the 9 projects, evaluation criteria, data collection tools and methods), the list of documents consulted, the final version of the mission's agenda, the list of interviewed people and the participants to the two focus groups, the ToR.

2 PROGRAMME CONTEXT AND DESCRIPTION

2.1 EMERGENCY IN PALESTINE: A UNIQUE CASE

Summary - The concept of emergency has to be framed in uniqueness of the local context of Palestine, characterized by continued and increasing threats to the life, physical safety and freedom of the local population. To the long term critical conditions are to be added the recurring shocks resulting from the actions of the Israeli government to strengthen and extend its control over the Territories. No improvements were currently (2014) detected, compared to the situation existing in 2010, before the interventions evaluated. On the contrary, the living conditions deteriorated, with increased violations of human rights and threats of displacement to local population, with devastating effects, especially on the wellbeing and the perspectives of minors.

The factors characterising this situation of protracted emergency are the following:

- **In the Gaza Strip:** The persistent blockade (almost total blockade of import and export of goods and movement of persons), the limits to the use of resources (land: no access to and/or constraints for using the zones classified as “Buffer Zone” and “Risk Zone”; water: intercepting the water table East of the Gaza Strip; fishery resources: limitation of the fishing areas to 3 miles, additionally limited by recurrent Israeli incursions). Such conditions characterise a chronic crises, with a very high level of unemployment (38% in ordinary conditions, 60% in the period after the last military attack of July 2014), the unsustainability of the economic activities, the limitation to the time horizons necessary for both an endogenous development and the effectiveness of development cooperation's actions, the material obstacles to starting development processes by means of education and health (due both to limited mobility and to the destruction of the infrastructures during the military raids).

The crisis is made more acute by the periodical military attacks: the last one, on July 8-August 24, 2014, caused casualties, loss of fundamental assets (houses, infrastructures, hospitals) and the intentional destruction of economic facilities.

After the end of the military attack, the effects of the blockade were amplified by the delayed reconstruction (the removal of the rubbles had not started yet during the field mission in November 2014, and the conditions imposed for the reconstruction imply a strong interference by the Israeli Government, under a control system guaranteed and funded by the United Nations.

- **In East Jerusalem:** The isolation of the population due to the presence of the separation wall (712 km), of the checkpoints and the displacement of the population from Jerusalem (298 people in 2013), the ban to new buildings (52% in the area of East Jerusalem¹), the expansion of the settlements (200.000 settlers live in East Jerusalem), the arrest of minors (about 700 minors per year²), the destruction of houses (98 demolitions in 2013) and the abolition of the rights of the people involved in rebellions, the limited access to education (lack of facilities), the imposition of educational and technical school curricula excluding subjects linked to the Palestinian history and culture, the lack of recreational and cultural facilities, are the main reasons of the deterioration of the social and economic conditions of the Arab population in East Jerusalem and of the threat of identity loss.
- **In the West Bank:** The conditions of this area are marked by the expansion of the settlements (illegal according to the international law³), by the effects of the wall and as a whole by the restrictions to people mobility (there are about 540 internal checkpoints) and access to land and resources, by the growing

¹ Ministry of Planning and Administrative Development (2014), *Palestinian National Development Plan (2014-2016)*

² UNICEF (2013) *oPt Children in Israeli Military Detention: Observations and Recommendations*

³ Art. 49 della IV Convention of Geneva prohibits in fact the settlement of the population of the occupying power in the occupied territories.

fragmentation of the territory with the deterioration of the subsistence conditions, the reduction of the access to services and the eviction of Bedouin populations from the Jordan Valley. Within this framework, there are also specific violations of the rights of the most vulnerable groups, such as arrests of minors and demolition of houses.

The *Humanitarian Needs Overview 2015*⁴ report summarizes the main feature of the emergency situation:

- Threats to life, freedom and security;
- Displacement of local population;
- Erosion of livelihoods and lack of economic opportunities and access to food;
- Restricted access to essential services.

This situation can be defined as a protracted emergency in a deterioration process, in the light of the acceleration of illegal appropriation by Israel of Palestine, the West Bank and Jerusalem, both with new settlements and the construction of the wall, as well as with the displacement of the local population: the number of demolished structures was of 1.215 in 2013-2014, and the number of displaced persons 2.273 in the same period⁴.

As to Gaza, the military attack in the July/August 2014 period was the most serious one since 1967 according to OCHA.

In conclusion, East Jerusalem and Gaza Strip (as indeed the West Bank Territories), despite the specificity of each situation, are equally classified as experiencing an acute emergency situation with high risk of additional deterioration, characterized by increasing human right violations, destruction of development perspectives (in terms of time, due to the impossibility of long-term investments, and in term of space, due to the increase of the settlements in East Jerusalem and the West Bank), by the deterioration of the conditions for the development of human capacities (education and training), and by threats to the individual and collective identity.

It is in this framework that the approach to emergency should be framed, and the relationship with development defined, on the basis of both the actual context and the alignment with the international principles subscribed by Italian Government: the *Global Humanitarian Donorship* (GHD), the Paris Declaration and the Busan Declaration on fragile states.

2.2 BETWEEN EMERGENCY AND DEVELOPMENT: A REFERENCE FRAMEWORK FOR THE EMERGENCY INTERVENTION IN PALESTINE

Summary - Emergency interventions should be placed within the framework of Disaster Risk Management. Given the conditions of protracted emergency with recurrent crisis, with a circular rather than linear relationship between the phases, it is recommended to view the emergency action in terms of prevention and preparedness, aiming at strengthening the local institutions and civil society organizations, promoting advocacy actions, supporting the resilience of local populations and restoring the economic and productive conditions in a perspective of transition to development.

During the last few years, the problem of how to organize and face the emergency situations was conceptualized through a connection between preparedness, response and recovery (Disaster Risk Management approach), and the connection between the subsequent stages of intervention, “Relief, Rehabilitation and Development” (LRRD).

The concept of LRRD was identified as central in the EU development strategies of the last decade, as documented by a vast series of references in the strategic documents, without having found so far a suitable implementation⁵. The central idea is to link the short term relief to long term intervention, allowing a more effective response to crisis situation, consistently with the *Good Humanitarian Donorship Principles*, which entail that the humanitarian assistance will support the “maintenance and return of sustainable livelihoods and transitions from humanitarian relief to recovery and development activities”.

⁴ OCHA (2014), *Humanitarian Needs Overview 2015*

⁵EU Directorate-General For External Policies Policy Department (2012), *Linking relief, rehabilitation and development: Towards more effective aid*, DG EXPO/B/PolDep/Note/2012_74 July 2012, Policy briefing

In this view, the interventions should aim to increase the resilience of population (EC, 2012⁶), linking emergency to development actions. This approach became widely shared during the last few years (see for example the Busan Declaration of 2011). The FAO (2013) identified the resilience approach as a suitable framework for “combining more effectively short and long term strategies, protecting families from falling into poverty and or hunger”⁷. Development oriented action, such as education and institutional strengthening, are necessary to improve the ability of the population to respond to emergency situations.

Resilience therefore must be considered in a dynamic sense, as an ability of the system not only to bear the shocks, but also to reorganize itself and adapt to new conditions, based on the identification of the main factors affecting it:

- Access to resources
- Human capacities
- Diversified means of subsistence
- Access to basic services

In line with this approach there is also the approach defined by the “Early Recovery Cluster” of 2009 and of the “Gaza Crisis Appeal of 2014” (see “Early Recovery and Reconstruction Plan 2014-2017”).

In brief: the emergency actions have to be conceptualized within a DRM framework, and given the conditions of protracted crisis, with a circular rather than linear relationship between its phases, it is necessary to view the emergency action in terms of prevention and preparedness, in addition to response.

The strategy of the Italian Cooperation (LLGG 2014-2016) has gathered these suggestions, by proposing “to strengthen the links between the humanitarian aid and development actions and to concentrate the action of the Emergency Office of the DGCS on disaster risk reduction, resistance capacity growth and recovery of the populations struck by external shocks (resilience)”, within the framework of the review of “*Hyogo framework for Action*”⁸. The identification of the priority sectors for humanitarian assistance actions will pay attention “to those sectors deemed as crucial for the survival and the improvement of the basic living conditions such as food, safety, access to water, disaster risk reduction, protection of the refugees and of the evacuees, healthcare. In addition, at the same time it will be necessary to pay attention to cross-cutting themes such as female condition and the protection of the most vulnerable groups (minors and people with disabilities)”.

In addition, as to the fragile countries (for instance, in situations of “post-conflict or post-emergency”), it is suggested to “foster institutional strengthening, restoring the social fabric in the rural areas and reconstructing the productive basis of small farmers, with a special emphasis on education and training.

⁶ European Commission (2012) *The EU Approach to Resilience: Learning from Food Security Crises*, Communication from the Commission to the European Parliament and Council

⁷ FAO (2011), *West Bank and Gaza Strip, Plan of Action 2011-2013*

⁸ MoFA/DGCS (2014), *Linee Guida della Cooperazione Italiana 2014-2016 (Guidelines of the Italian Cooperation, 2014-2016)*

PART II - RESULTS OF THE EVALUATION (PROGRAMMES AND PROJECTS)

3 EVALUATION OF THE EMERGENCY PROGRAMMES

3.1 THE EMERGENCY PROGRAMMES OF THE ITALIAN COOPERATION IN PALESTINE

Summary - The emergency programmes are flexible, faster and less concentrated instrument compared to the development programmes. In this perspective the Programmes 9310 and 9555 represented a significant experience, characterized by some good practices: the systematic connection between emergency and development, the multisector approach, the consistency of the horizontal approach, the dialogue with social institutions, the construction of long term partnerships with local organizations, the relationships of coordination, cooperation and continuity established with other projects and actors and the adoption of a differentiated set of tools for projects' selection, review and monitoring.

Questions:

To what extent is the Programme (and projects) design logic and consistent with the expected results?

The evaluation questions are organized on two levels:

- A strategic level: to what extent did the emergency interventions meet the system of principles and strategic orientations contained in the reference documents of the Italian humanitarian assistance?
- At operational level: which problems are detected in the programmes evaluated, and how can the emergency intervention instruments be improved?

In the last 10 years the Italian Cooperation was one of the main donors to Palestine, with a financial commitment of about 220 million Euros, 160 as grant and 60 as aid credit.

Palestine is still one of the 20 priority countries for the 2014-2016 three year period (in the framework of the reduction of the number of the priority countries, such countries were 24 in the 2013-2015 period and will decrease to 20 in the 2014-2016 period).

Since 2010, the year after the military attack of December 2008, 5 emergency programmes were implemented/started (the last one, AID 100387, was approved in 2014 to start its activities at the beginning of 2015), although there is a trend to the reduction of funding.

Table 1 - Emergency Programmes from 2010 to 2014

AID code	Year	Objectives	Sectors	N. of projects	Value in EURO
9310 Gaza Strip	2010	To support Palestinians in the Gaza Strip after the serious deterioration of socio-economic conditions due to the Cast Lead military attack	Agriculture and Food Security Water, Environment, Land and Natural Resources Health Education, Protection of vulnerable groups, women empowerment	13	2.500.000
9555 Gaza Strip East Jerusalem	2011	To support vulnerable groups of Palestinians in the Gaza Strip and East Jerusalem living in precarious socio-economical conditions by strengthening social and economic services	Agriculture and Food Security Water, Environment Land and Natural Resources, Health, Education and vulnerable groups	16	4.500.000
9775 Gaza Strip East Jerusalem West Bank	2012 2013	To re-establish essential health, environmental, social and education services and to promote income-generating activities, with special attention to vulnerable groups	Water, Environment, Land and Natural Resources Management Health Protection of vulnerable groups Women and Environment as crosscutting issues	16	1.200.000
100142 Gaza Strip East Jerusalem West Bank	2013	Strengthen the resilience of Palestinian population living in chronic emergency in the Gaza Strip, East Jerusalem and Area C of the West Bank through the provision of social and basic health services	Water, Environment, Land, Health, Protection of vulnerable groups (children and disable people)	10	1.200.000
100387 Gaza Strip	2015	To contribute alleviating the impact of the humanitarian crisis of the most marginalized Palestinian population. Strengthen the capacity to respond to crises of the most vulnerable groups in the Gaza Strip	Water, Environment, Land, Management of Natural Resources, Climate changes Health, Protection of refugees and displaced people	6	2.000.000

3.2 THE APPROACH TO EMERGENCY WITHIN PROGRAMMES 9310 AND 9555

3.2.1 Strategic Vision and Approach

The approach adopted by Programmes 9310 and 9555 links emergency and a development along different lines: mixing within projects emergency and development activities (e.g.: the support to greenhouses

construction with the cash for work mechanism or the creation of resources centres for women traumatized by the conflict with their participation in income generating activities); identifying sustainability strategies for projects' action; establishing some continuity along successive emergency programmes.

This is in line with the approach proposed by FAO, integrating, in cases classified as "chronic emergency with recurrent crisis", *preparedness* (aiming at reducing vulnerability through the integration of prevention and mitigation measures in policies, programmes and interventions), *response* (to crisis and emergencies) and *transition* (from emergency to development) in a circular rather than linear relationship⁹.

According to UN evaluation, the sectors where the emergency/development link is more evident, especially Agriculture, Education and WASH, were, at the moment of the programmes' implementation "severely underfunded", showing a critical gap in humanitarian response (see *Consolidated Appeal Process - Factsheet 2010*).

Starting with the 9310 Programme, the emergency interventions intervene in two directions: a) reconstruction and restoration of the essential services with a substantial impact on the health of people and of the environment; b) support to the reconstruction of a stable environment in order to promote daily life mechanisms and the psychological and social wellbeing of the Gaza Strip population.

The qualifying elements were identified, in the programmes' documents, as follows:

- Gender issue and women's empowerment: a mainstreaming strategy, including in sectorial actions women and vulnerable groups among the beneficiaries;
- Interventions in favour of minors and the most vulnerable groups;
- Synergy with other actions: ordinary channels of bilateral/Italian Cooperation and UN agencies (UNRWA, FAO, WFP, UNICEF, UNDP, WHO, OCHA);
- Continuity (with Programme 8805 as a response to the crisis of March 2008, complementary to Programme 8941, still being implemented at the time of the study of Programme 9310);
- Adoption "sustainable and participatory solutions in order to favour the mechanisms defined by the Paris Agenda and promote the growth and the development of the Palestinian society", with the identification of exit strategies to favour the continuity of the actions.

As to the identification of priorities, the two programmes adopted a multi-sector approach characterized by the intervention on several factors of resilience: support to livelihoods and economic development, institutional strengthening, healthcare and protection of minors.

In synthesis, the elements characterizing the intervention approach of Programmes 9310 and 9555 are the following:

- Systematic connection between emergency and development (as contiguous and continuous), in line with the orientations of the Italian Cooperation and of the international organisms, based on a multi-sector approach and a combination of short and long term interventions, on differentiated needs;
- Centrality of the cooperation with NGOs established on the territory, in order to take advantage of their capacity of innovation, local need assessment, construction of partnership relationships with local authorities, civil society organisations and the local community;
- Set up of a monitoring and evaluation system which learning and effectiveness objectives.

3.2.2 Mechanisms and Procedures

In terms of procedures, the following tools were adopted:

- The "concept papers" mechanisms;
- The inclusion of an *ex ante* evaluation phase with the involvement of experts, to improve context analysis and strategies;
- The adoption of an evaluation grid with the indication of assessment criteria.

The use of concept papers answering to an open call, followed by an *ex ante* formative evaluation with the support of experts, allowed to take advantage of the elements of innovation capacity and knowledge of the territory and to carry out an in-depth study to improve the analysis of the project context and

⁹FAO (2011), *West Bank and Gaza Strip, Plan of Action 2011-2013*

strategies. The *ex ante* evaluation reports contain an exhaustive analysis of the evaluation and selection criteria and of strategies proposed.

The process was not assessed as sufficiently transparent by part of the stakeholders, especially during the phase of discussion of the preliminary proposals. In addition, the review by the external experts implied an extension of the time required before the actual implementation of the programmes.

3.2.3 Continuity and Discontinuity within the Emergency Programmes Approach

Summary - Some discontinuities are observed between the most recent programmes (10042 and 100387) and the approach adopted by Programmes 9310 and 9555, in favor of a sharper distinction between emergency and development, with the identification of a few rigid priorities and the focus on a few sectors. This brought some advantages, such as the reduction of the time to complete the procedures, the approval of larger project, with a potential reduction of management costs, but also some problems: a decreased capacity to act on resilience as a multidimensional characteristic, the variability of sectors between successive programmes, and therefore less continuity in the actions and in the partnerships, and a role for the NGOs as implementing agencies rather than as antennas to detect priorities, network with the civil society organisations and promote of grassroot innovation.

Four years after the end of the two programmes, it is useful to look at changes and continuities in the approach to emergency adopted by Italian cooperation in Palestine.

Emergency/Development link

The last two programmes show a sharper distinction between emergency and development. This depends in part from the need to intervene immediately after the severe humanitarian crisis resulting from the July/August 2014 military attack, so that a pure emergency action was carried out in September 2014 and a call for proposals (Programme 100387) whose procedures were accelerated to intervene promptly on priority needs. However, even though accelerated, the existing procedures for the selection of the proposals do not allow to carry out pure emergency intervention: the projects started in fact 4 months after the end of the war (January 2015).

Simplification of the Procedures and Approval Timeline

The project approval process was accelerated, in order to respond to the new emergency caused by the July/August 2014 Israeli military attack. However, the time required (except for a small part of the intervention directly managed by the UTL immediately after the military attack) is still too long in order to intervene in situations of pure emergency. In order to intervene effectively even in this phase, it would be necessary to introduce specific tools an immediate response, such as the availability of onsite funds and streamlined procedures.

Rigidity/Flexibility of Calls for Proposals of Emergency Programmes

Instead of the multi-sector approach and the open calls for proposals adopted in the two programmes evaluated, the last two calls defined preliminarily the sectors, reduced their number and defined the lines of intervention within an approach defined as “rigid.” The choice was motivated as a way for a more focused use of scarce financial resources.

This rigid approach can be built on the model of the call for proposals of the European Union and is in line with the principles of investment concentration, priority definition, tools diversification and cooperation with other institutions (see recommendations of the Court of Auditors 2012 and OECD/DAC).

In brief, several changes were registered in more recent programmes, and some positive results: larger projects, bringing about more visible results, a reduction of projects’ management costs, less time required to launch the projects’ implementation.

However, some aspects of this approach can be assessed as problematic:

- The identification of specific priorities (in a sector rather than another) in a context characterized by a global emergency is a questionable operation, and the coordination with the clusters and the other donors is not sufficient to ensure that priorities are selected in a non-questionable manner;

- Besides the sectors, also the interventions are preliminarily identified. For example, during the last Programme (AID 100042), besides the identification of the Protection of vulnerable groups as priority sector, the following “protection mechanisms” were selected: psycho-social services to overcome post-traumatic symptoms (Gaza Strip and East Jerusalem); a mobile reference system for minors victims of violence and abuses (Gaza Strip, C Area and East Jerusalem). This implies issues of transparency (it is a mechanism pre-selecting the responsible NGOs for carrying out the projects) and a lack of consistency with the horizontal-cutting approach;
- Horizontal approach (i.e. the implementation through NGOs): the NGOs become implementing agency, rather than autonomous actors, whose specificity and contribution is appreciated. See in fact the last call (10387) where NGO are described (in line besides with the reference law 80/20059) as “an instrument of greatly streamlined administration and management of the funds pertaining to the cooperation activities accredited over the diplomatic representations.” In fact, the last call required, for the eligibility of the proposals: “compliance with the contents of this document, with the reference to the goals, objectives, sectors, cross-cutting components, the expected results and the activities to identify the beneficiaries.” In this way the main value of the horizontal approach is lost, namely the ability of the NGOs to act as antennas to identify needs, to innovate, and to build long lasting relationships. In addition, this approach can stimulate opportunistic behaviours, leading to frame the action of the NGOs not so much within the specific sectors of experience, but rather within the framework provided by the calls.
- The priorities defined by the calls were justified above all in terms of coordination, without clarifying which spaces are given to the definition of a strategic vision. By doing so, the coordination with the clusters and other organizations becomes, instead of an important and necessary instrument (to share perspectives, avoid overlapping intervention and enhance synergies), almost the unique reference point, without a clear definition of a specific line of priorities for the Italian cooperation. The problem of a lack of a precise strategy on the other hand was already remarked in the 2014 OECD/DAC peer review, where it was also connected to the preference for multilateral channels;
- Emergency/development link: the concentration on few sectors, changing from a call to another, does not allow establishing continuity with development intervention. On this issue, the OECD 2014 peer review recommends Italian cooperation “to adopt more modern procedures for its complex emergency instruments, starting from the multiannual payments which would increase the predictability and therefore the ability of the partners to plan and adapt to changing contexts characterized by protracted crisis”;
- The resilience approach: the choice of few sectors, the closest possible to the traditional pure emergency priorities (healthcare and psychosocial support) does not allow to intervene on multiple factors of resilience, and, more particularly, it shows a tendency to disinvest on actions aiming at the restoration of livelihood, a factor is defined as a priority in the approaches based on resilience and was identified as a priority also in the interviews to partners and beneficiaries during the field mission;

A progressive reduction of the financial allocation to emergency programs was also registered, resulting in the reduction of funding to each of the programmes, in the reduction of the personnel allocated, as well as in the management of the programmes through staff in temporary mission: this threatens to reduce the capacity of elaborating a strategic vision able to cope with the expansion and radicalization of the emergency situation in Palestine.

Table 2 - Outlines of Programmes 9310 and 9555

Criteria	Programmes 9310 e 9555	Current Programmes
Strategy <i>Which is the strategy adopted and how it is defined?</i>	Integrated approach, responding to essential needs and socio-economic development actions. Defined in strategic documents	Clear distinction between Emergency and Development. Strategic choices not clearly motivated (insufficient definition in the Programmes, not identified in available documentation)
Sectors <i>Which sectors and how are they are identified?</i>	Action on large number of sectors, continuity over consecutive calls for proposal	Few sectors, priorities changing through consecutive calls
Coordination with other actors	High level of coordination with other actors and donors	High level of coordination with other actors and donors
Relationship between	Resilience as a central piece of the	Interventions act on few factors,

Emergency and Development <i>How is the link between Emergency and Development established?</i>	approach, interventions aiming at strengthening resilience factors toward development	and are framed in a traditional vision of emergency as coping with events
Relationships with NGOs	Valuing the capacity of the NGOs to identify needs, build partnerships with civil society organizations at local level, and to innovate	NGOs as implementing agencies
Partnership continuity	Actively pursued thanks to the continuity between a call for proposal to the following	Not possible to pursue (due to changing of sectors between consecutive Programmes)
<i>Advocacy</i>	Included in the Programme 9555, but not implemented	Not foreseen
Procedures	Complex procedures implemented in several steps with long and uncertain time schedule	Smooth and fast procedure with clear defined steps

3.2.4 Operational Environment

The operational environment is characterized by several difficulties, determined by the Israeli occupation of Palestinian Territories, the blockade imposed on Gaza, and in general from the constraints established by the Israeli government to the action of organizations and individuals in Palestine.

The set of explicit and implicit restrictions (some of them are in fact not explicitly stated by applied in practice) determine the following consequences:

- Blockade to the import and export of materials;
- Limitations to land use (for instance, types of crops);
- Limitations to the use of construction materials;
- Obstacles to the movement of Palestinian population, local operator and expatriate staff.

Concerning the obstacles to the introduction of materials, delays and problems were already reported in the Programme 9555' Operational General Plan and still apply (the reconstruction in the Gaza Strip, notwithstanding the financial commitment of the International Community after the "Protective Edge" military attack, did not start yet).

Concerning the projects, delays were reported in the implementation of activities due, in the case of Gaza, to closure of the commercial and non-commercial crossings, causing difficulties in the purchase of goods and basic commodities such as healthcare supplies, foods, medicines, construction material, equipment etc. As to the East Jerusalem area, Israeli authorities' frequent searches in the areas of intervention were reported, leading in some cases to move the activities from original locations to other considered as safer (this was the case of some educational activities).

Concerning the conditions for the activities of the humanitarian aid operators, it has to be noted that the NGOs are obliged to register in Israel in order to operate in the Territories and to coordinate with the Israeli authorities their staff access to the Gaza Strip.

Among the difficulties for the action of the expatriate staff, the following can be listed:

- The visa to NGO's staff was on several occasions denied without motivation (it was therefore impossible for the NGOs to check whether such a denial was motivated by inappropriate staff behaviours);
- The entry in Gaza was allowed after a long waiting time (sometimes more than two months) and even in this case without motivating the delay;
- The controls at the exit from Israel of the staff involved in activities linked to humanitarian actions in the Gaza Strip are especially heavy, sometimes including temporarily confiscation of personal properties and work equipment (e.g. personal computers).

The problems produced by this type of difficulty range from delays in starting and implementing the projects/programmes, and, more in general, the tasks of the expatriate staff, to financial damages (as in the case of denial of entry visa to staff), to the impossibility of implementing some actions (as for short

missions by experts), producing a climate of uncertainty as to the timeframe and the capacity of implementing the programmes.

The last call (AID 100387) introduced among the eligibility criteria the NGO's registration in Israel, establishing that, to be eligible, NGOs have "to be able to operate on the territory according to local regulations, i.e. provided that they are regularly registered with the Israeli and Palestinian Authorities."

This transformation of an external constraint in an internal rule is questionable, and represents an example of internationalization of the limits imposed by an external authority regardless of their legitimacy.

The confiscation of the laptop to one of the two Italian experts' part of the Evaluation Team (the laptop was returned six days later) was timely communicated to the Italian MoFA. It is worth noting that the two Italian experts showed, at the security check, an UTL/Consulate's introduction letter demonstrating that the mission had been entrusted to the experts by the MoFA's assignment and requesting the authorities to facilitate it.

The action of the Italian Cooperation, as of other donors, is therefore restricted within the limits established by the Israeli government.

The problem was denounced by several organizations. The OCHA 2015 *Humanitarian Needs Assessment* reports the special relevance of this problem within the framework of the emergency created by the military attack in Gaza and in general of the emergency existing in Palestine.

In addition to precise, even though questionable, limits, it is necessary to consider the non-identified limits and unmotivated restrictions, as well as the fear of retaliation by the Israeli's authorities if these arbitrary behaviours are openly denounced (such behaviours are with full rights defined as arbitrary, since actions are based on unclear criteria and decisions are taken on non-communicated basis).

For these reasons, this report does not present specific cases, in respect of the principle of confidentiality. However, it is worth pointing out that this situation was already reported in the projects and programmes documentation, whereas many other cases were identified during the field mission.

In addition to the problems deriving from external limits (rules imposed by the Israeli authorities, destructive and obstructing interventions, obstacles to mobility based on unstated reasons), limiting effects derive also from the lack of strategies to deal with them. In fact, without a clear identification of problems and of a strategy to ensure that the humanitarian actions can take place in line with the humanitarian and international legality principles, the options for action are restricted to a "no interference area", so that even the identification of sectors and types of intervention are limited to those preventing clashes with the strategic choices of the Israeli government.

One of the effects of the constraints posed by the operational environment, in addition to the practical problems pointed out, is decreasing the ability of the Italian Cooperation interventions to comply with the international principles (namely those selected by the Italian Cooperation itself as reference framework for its action), in a situation characterised by behaviours in contrast with the international principles: according to the Geneva Convention IV, in fact, in addition to the (unfulfilled) obligation of meeting the essential needs of the population, the Occupying Power "shall agree to relief schemes on behalf of the said population, and shall facilitate them by all the means at its disposal." (Article 59 and 61, Geneva Convention IV).

3.3 RECOMMENDATIONS

3.3.1 General recommendations

For MoFA/DGGS

- Allocate adequate financial resources for the emergency programmes, in order to enhance flexibility and a intervention capacity;
- Allocate sufficient human resources to the programmes, first of all for the management of the programme through resident experts.

For UTL

- Improve the potential for strategic reflection by defining motivated, consistent and transparent options and choices.

3.3.2 Emergency Programmes approach

- Adopt a not reductive approach to emergency in Palestine, appropriate to the uniqueness of the context, where the population's living conditions are continually and seriously deteriorating (due to blockade and military raids in Gaza, expropriations and violations of human rights in Jerusalem and in the West Bank, erosion of the conditions for livelihoods and economic development sustainability, threats to Palestinian identity and culture);
- Ensure the emergency/development link, in line with the international principles (GHD, Busan, New Deal, EU), the approaches promoted by other agencies (FAO, ECHO), guidelines for emergency actions of the Italian Cooperation and priorities expressed by local partners and beneficiaries;
- Continue the multidimensional approach adopted by Programmes 9310 and 9555, supporting the restoration of livelihoods conditions and in line with the priority sectors defined by the Italian Cooperation Strategy (economic development sector);
- Assure consistency of emergency interventions with the human rights approach, in line with Italy's membership of the United Nations Human Rights Council, the UN Human Rights conventions and the MoFA/DGCS' emergency guidelines;
- Strengthen the local civil actors, intervening in the prevention and preparedness phases of the "Disaster Risk Management" approach, and strengthening the institutional, human and technical skills and the predictability of aid;
- Identify advocacy opportunities at different levels: through mainstreaming advocacy action within the emergency programmes, through activities of information and communication, and re-introducing advocacy among the activities eligible by the programmes;
- Improve the consistency of the horizontal (NGOs) approach of the Italian System, based on the NGOs specificities, in line with the OECD/DAC 2014 recommendations (continuity, flexibility, coordination).

3.3.3 Mechanisms and Procedures

For MoFA/DGCS

- Continue to simplify the procedures, distinguishing between two types of intervention (interventions aiming at addressing pure emergency situations/interventions linking emergency to development and strengthening the capacity to respond to crisis in long term chronic emergency situations);
- Identify specific tool for immediate response to acute emergencies: availability of local funds, simplified procedures;
- Selection of the indicators: plan for a post-selection phase for indicators' review, in order to ensure homogeneity and appropriateness to information needs of UTL's and MoFA's monitoring system;
- Intervene on transparency: strategic documents clarifying the general choices, open calls, and more precise selection grids.

3.3.4 Operational Environment

For MoFa /DGCS - UTL

- Invite the Italian Consulate in Jerusalem to provide detailed information on the environmental constraints to the operation of the Italian Cooperation in the Palestine Territories and on the measures taken to overcome them and to ensure the timely execution of the interventions within the framework of the Italian Cooperation's action plans;
- Invite the Italian Consulate in Jerusalem to provide greater support to the expatriate staff (NGO and mission expert) in reaching the location of the intervention. The same action is recommended for the introduction of goods and equipment required for the programmes' implementation;
- Provide sufficient and updated information on the MoFA's website on the problems for the implementation of the emergency interventions due to the constraints imposed by the Israeli Government.

3.3.5 Sustainability

For MoFA/DGCS

- Ensure continuity to actions, both through longer duration programmes and through longer-term strategies for emergency programmes;

For UTL

- Maintain the partnership based approach with well rooted and specialized local actors, in order to guarantee continuity of action, inclusion in a more extensive planning, and long term commitment;

- Include institutional strengthening actions, involving local institutions and prioritizing, in line with GHD, populations' needs over political considerations (such as the radical version of the “no contact policy”).

4 PROJECTS' EVALUATION

4.1 PROJECTS SELECTED FOR IN-DEPTH ANALYSIS

At the beginning of the documents review phase, a group of projects considered was selected for in-depth assessment, as foreseen by the ToR.

The selection criteria and process are described in Annex 1 - Methodological Note.

The final list of selected projects is presented in the following table:

Table 3. List of selected projects

Gaza Strip Projects			
	Sector	NGO	AID n.
Health			
1	Support to vulnerable children (especially children with disabilities) in North Gaza Governorate - Gaza Strip	Terre des Hommes	9555
Water, Environment and Natural Resources			
2	Implementation of a pilot plastic recycling system in Gaza City - Palestinian Autonomous Territories	COOPI	9310
Agriculture and Food Security			
3	Emergency rehabilitation and development of income-generating activities in agriculture, integrating echo-sustainable aquaculture (fish-farming) and agricultural activities	Overseas	9555
4	Support to breeders in the central-southern area of the Gaza Strip	Oxfam It	9555
Education and Protection of vulnerable groups, promotion of women condition, protection of refugees and displaced people, human resources development			
5	Doing Gender: A Gender Resources Centre for the Empowerment of Women in Gaza	COSPE	9310
6	Peace Architecture for Education in Gaza Strip	Vento di Terra	9555
East Jerusalem projects			
	Sector	ONG	AID n.
Education and Protection of vulnerable groups, promotion of women condition, protection of refugees and displaced people, human resources development			
7	Support to psychosocial wellbeing and resilience of children and minors at risk in Bab Hutta and Al Bustan-Silwan neighborhoods (East Jerusalem)	ARCS	9555
8	Promotion of Children Protection in East Jerusalem	Save the Children	9555
9	Improvement of vocational training opportunities for young people in East Jerusalem	COOPI	9555

4.2 CROSS-CUTTING ANALYSIS BY CRITERIA

The projects were analysed on the basis of the main evaluation criteria and on some additional aspects required by the ToR, to take into account some aspects considered as meaningful in 9310 and 9555 Programmes' approach .

A cross-cutting evaluation of the 9 projects is presented below, followed by a more detailed assessment for each one of them.

4.2.1 Short Term Effectiveness

Question:

To what extent had the target categories (households, farmers, women, children, etc.) access to the outputs (products and services) produced by the programme compared to what expected?

Summary - The short-term effectiveness can be considered as high: the outputs were delivered as planned; the targeted number of beneficiaries was reached, and in some cases even exceeded, with some exceptions.

The level of short term effectiveness is high. Except for some cases, linked to delays in carrying out the activities and or to specific circumstances, adequately documented in the final reports, all the projects' activities were carried out and 100% of outputs was delivered: *ex novo* construction of facilities (children's centre), rehabilitation (women's support centre, green houses and fish farming ponds), equipment supplies (tailor's workshops, digital graphics lab, beauticians' lab and equipment for people with disability) and productive factors (animals feedstuff distribution, vaccines and drugs for breeders); technical training for farmers and social workers, socialization and awareness raising events and campaigns.

The beneficiaries' access to the facilities and services is overall good and in some cases the number of beneficiaries was larger than expected, like in the case of Oxfam It 9555, with a number of breeding reached slightly higher than planned and of the Terre des Hommes 9555 project, which reached a larger number of children with serious disabilities with the CBR (Community Base Rehabilitation) approach.

In other cases the number of beneficiaries was lower than expected, as in the following cases:

- The COOPI 9310 project did not involve the planned number of second hand dealers in the plastic recycling system, due to the difficulties linked to some aspects of this activity, practiced only in absence of alternatives (due to uncertain income and low social acceptance). The project however, through the reorganization of the financial resources, reached a second group of beneficiaries (schools and families) for unplanned awareness raising activities;
- For the Overseas 9555 project, delays were registered in the completion of some productive activities (aquaculture). The activity was however continued with the 9775 project and some information about the medium term adoption of the technique can be found in the documentation of this second project;
- The COSPE 9310 project experienced some delays in the opening of the centre due to logistics problems (establishment of the centre's headquarters). The number of accesses to the help desk increased however in the years after the end of the project;
- The construction of the children's centre (Vento di Terra 9555) found some difficulties in importing and/or procuring materials (such as wood and batteries for solar panels) in Palestine, resulting in a delay in the construction work. The beneficiaries' access was therefore lower than expected by the end of the project, but increased the following year.

4.2.2 Impact Pathway: Medium Term Results

Questions

Which changes (specific for each project) were expected and which were identified in the beneficiaries' behaviour (outcomes)?

Summary - The medium term effectiveness (at outcome level) was generally good, high for some projects and some activities and less significant for others. In some cases, the lacking result was mainly due to delays, later, after the end of the project, recovered. In other cases, the system of indicators was not adequate to track the process due to insufficient definition of expected results' and uncomplete data collection.

Table 4 - Outcome Indicators

Indicator	Foreseen	Actual	Comment
Terre des Hommes 9555			
Children affected by chronic diseases and disabilities treated or assisted by specialists.	80% decrease of children anemic rate. 60% of disabled children shows 2 improvements	43.3% decrease of children anemic rate. 87.5% of disabled children shows 2 improvements, 72% more than 2 improvements.	The level of achievement is lower than expected due to family's lack of compliance with medical prescriptions in the administration of drugs.
Families of disabled children and/or affected by	60% of the families receives	60% of the families receives home care	After the end of the project, home care assistance system

chronical disease children receive home care assistance.	home care assistance.	assistance.	was reduced due to the high cost of system maintenance.
COOPI 9310			
Increase recycled solid waste in the Municipality of Gaza.	Not quantified	172.6 tons of plastic material recycled by the project	Financial losses: 10,000-14,000 Euro/year
Overseas 9555			
Level of adoption of fish farming techniques	Not quantified	47% of farmers continue fish farming	Data from the following project (Programme 9775)
Increased consumption of fish products in the targeted families	Not quantified	Not measured due to delay in the activity execution	No data availability after the project. The activity was abandoned after the project.
Improvement of agricultural income due to green house products	Not identified	Not measured due to delay in the activity execution	Information gathered from final report appoint towards an increase of income.
Oxfam 9555			
Increased profit from breeding activities	450 euro/beneficiary	381.36 euro/beneficiary	This is the income increase due to reduced mortality level, not considering the cost reduction (321.25) due to project inputs provision.
Reduction of mortality rate of cattle	10%	29,3%	
COSPE 9310			
Use of Gender Resource Centre services	700 women use services	173 women use services	Delay in the start of the centre. 238 women recorded in 2014
Women access to income generating activities	80 women employed	20 women employed in 2 tailor's workshops	Reduction due to budget modification for equipment purchase
Increased women political involvement actions	Neither identified nor quantified	2 out of 21 trained women were elected in the municipality concil of Al Maghazi	From novembre 2014: 16 women are members of local community committees in Al Maghazi.
Vento di Terra 9555			
Women and children access to the Centre "la Terra dei bambini"	120 children and 20 women	60 children and 20 women	Delay in the start of the Centre. Between 2012 and 2013: 120 children enrolled.
ARCS 9555			
Diversified offer of socialization activities in Silwan and Bab Hutta	2 new methodologies adopted by 80% of staff	2 new methodologies adopted by 75% of staff	5% of staff did not completed training
Safe places availability for minors living in disadvantaged areas	5 kindergarten equipped in the 2 neighborhoods	5 kindergarten equipped	Presence of external threats: Israeli police raids and houses' demolition orders
Save the Children 9555			
Improved children awareness on the risk of abuse, violence and abandonment	60% of childrens able to detect risks	76% of childrens able to detect risks.	Data provided by evaluation report prepared by child protection expert
Improved understanding in arget communities of child protection issues	60% of parents able to recognize related problems	Not measured	A code of conduct for child protection was prepared by communities
COOPI 9555			
Increased vocational training opportunities for boys and women	Not quantified	30 boys 16 women	Training corse are continuing after the end of the project

As seen in the previous table, the pathway of change, from outputs to outcomes and impacts, was very different according to activity and project types:

- The educational and social projects were able to reach the planned medium term results during the project implementation or later;
- The plastic recycling project (COOPI 9310) managed to reach the short term objectives (amount of plastic collected), but not to ensure the continuity of the system;
- The OXFAM 9555 project managed to complete the cycle of results during the project's implementation;
- The Overseas 9555 project managed to start the transformation process, although without reaching the results in the expected time. The process continued and its results were registered during the following emergency project (Programme 9775) as to the fish farming activities. For the green house activities, no indicator was identified. The income increase can be considered as achieved, on the basis of the indications included in the report, even though the data were not provided in the final report.

In principle, however, all the projects started the planned processes of change, consistently with an integrated emergency/development approach (aiming therefore at results beyond the mere immediate assistance). The long term results are analysed in Par. 4.2.3 on sustainability, being this an *ex post* evaluation.

4.2.3 Long Term Effects (Impact) and Sustainability in the context of the Emergency Programmes

Questions

Which main changes (specific for each project) were expected and could be identified in the beneficiaries' behaviours at long-term level (impact)?

To what extent the benefits obtained thanks to the Programme continued after its conclusion?

Which measures were and could be adopted to strengthen the capacities of the beneficiaries to get out of the condition of acute and persistent vulnerability?

Summary - The programmes pursued a consistent strategy of sustainability, by intervening on the main sustainability factors: technical, institutional and economic.

The longterm results are mixed: especially problematic was the sustainability of these interventions requiring stability and predictability of conditions (such as economic projects) or the start of processes of change (adoption of new techniques in the agricultural sector). In some cases, even for activities that can be considered as sustainable, the long term results could not be detected due to the destructive effects of the July/August 2014 Israeli military attack (it is the case of the green house farming).

As to the projects in the educational and social sectors, their continuity is obviously relying on new funding: sustainability in this case must be intended as the continuity of commitment by institutions and organizations, and can be assessed as very high. The external threats (military attacks and raids, police operation, demolitions, attempted expulsions) are still extremely high.

The concept of sustainability must be adapted to the local conditions (characterized by very strong external constraints) and to the characteristics of the interventions (short duration).

Some difficulties are to be noted, concerning the identification of the projects' long-term effects:

- Continuity of effects. In the Gaza Strip, the limits to the continuity of actions due to the volatility of the economic environment, for the activities whose continuity after the end of the project is based on economic sustainability, were worsened by the effects of two Israeli military interventions, the first in 2012 and the second in July/August 2014.
- Data availability (baseline and current data). The data availability depends on the capacity of the implementing NGOs and the partners to provide reliable data and, in the case of Gaza, on the difficulties following the July/August 2014 military attack.

Sustainability Strategies of the Programmes

The two programmes aimed at proposing sustainable solutions, based on the following factors:

Table 5 - Types of sustainability strategies

Technical sustainability	Institutional sustainability	Financial sustainability	Exit strategy
Continuity of partners operation in the sector of actions	Institutional strengthening	Adoption of endogenous mechanisms of financial sustainability	Long-term partnership
Relevance and appropriateness of activities and technologies	Capacity building	Use of techniques with low operating and maintenance costs	Networking with different actors
Training of partners, operators, and beneficiaries	Partners' insertion at local level	NGO's access to different donor to maintain actions	Strengthening of beneficiaries' ownership (through beneficiaries' selection and needs assessment)

At project level, sustainability was pursued through a wide variety of strategies:

- Human resources training at different levels: local partners' staff, technical and social workers, beneficiaries, families and volunteers operating in the organizations' networks;
- Consolidated establishment and technical capacities of the local partner;
- Networking with other local and international actors;
- Specialization of the implementing NGOs, whose interventions were strengthened through access to other donors for activities continuing the projects carried out within Programmes 9310 and 9555;
- Institutional dialogue: it is the case of Vento di Terra 9555 project with the municipality of Umm Al Nasser, and of COOPI 9310 project with Municipality of Gaza, where the institutions were the main counterparts of the project, but also of other projects that weaved collaborative relationship with local institutions;
- Technical choices appropriate to local conditions, able to contribute to the diversification of productive activities and of the income of families of breeders and farmers, and in general of rural families;
- Use of facilities and equipment not needing the import of spare parts, or not entailing high maintenance costs;
- Mechanisms for financial sustainability through cost recovery (in the case of the COOPI 9310 project for the plastic recycling system);
- Production of information and technical material supporting the continuation and dissemination of the adopted approaches;
- Accurate and participatory beneficiary selection processes, including local partners' training and adequate identification of needs.

Conclusions and Lessons Learnt

Sustainability was the challenge faced with greater determination and commitment by the 9310 and 9555 Programmes: the identification of specific measures was in fact required at proposals phase, the analysis of sustainability factors was carried out with the support of experts during the *ex ante* evaluation, and was further addressed through visits and periodical monitoring reports.

Nonetheless, sustainability was not fully achieved, the first reason being the especially difficult conditions of the context.

Concerning the economic activities started in Gaza, in fact, with the persistence of the blockade imposed by Israel the conditions for the sustainability of the economic activities remain uncertain due to:

- Lack of access to the resources (land and water closed to the Israeli border);
- Unpredictable economic environment (for example the fall of the plastic prices due to the tunnel economy, currently closed, and to the low prices of the products imported from Israel, made the plastic recycling system economically unsustainable);
- Lack of the access to the market (temporary openings by Israeli, if on one hand welcomed by the economic operators, on the other increase unpredictability and therefore risk).

This condition is worsened by the effects of recurrent shocks (Israeli military attack of November 2012 and July/August 2014), producing heavy casualties and loss of personal properties, the destruction of production facilities and infrastructures, including some of those built by the program.

It is therefore not possible to achieve sustainability without addressing the emergency roots, i.e. without the end of the blockade and security from military attacks.

The problem of sustainability is especially relevant for the diffusion of innovation. While in fact the support to traditional agricultural activities is based on the of continuity and resilience of the local population (hence the continuity albeit precarious of the breeding activities, green house farming or family vegetable gardens) the sustainability of the innovative efforts clashes with the specific limits due to Gaza conditions: limited time horizons, uncertain economic environment, poor self-financing capacity, institutional weakness.

As to the social activities (education and protection of minors) implemented both in Gaza and Jerusalem, sustainability refers more to the capacity to ensure continuity in the provision of services started by the projects than to the economic aspects, not relevant for the nature of the projects.

Concerning East Jerusalem, this is *de facto* administered by the Israeli government since it was unilaterally annexed to the State of Israel since 1967. Therefore the legislative framework in force for the protection of the Palestinian children living in East Jerusalem is the national legislative framework implemented within the Israeli territory. This framework though excludes all the children of non-Israeli citizenship (in 2008 more than 4,000, PCBS 2011).

In 1991 Israel ratified the Convention of Human Rights of the Child, establishing in Art. 2 the principle of non-discrimination. On the basis of that principle, the Commission of the Rights of the Child, in 2002, established that the State of Israel must not discriminate Palestinian children living in Palestine. Israeli authorities, however, do not provide suitable services for children's protection and violate their rights by enforcing the laws in a discriminating manner.

Projects implemented in East Jerusalem (for Programme 9555, which, unlike Programme 9310, included this area) mostly (76%) addressed education and protection of vulnerable groups, considered especially threatened in the disadvantaged urban context of East Jerusalem and the Arab Neighbourhood of the Old City (see the formative evaluation report of 2011, page 36)

In this view, the programmes implemented in Jerusalem contributed to ensure continuity in the services for minors at risk and the training of youth with social and working difficulties. Continuity and sustainability were therefore depending on the capacities of the Italian NGOs and of the local partners through new funding.

In Gaza strip, the projects contributed to guarantee the provision of services to minors (educational and healthcare services, rights of children with disabilities) and the support to the women's autonomy (through the Gender Resources Centre, training activities and support to employment). Many activities were continued after the end of the projects, due to their relevance for the needs of the beneficiaries, as it is the case of the "Terra dei bambini" school of Umm Al Nasser, of the Gender Resources Centre, of part of the services for the children affected by anaemia or with disabilities, thanks to the funding of other donors, the commitment of the local institutions (like in case of the Municipality of Umm Al Nasser) and of the partners (in case both of the services for children with disabilities and the services for women), but with a reduced capacity due to the precarious financial conditions. In the case of the "Terra dei bambini" school, the activities continued in a temporary facility, after the school destruction on 17th July 2014 by the Israeli Army.

4.2.4 Efficiency

Question:

To what extent did the programmes ensure the appropriate use of the financial, human, technical and time resources and their transformation in the expected results?

Summary - The efficiency of the projects is high in terms of capacity to transform the available resources in the expected results, the operational costs were reasonable and the control system (implementation monitoring) was adequate.

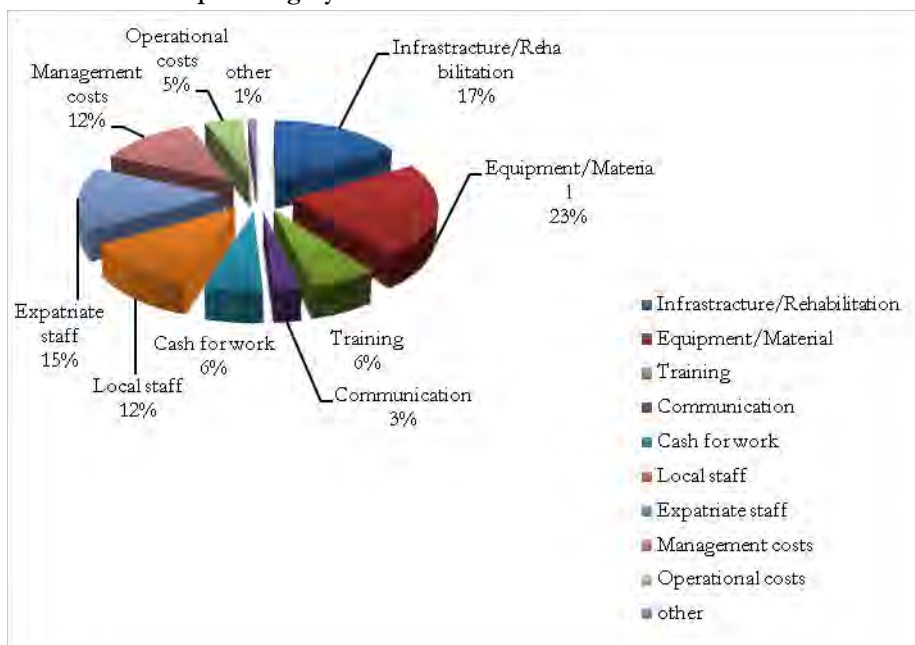
This aspect concerns the capacity of the project to transform the inputs in outputs or outcomes (changes of the beneficiaries' behaviour), in terms of quantity, quality and time.

The compliance with the time schedule was evaluated as well as the system adopted to ensure the appropriate use of financial resources (financial monitoring system) and the achievement of the expected results (technical monitoring system). The appropriateness of the monitoring system used for short, medium and long term data collection was also taken into account.

Table 6 - Use of the resources per programme and per sector

Sector	Programme 9310	Programme 9555
Health	€694,000	€439,230
Water, Environment and Natural Resources management	€878,000	€320,000
Agricoltura e sicurezza alimentare	€1,027,449	€581,000
Education and protection of vulnerable groups, promotion of women role	€1,130,551	€899,770
Costs of management	€270,000	€260,000
Total	€4,000,000	€2,500,000

Chart 1 – Costs per category



Use of Financial Resources

99,8% of the total budget of the 9 projects was spent according to the planned activities and the expected short-term results.

After deducting the costs per activity and the local staff (Chart 1), the other costs (expatriate staff, management, operating costs and others, among which the costs for the bank guarantee) are about 37% on average. This distribution of costs may be considered as reasonable (this aspect had also been analyzed during the selection phase). The differences between the costs of these components among the projects are not meaningful and depend on the different strategies: in some projects having a highly innovative content and exchange of experiences, there was a meaningful participation of expatriate experts (as for the construction of the gender networks in the COSPE project or bioclimatic architecture in the Vento di Terra project), in others local staff was employed to strengthen technical models already adopted in previous projects (as it is the case of the Community Rehabilitation Model of Terre des Hommes).

Table 7 - Categories of beneficiaries

Categories of beneficiaries of 9 projects		
Minors/adolescents	Farmers	Beneficiary population in the environment sector
5.945	1.645	1.012

The financial investment/category of beneficiary ratio is good. For the Education and Protection of vulnerable groups sector (minors and adolescents), about 110 euro have been spent per beneficiary (for a total number of about 6,000 both minors and adolescents involved) to allow access to 20 safe facilities and quality services (pre-school and professional education, social capacity development, healthcare). About 185 euro were spent per farmer for a total number of about 1,650 farmers involved in actions supporting their productive activities and the introduction of environmentally innovative activities. The investment for about 1,000 persons involved in activities linked to environmental protection and sustainable use of resources (COOPI 9310, plastic recycling and Vento di Terra 9555, use of bioclimatic architecture) is about 450 euros/beneficiary.

However, it has to be noted that the small size of the projects definitely implied a higher cost per activity and per beneficiary in comparison to larger projects. In fact, this was one of the reasons leading to the decision of increasing the size of the projects and reduction of their size adopted in the last two emergency programmes. This choice however implies a trade-off with other objectives such as giving continuity to the actions started with the other programmes, ensuring continuity to the presence of NGOs and to the partnerships. This option should be therefore assessed taking into account other aspects besides the unitary cost reductions.

Implementation time schedule

The 9 projects were generally implemented within the planned time schedule, notwithstanding some difficulties in starting or concluding some activities. The reasons for the delays or postponements are in some cases due to changes of the local staff organization (replacement of the local coordinators: Terre des Hommes 9555, COSPE 9555, Vento di Terra 9555) while for all the projects were linked above all to external causes.

For Gaza Strip, in fact, the closure of the commercial and not-commercial crossings led to a delay in the supply of goods and indispensable items such as healthcare supplies, food, medicines, construction materials, equipment etc. To this it must be added the difficulties in receiving the Israeli authorities' authorization (coordinating activities between Israeli and Italian Governments) for the expatriate staff to enter the Gaza Strip, and this in turn affected the compliance with the implementation schedule. Concerning East Jerusalem, on the other hand, there were problems linked to the Israeli authorities' frequent searches in the areas of intervention, that in some cases led to move the activities in safer places, as it was the case of the educational activities implemented by Save the Children and ARCS projects.

4.2.5 Added Value (consistency and coordination with other actors)

Questions

To what extent did the programmes' continuity and cooperation with other national and international interventions or with other actors contribute to improve the effectiveness of the programme itself (and of each project)?

Summary - A strategy based on coordination, cooperation and continuity with other projects and actors was promoted by the programmes, whose priorities were established in coordination with other international organizations and coordination bodies. Projects and NGOs established a network of collaborative relationships and in a stream of consecutive operations that allowed expertise development, action effectiveness and transfer of experiences.

The following parameters were taken into account:

- Coordination (the action is coordinated with actors' strategies);
- Collaboration (the action integrates, strengthens or expands other actions of the same or another stakeholder)
- Continuity (the action continues a previous action and/or is continued by another action).

Coordination

Programmes 9310 and 9555 were built in coordination with International Organisations, humanitarian agencies and coordination bodies (the sector clusters), especially for needs' assessment and strategic choices.

Collaboration

The projects activated several collaborations:

- Sharing methodologies: e.g. Oxfam and Overseas with international bodies (OCHA, FAO) in fish farming and breeders' support programmes; COSPE and ARCS for training in alternative educational methods (in collaboration with Educaid), Save the Children with the Palestinian Ministry of Social Affairs and UNICEF in national programmes for the protection of minors;
- Participation to networks: e.g. COOPI with the vocational training network (TVET *league*); Save the Children with the participation in the Task Force gathering international bodies and local NGOs involved in the protection of minors and education in the emergencies;
- Partnerships between Italian NGOs: for example ARCS and Save the Children for the coordination of the interventions;
- Structural and logistics interventions: for example Terre des Hommes with MPDL for the rehabilitation of disabled people's houses, and COSPE with PMRS and UNRWA for the location of laboratories in the refugee camps of Al Maghazi and Jabalia (Gaza Strip);
- Awareness raising campaigns; for instance COSPE with local associations on gender issues participating in the *General Union of the Palestinian Women*, for the organization of knowledge dissemination of knowledge on women's rights;
- Increase of the number of beneficiaries: for instance Oxfam It with FAO for the distribution of agricultural inputs.

Continuity

The expertise in the field of action was among the criteria adopted for the selection of the project proposals before the launch of the Programmes. In fact, all the implementing NGOs carried out before and after the programmes experiences in the same field of action and with the same partner.

In most cases, the projects have been continued through other actions with the same partner and with different donors, yielding the following results:

- Implementing supplementary activities: for instance COOPI integrated with a EU project, the equipment for training provided with the project in Jerusalem and the facilities for solid waste collection in Gaza, while Vento di Terra, with Programme 9775 and other European Funds, strengthened the services of the children's centre (infirmary and kitchen), while increasing the number of beneficiaries;
- Monitoring of the effects of previous interventions: for instance Terre des Hommes, through 4 MoFA emergency programmes and the 2 interventions funded by ECHO continued monitoring the incidence of an iron deficiency diseases and applying the Community Based Rehabilitation system. Overseas with the project implemented within Programme 9775 improved the production techniques for fish farming and monitored their adoption, and Save the Children transferred to East Jerusalem the experiences gained within the Programmes 8914 and 9310 implemented in Gaza.

In the following emergency programmes:

- Priorities and types of intervention were defined through a systematic coordination with the International Organisations:

- The programmes promoted the implementation of coordinated interventions by NGOs operating within the same sector;
- The continuity of the interventions was entrusted mainly to the support given by other donors, since in the new approach is based on few sectors alternating between subsequent calls.

4.2.6 Inclusion, Participation and Ownership

Question

To what extent did the stakeholders and beneficiaries participate in the Programmes?

Summary - Beneficiaries and priorities were identified through an accurate action including training and replicable techniques, with the systematic involvement of the project partners and building stable and consistent partnerships.

The following elements were analysed:

- Needs' assessment and beneficiaries' identification;
- Partnerships' building;
- Stakeholders' involvement.

The projects, within the limits of their short duration, adopted several mechanisms aiming at promoting beneficiaries' participation: volunteers' recruitment, sharing of methodologies, participative planning instruments, strengthening of community based organizations .

As a whole, solid partnerships were established (transparent circulation of information, sharing of decisions, joint management of the activities), excepting a few cases, where the relationship was established more as a cooperation for implementation than as a full partnership (it is the case of the COOPI 9310 project), and therefore with partial transmission of technical and financial information. Even in this case, nonetheless, a Memorandum of Understanding signed with the partner (Municipality of Gaza) clearly defined objectives, roles and responsibilities and the partnership was consolidated through the implementation of other projects.

The beneficiaries' ownership was based on the selection of techniques and the efforts to answer to their needs and priorities. Also in this case, strategies were mostly appropriate, and most activities were continued by beneficiaries, volunteers and partners. Concerning the problems linked to financial sustainability and to the consolidation of the innovation, a deeper analysis is presented in the paragraphs on sustainability and relevance.

4.3 EVALUATION PER PROJECT

A - PROJECTS IN THE GAZA STRIP

4.3.1 Terre des Hommes 9555 - Support to Vulnerable Children and Particularly Children and People With Disabilities in the North Gaza Governorate of the Gaza Strip

Duration: 8 months (2/05/2011-30/12/2011)

Funding: € 209,854.74

Beneficiaries reached: 1,400 children (631 F and 769 M); 3,374 parents (2,880 F and 494 M); 1,000 families; 16 physiotherapists; 16 social workers; 13 students

The project, implemented in partnership with the local NGO "Palestinian Medical Relief Society", provided basic services to approximately 1,400 children and 1,000 families of disabled children or children suffering from chronic diseases like anemia in the Gaza Strip by applying the Community Based Rehabilitation (CBR) system, an innovative model for the improvement of life conditions of both the patients and the families.

The short term effectiveness is high: all the foreseen activities were implemented and the outputs delivered. The project recruited in the Community Based Rehabilitation system a higher number of disabled children than expected (462 rather than 358) and a higher number of children with severe disabilities received specialist treatments (67 rather than 40).

Concerning disability, the project promoted children autonomy both at school and at home, contributing to improve the well-being of the families, especially of women, more involved in children care. Through the acquisition of treatment techniques for the rehabilitation of children at home and the participation in training and socialization activities, in fact, women gained increased autonomy and free time for other activities.

The achievement of the main outcome was lower than planned: the reduction in the anemia rate was recorded for a lower number of beneficiaries than expected (43.3% rather than 80%). This is due to two main factors: the families' lack of compliance with the medical prescriptions in the administration of drugs and the presence of concomitant diseases in the children, reducing the effect of the drugs. Some improvements were recorded within the families in the adoption of the food habits recommended by the project. The project strengthened the capacity of medical and non-medical healthcare staff and teachers of the "Palestinian Medical Relief Society", presently the main reference centre for the treatment of disabled and chronically-ill persons.

Short-term effectiveness

Main healthcare activities for disabled and anemic children were given continuity by the implementing

Expected results	Achieved results
Result 1 - Disabled children and their families receive appropriate support/rehabilitation at home and/or support to social integration through Community Based Rehabilitation (CBR) services.	R 1: 462 disabled children had access to the services: 45 received technical devices and 234 were examined by a physiotherapist. A total of 3,518 home visits done (an average of 7.61 visits per beneficiary), 5 schools of the North Gaza Governorate and 9 private houses rehabilitated to facilitate use by disabled.
Result 2 - Professional physiotherapists and PMRS operators receive appropriate theoretical and practical professional update training.	R 2: 16 physiotherapists and 16 social workers (partner's staff) and 13 physiotherapists (graduate or undergraduate) educated on patient rehabilitation techniques.
Result 3 - Children of the targeted area and their families receive appropriate support and specific healthcare education.	R 3: 889 children participated in the initial screening; therapies prescribed to 605 anaemic children (iron: 1,123 bottles) and to 753 children (multivitamin and iron: 1,481 bottles). 1,000 families received home visits.
Result 4 - Families improve health and nutrition habits of their children thanks to individual counselling and awareness campaigns.	R 4: The families of children suffering from chronic diseases improved their level of knowledge on the nutritional aspects for the treatment of anaemia (healthier food in child's diet).
Result 5 - Specialist medical therapies are ensured to 40 ill children identified as social cases.	R 5: 67 children with congenital diseases, cancer, cardio-vascular or idiopathic diseases received specialist medical treatment and surgery outside Gaza Strip.

NGO, specialized in the sector, in collaboration with the local partner within the framework of previous and subsequent initiatives (Programmes 8941, 9310 and 9775).

The approach of the Community Based Rehabilitation system proved to be scarcely financially sustainable due to the high cost of the staff required for home care and the supply of services (home care, drugs supply, patients' screening) and was therefore interrupted. For the disabled, a regression of the results achieved was also observed.

Home assistance to the families is crucial to ensure the improvement and/or maintenance of the benefits obtained through the treatments (pharmacological, physiotherapeutic, psychological treatments). During the evaluation mission, several cases were detected where the interruption of the home care produced a regression in the improvement reached by the disabled children during the project. Alternatives, such as taking the children to a healthcare facility for treatment, are not sustainable for the families, especially due to the precarious situation caused by the recent military attack (impracticable roads, financial losses, lack of accessible means of transportation). The difficulties met by the healthcare system in ensuring the services are also worsened by the recurrent Israeli military attacks that cause an increase in the number of disabled and ill people. In this framework, the continuity of the provision of the services is necessarily linked to the support by external donors. The capacities of the services can however be reinforced by

recruiting volunteers (students or trainees) through the network established by the local partner with Universities and other institutions.

The project adopted an effective monitoring system for both the activities and the medium and long-term results. However, the analysis of results contained in the report is not very clear, especially concerning the comparison between expected and achieved results.

4.3.2 COOPI 9310 - Implementation of a Pilot Plastic Recycling System in Gaza City - Palestinian Autonomous Territories

Duration: 10.5 months (14 /02/2010-30/12/2010)

Funding: € 334,000

Beneficiaries: 66 second hand dealers (over 100 expected), 150 families, 40 students

The project, implemented in collaboration with the Municipality of Gaza, set up a system for the collection of plastic materials in Gaza City, with the objective of reducing the amount of waste sent to landfill, collect valuable plastic material and contribute to cost recovery for the waste collection system through the income produced by the sales. Working tools (carts drawn by donkeys) and income opportunities were also offered to second hand dealers. The purchase of two trucks with trailers (partly with the revenues from the sales) contributed to reduce the daily accumulation of waste at the *Al Yarmouk* transfer station and to improve the situation of the obsolete and insufficient vehicle fleet available for the waste management system.

The number of beneficiaries was lower than expected (66 second hand dealers rather than the expected 100) for reasons that have been correctly identified in the final report as associated with the occasional nature, low income and poor social consideration of this type of activities, usually carried out only in absence of alternatives.

During the project, a modification was introduced to involve 150 families and 40 students in awareness-raising and training activities on the sorting of plastic material.

The project implemented most of the planned activities, but could not achieve the main objective of contributing to the sustainability of the waste collection system in the City of Gaza.

The reasons for the discontinuation of the project were accurately analysed in the report on economic sustainability produced at the end of the project, and delivered to the Municipality of Gaza: due to the highly competitive price of plastic material coming from Egypt through the tunnel system (presently no longer operating after the military attack of July/August 2014) or imported by Israel (with unforeseeable times and prices), the factory initially contacted for the project did not meet the commitment to purchase the plastic material, whereas the open sales used in replacement of direct negotiation did not ensure sufficient revenues and the system registered a significant negative income (for a value approximately ranging between € 10,000 and 17,000 per collection shift). The City of Gaza could therefore not ensure the management and continuity of the system as foreseen in the Memorandum of Understanding signed as required by the project.

At present, the waste collection system remains in the same poor conditions identified during the project's planning phase, with an insufficient and obsolete vehicle fleet, and dependent on external support. Plastics are collected by second hand dealers (some of them having worked for the project) and sold individually, with a lower and less regular income per person than what ensured by the project. No possibility are envisaged to ensure the sustainability of the waste collection system.

The monitoring system was accurate, with the systematic recording of production and economic results, and produced an exhaustive final study on economic sustainability.

COOPI built a stable and appreciated partnership with the Municipality of Gaza. A few aspects were however indicated as needing improvement: the communication and information system with the partner and a greater flexibility in management to respond to the recurrent emergencies of the waste collection system (occasional extraordinary collections).

Short-term Effectiveness

Expected results	Achieved results
Result 1 - Implementation and correct management of an efficient plastic recycling system.	RA1.1 Collection of plastics started (with 60 beneficiaries rather than the expected 100)
	RA1.2 Transport system organized with project trucks
	RA1.3 Second hand dealers consigned their collections daily (preset amounts)
	RA1.4 Collections daily transferred to storage site
	RA1.5 Plastics stored between sales (lack of availability by Al Ramlawi factory to receive the expected amounts of plastics)
Result 2 - Improvement of waste collection capacity in Gaza City.	Two trucks with trailers purchased (variant I) (partly with project funds and partly with profits from sales)
Result 3 - Transfer of the recycling system management to Gaza City.	Transfer not done due to financial non-sustainability. Complete documentation about operation of system and economic sustainability delivered.
Activities 4.1 Awareness-raising campaign in schools, universities and families.	Addition with variant II: 5 schools and 3 universities involved in training activities, 150 families involved in door to door plastics collection.

The positive results of the project can be summarized as follows:

- Support provided to small waste collectors during the project, improving the living conditions of a marginal category of people, although in the short-term;
- Equipment delivered to the Municipality, still in use, added to the existing obsolete and insufficient vehicle fleet;
- Technical expertise offered to the Municipality staff;
- Training and awareness-raising activities to families and students on the sorting of plastic material;
- Training and awareness-raising activities to small waste collectors, who still continue, on an individual basis, the activities of plastic collection and delivery to factories;
- Accurate assessment of the material collected, of the problems of the sector and of the economic sustainability of the system in the report delivered to the City at the end of the project.

Perspectives

The waste management system in the Gaza Strip constantly experiences an emergency situation, further worsened over the last few years due to overpopulation, a high production of waste, lack of storage sites, inadequacy of the available equipment (obsolete vehicles and lack of spare parts), with the impossibility to renovate the fleet not only due to financial constraints, but also for the blockade imposed by Israel (such is the case of donation a few years ago whose vehicle could never reach Gaza).

Intervention priorities in the sector are therefore the upgrade of technical vehicles, from the expansion of the fleet of carts for the primary collection to the bigger trucks for transportation and to compactors. It is however still relevant to keep the capacity to intervene by integrating the large scale approach of other donors (as the construction of new landfills by the World Bank) with pilot projects aimed at identifying opportunities for the reduction of waste through separate collection, which may concern, if not plastics (which still continues to be collected and sold by second hand dealers on an individual basis) but other materials, such as organic waste.

4.3.3 Overseas 9555 - Emergency Rehabilitation and Development of Income-generating Activities in the Field of Agriculture Based on Integrated Eco-sustainable Aquaculture (fish-farming) and Agricultural Activities

Duration: 8 months (2/05/2011-30/11/2011)

Funding: € 225,000

Beneficiaries reached: 142 families, 66 of which in the Buffer Zone, 1,485 people (family members, gender not specified), 768 children

The project, implemented in partnership with the Union of Agricultural Working Committees (UAWC), developed income-generating activities integrating fish-farming and agricultural production, with the rehabilitation of greenhouses for horticulture and ponds for fish-farming (*Tilapia*), the supply of production factors (fertilizers, seeds, fries) and training (on fish farming and integrated pest management). Furthermore, it offered income opportunities to disadvantaged families through cash-for-work activities for the rehabilitation of greenhouses and ponds, and small farming activities for the most vulnerable families of the Buffer Zone.

The project implemented all the planned activities and improved the productive capacities of the beneficiaries. A year after the end of the project, fish-farming activities were being maintained by 47% of beneficiaries, according to data collected by the project funded by the emergency programme 9775 and continuing the same activities with some changes (consisting in the alevins' variety and the collaboration with Egyptian specialists).

Short-term effectiveness

Expected results	Achieved results
Result A -45 greenhouses in Khan Yunis and Rafah area rehabilitated and made productive.	45 greenhouses have been rehabilitated for the same number of families, receiving also inputs (organic fertilizers and seeds)
Result B -30 traditional pools for the collection of rainwater rehabilitated/built to set up pilot integrated fish-farming systems (IAA- <i>Integrated Agriculture Aquaculture</i>) in Khan Yunis and Rafah areas	30 pools have been rehabilitated, families were trained on fish-farming and received alevins (1,800 per beneficiary for a total of 55,800 alevins). 20 beneficiaries worked on a "cash for work" basis for the rehabilitation of the ponds
Result C - Protein intake in daily diet of the beneficiary families of the selected areas improved	An awareness-raising course on nutritional balancing was delivered to 14 women (50% of beneficiaries), but the result was not achieved.
Result D - Approx. 70 farmers trained on integrated agricultural techniques (IPM - <i>Integrated Pest Management</i> and IAA - <i>Integrated Agriculture Aquaculture</i>)	70 farmers have been trained.
Result E - Approx. 1,100 working days (on a cash for work basis) created for disadvantaged women and men	860 working days used for 39 workers in rehabilitation and distribution activities
Result F - Self-subsistence capacity supported for 60 families of the Risk and Buffer Zones in the eastern areas of Khan Yunis and Rafah	60 families received animals and feedstuffs (44 pregnant sheep and 10.8 tons of feedstuff per sheep; 1,584 poultry and 176 cocks with 12.7 tons of poultry feed).
Result G - Capacity of the Khan Yunis Local Committee strengthened on identification and support to families living in the Risk Zone/Buffer Zone built.	The Local Committees received support and training on how to select beneficiaries and map the Buffer Zone areas.

Among the success factors at short-term level, it can be registered that the action at grassroot level of UAWC Local Committees allowed for an effective identification of beneficiaries, through a training process for their volunteers and an accurate collection of information.

The integration between agricultural and aquaculture activities was however not sustainable in the long term. At the time of the evaluation mission, the beneficiaries restarted production activities in the greenhouse after the interruption caused by the last Israeli military attack, which damaged structures, destroyed the summer harvest, delayed the beginning of the autumn harvest and caused economic losses and indebtedment of farmers.

Due to the current situation at local level, it was not possible to define long-term effects on the farmers' income (which is the specific indicator for the project's objective); however, it was possible to verify that the materials supplied by the project (steel, insect screens, seedlings) provided significant benefits to the farmers, consisting in establishing the conditions for greenhouse production.

The aquaculture activities, the most innovative intervention of the project, introduced with the purpose of diversifying sources of income, reusing water for irrigation, improving the diet of households, were abandoned because they have complex technical (filtration, protection, feeding methods) and financial requirements (the materials need to be periodically renewed) that are not acceptable in the presence of a

high risk of destruction, and require high level of motivation and technical skills. In addition to that, this activity, for its innovative content, would require longer trial times, continuity of technical support and access to market. The situation of instability in the Gaza Strip has prevented continuing the activities, and the military attacks made impossible the activities even in the remaining ponds (as continuity in pond management should have been ensured throughout the 51 days of war).

Continuity in the use of sustainable use of fertilizers and pesticides (Integrated Pest Management) proposed by the project through training activities presents a similar problem: to obtain change in beneficiaries' behavior, a longer period, more systematic systems of technical support and a better access to market would be needed. For all innovative activities, safer future perspectives should also be ensured both to justify higher investments and to promote the development of learning processes and behavioural changes.

Some problems were detected in the gender approach: even though the project considered its strategy as mainly addressed to women, their participation was actually quite limited (it mainly consisted in the participation of 14 women in nutritional trainings) and, in any case, neither accurately monitored (no disaggregated data available) nor analysed. The monitoring system was also affected by other problems, such as the lack of definition of specific targets, inappropriate indicators for the different levels and lack of updated data (this latter issue was also due to a delay in the completion of production cycles both in greenhouse and fish-farming productions).

4.3.4 Oxfam IT 9555 - Support to Breeders in the Central-Southern Area of the Gaza Strip

Duration: 8 months (2 /05/2011-30/11/2011)

Funding: € 225,000

Beneficiaries reached: 104 women, 298 men, 402 small ruminants breeding farms

The project, implemented in partnership with the Union of Agricultural Working Committees (UAWC), improved the income of 402 households by increasing the production and reproduction capacities of breeding farms located in 5 communities of the Gaza Strip. The interventions included the supply of feedstuffs, the use of treated water for the production of animal feedstuff, technical and veterinary support for the improvement of the animals' health (vaccination campaigns and distribution of drugs) and their reproduction capacity (treatment with sponges and hormones, training), and support to the marketing of dairy products.

The project implemented all the planned activities and managed to achieve the main expected results: reduction in animal mortality and consequent increase in breeders' income.

However, the wastewater treatment system for irrigation was not continued after the completion of the project due to high land use requirement for the system.

Short-term Effectiveness

Expected results	Achieved results
Result 1a - Increased availability of feedstuffs and alternative feeds for the nutrition of animals	191 tons of feedstuff distributed to 407 breeders in the 5 beneficiary communities, 6 water treatment systems for the reuse of water to produce fodder on 10 dunums (1 dunum=1.000 m ²)
Result 1b - Technical and management skills of breeders strengthened	571 technical visits were conducted to 385 breeders
Result 2 - Hygiene conditions of breeding farms improved	409 veterinary kits (vaccines, antibiotics, vermicides, vitamins were distributed or administered) and a vaccination campaign against enterotoxins was conducted on 8,862 small ruminants
Result 3 - Reproduction level in breeding farms increased	357 breeders were trained on the use of sponges and hormones and 3,118 animals were treated
Result 4 - Production and marketing capacities for dairy products improved	62 breeders (37 women) received training and small equipment

Success factors at short-term level can be identified in the availability of training and technical and veterinary support, the adequacy of the proposed techniques, and the coordination with other actors, including FAO, allowing reaching a higher number of beneficiaries.

The monitoring system was excellent, with the identification of appropriate indicators for each level, a clear indication of expected and achieved levels per indicator, and the availability of data at all levels, including the income increase.

However, the animal production system in the Gaza Strip is negatively affected by structural limits associated with the lack of pasture areas and veterinary care and the poor structural conditions of the breeding farms.

The activities started by the project were pursued in subsequent years though to the intervention of other donors (FAO, Belgian cooperation organizations) with similar actions, but the conditions of breeders remained challenging and face the same constraints identified before the project's implementation.

The economic sustainability of the breeding farms is in fact made precarious by the specific challenges of the local context: breeders depend on external support to feed their animals due to the lack in the Gaza Strip of adequate space for animal nutrition, both as grazing land and cropland. The innovative solutions proposed to achieve sustainability in the production of feedstuffs, such as the wastewater recovery and treatment system for irrigation, proved to be not sustainable due to difficulties associated with the abundance of space required by the system, as well as for the need of longer and more complex processes to obtain behavioural changes and the introduction and establishment of innovations. In addition, huge damages were caused to the breeding farms (structures and animals, as well as to the possibility to ensure feeding) by the 2014 Israeli military attack. No long-term results could therefore be identified during the mission.

4.3.5 COSPE 9310 - Doing Gender: A Gender Resources Centre for the Empowerment of Women in Gaza

Duration: 10 months (10/03/2010-31/12/2010)

Funding: € 186.100

Beneficiaries reached: 872 women; 46 organizations and associations

The project, in collaboration with the partner Palestinian Women Working Society (PWWSD), developed a Gender Resources Centre in Gaza City, offering counselling and psychological support, legal advice, medical and help desk services to approximately 800 women in the Gaza Strip. Furthermore, the project facilitated political and economic empowerment processes by launching income-generating activities and providing training on political participation.

The project implemented all the activities and reached the expected results. Communication activities in Italy were funded by the Emilia Romagna Region and carried out through a project extension-period. Due to a delay in opening the centre, the number of women beneficiaries of the help desk services was lower than planned (173 rather than 700). The number of women beneficiaries of training for income-generating activities (tailor's workshops), was also below what planned (20 women rather than 80) because the project used part of the financial resources meant for the participation of the beneficiaries in training activities (transport) to improve the workshops' equipment with the purchase of a higher number of machines.

Short-term Effectiveness

Expected results	Achieved results
Result 1 - A Gender Resources Centre for empowerment of women in Gaza activated.	R 1: A Gender Resources Centre (reception, counselling and help desk, meeting and training room) was set up, operating 4 hours per day/5 days a week. 146 healthcare's, legal and psychological support sessions were held for 173 women through a network of 11 local organizations.
Result 2 - Woman empowerment and gender equality mainstreaming actions implemented	R 2: 305 people from the general public and 58 women and 11 men including lawyers, activists, journalists and researchers were reached by awareness-raising campaign and information and promotion activities regarding gender equality and women rights. 42 women were trained for professional dressmaking activities (21) and participation in political life (21)
Result 3 - Increased awareness on women conditions and rights in Gaza and West Bank	R 3: Information services were delivered to the Gaza and West Bank population through radio,

	web, and press
Result 4 - Italian public opinion informed on the Israeli-Palestinian conflict and the condition of women in the West Bank and Gaza Strip	R 4: 3 awareness-raising events on the condition of the Gaza Strip population implemented in Italy, “Lost and Found” video developed on the condition of the population in the Gaza Strip through the experience of 4 emergency projects

The financial sustainability of the workshops set up in the two refugee camps in the Gaza Strip (Al Maghazi and Jabalia) proved to be still insufficient and currently one of the two workshops is closed (Al Maghazi), while the Jabalia workshop is still operating with 10 women and 5 university trainees. The benefits for 21 women deriving from income-generating activities were the access to income, the reinforcement of women’s role within the family (in many cases, the woman is the only source of income), the access to socialization opportunities and an increased freedom of movement. The project expanded (from 11 to 18) the network of organizations and added new sectors of action (education and culture) to those already carried out by the centre (legal advice, medical and employment support). The network of organizations and the opening of 15 help desks in all the areas of the Gaza Strip allowed access to the services for women living in remote areas. The Community-Based Organization Committees (CBO) contributed also in the dissemination of the activities of the centre and in mapping of the women’s needs. During the project, some women having benefited from the services provided by the centre became themselves promoters through the CBOs (numerical data on the number of beneficiary women are not accessible due to lack of monitoring system).

Concerning political empowerment, the project promoted the participation of women in political life and decision-making: 16 women resident in the municipality of Al Maghazi were elected in neighbourhood committees.

The project combined emergency activities (creation of a network of counselling centres for women with conflict-related traumas or abused or whose rights to freedom and autonomy have been restricted) and development activities (access to income-generating and political activities).

The strategy adopted is in line with the Italian Cooperation strategy on gender issues (Tawasol centres for counselling, economic empowerment of women and prevention of violence on women in the West Bank).

Perspectives

Since the end of the project, the management of the centre is carried out by the local partner Palestinian Women Working Society (PWWS), one of the most active organizations in Palestine (Gaza Strip and West Bank) for the defence of women’s rights and the promotion of their empowerment. However, due to lack of financial resources, administrative and monitoring systems are only partially established.

The financial sustainability of the workshops is based on the income deriving from the marketing of products. However, economic results are insufficient since the production is not very marketable, due to high competition on local market and lack of access to export market due to the Israeli blockade.

4.3.6 Vento di Terra 9555 - Peace Architecture for Education in Gaza Strip

Duration: 8 months 02/05/2011 - 31/12/2011

Funding: € 270,000

Beneficiaries reached: 60 children (3-6 years); 11 educators; 1 social worker; 10 workers; 20 women from the community; 850 inhabitants of the Municipality of Umm al Nasser

The project, implemented in partnership with the Municipality of Umm al Nasser, contributed to promote the right of children to basic education and the empowerment of the women of Umm al Nasser, a Bedouin municipality in the Gaza Strip, with the creation of a centre for children called “Terra dei Bambini” built using environmental sustainable techniques (bioclimatic architecture), local resources and renewable energies for the supply of water and electricity. The project was started in response to a request coming from the Bedouin community after a similar experience made by the same NGO in the West Bank.

The construction works were concluded with a delay due to the difficulty of importing or finding materials (wood and batteries for photovoltaic panels) in the Gaza Strip. In the end, however, all the scheduled activities were completed and the results achieved. The delay in opening the centre caused a lower number of children to enrol at the end of the project (60 children rather than 120), but the planned number was reached one year later.

Short-term Effectiveness

Expected results	Achieved results
Result 1 - Pre-school centre built in the Bedouin community	R 1: 1 poli-functional pre-school structure (1 maternal school, 1 help desk for the households and 1 kitchen) was built using low environmental impact techniques, opening 6 days a week for an average of 4 hours per day
Result 2 - Local staff trained on education methods	R 2: 7 schoolteachers and 1 social worker were added to the centre staff, providing educational and psychosocial support to 3-6 year-old children and their mothers.
Result 3 - Umm al Nasser community involved in the activities of the Children's Centre	R 3: 20 women of the Umm al Nasser community use individual/group counselling services
Result 4 - Awareness-raising activities on the use of material recycling methods, optimization of resources and use of renewable energies	R 4: 10 local workers have been trained on bioclimatic architecture techniques (on-the-job training)

The project trained 10 workers on innovative building techniques (use of earth bags) and the use of renewable energies (photovoltaic/water treatment and reuse system).

The presence of the Children's Centre in the area closed to the Buffer Zone, continually exposed to external threats such as Israeli military raids, created new employment opportunities and contributed to the well-being of children suffering from Post-Traumatic Stress Diseases (PTSD). The women identified as benefits: increased freedom of movement, increased role in the family (in many cases, the woman is the only source of income) and in the society. The project contributed to develop new capacities in educators and social workers: both, during the project, acquired specific methodologies (e.g. use of play techniques, free-painting and story-telling) for the development of linguistic, social and logical skills in children, and continued, after the end of the project, to develop their skills by graduating at the university in pedagogy and related topics.

The project contributed to facilitate social cohesion in the community. This result was visible in the common effort to restart, with the contribution of the Municipality, the activities (September 2014) after the destruction of the centre (July 2014). In fact, school teachers and social workers provided their contribute also on a voluntary basis (when no other external support was provided). In particular, pre-school education services for children, psychosocial support for women and children, canteen service and nursing care were re-established, even though with some limits, in premises made available by the Municipality. At present, 160 children are enrolled in the nursery school and approximately 30 people work as volunteers in collaboration with the regular staff in the activities of the centre.

The project adopted an appropriate monitoring system for both the activities and their results, collecting disaggregated data by gender, except for children.

B - PROJECTS IN EAST JERUSALEM

4.3.7 ARCS 9555 Support to Psychic and Social Wellbeing and Resilience of Children and Minors at Risk in Bab Hutta and Al Bustan-Silwan Neighborhoods (East Jerusalem)

Duration: 7 months 10/05/2011 - 10/12/2011

Funding: € 115.000

Beneficiaries reached: 850 children (3-10 years) (700 F and 150 M); 264 adolescents; 179 adults; 9 elderly; 12 educators; 15 social workers

The project was implemented in collaboration with 3 local partners: Youth Development Department (YDD), the Nidal Centre for Community Development of the Health Working Committee, and the social-educational centre Burj al Luq luq, aiming at offering educational and recreational opportunities to children living in two deprived neighbourhoods of East Jerusalem, Bab Hutta (old town) and Al Bustan (Silwan), both characterized by a lack of recreational facilities and social services. The project implemented all the planned activities and provided safe spaces for educational and recreational activities to 850 children. The activities carried out in open spaces (performances and travelling play -

Ludobus) had to be transferred to safer places or rescheduled sometimes due to raids by the Israeli police.

Short-Term Effectiveness

Expected results	Achieved results
Result 1 - Socialization opportunities and spare time management strengthened for children aged 6-11 and adolescents aged 11-18	R 1: 850 children could access 23 new safe spaces for recreational and educational activities in Al Bustan and Bab Hutta areas
Result 2 - Kindergarten premises improved and provided with proper furniture and equipment	R 2: 4 nursery schools in Silwan and 1 in the Old City offer safe spaces and materials for 324 children
Result 3 - Capacities of both kindergarten educators and volunteers strengthened in designing and managing quality services	R 3: In Al Bustan and Burj al Luq Luq centres and 5 nursery schools, 20 educators (workers and volunteers) and 12 school teachers are able to provide expertise for recreational and educational pre-school activities aimed at the development of social skills in children at risk

Mid term results consisted in improved services (social-educational and recreational new activities) to children and adolescents at the Burj al Luq Luq centre (old town), at the Al Bustan centre of Silwan and at 5 nursery schools in the East Jerusalem area. New activities were introduced like summer camps, performances and new games, using innovative methodologies such as social theatre and travelling games (*Ludobus*). The staff of the centres and nursery schools (educators, volunteers, and teachers) was trained to the use of these methodologies and in providing psychosocial support, improving their knowledge and competencies in the education of children and adolescents living in socially disadvantaged environments. The project helped children and adolescents to access protected places and spaces (nursery schools, centres and new playing grounds) and receive services that contributed to the well-being and development of social and life skills. The project implemented activities in non-conventional places like streets and squares, thus reaching wider groups in the communities and increasing the number of beneficiaries.

Concerning the continuity of project's activities, the 5 nursery schools are still active and the *ratio* between the number of teachers and number of children improved compared to the period before the project (4 school teachers for 40 children). It was not possible to obtain data on the access to employment of the schoolteachers trained within the project.

The continuity of the project's activities has been ensured by the local partners and by the collaboration with other local organizations, such as Al Hakhawati theatre. These organizations ensured specific competencies in the educational and recreational sector and a solid rooting in the territory. Currently, notwithstanding threats and pressure by the Israeli authorities that may jeopardize the presence and the operating of the local organizations (forced expulsions of the staff from the area, orders of demolition of the structures), they keep offering spaces and activities for children and adolescents. The Burj al Luq Luq centre, thanks to actions funded by external donors (including the Italian Cooperation, main donor over the last 5 years), involves approximately 400 children and adolescents every day in educational, sports and art activities. The Al Bustan centre has been recently closed, pending a demolition order and the members of the centre are periodically arrested, depriving the population of the only aggregation centre in the area offering adolescents alternatives to the street.

4.3.8 Save the Children 9555 - Promotion of Children Protection in East Jerusalem

Duration: 8 months 03/05/2011 - 31/12/2011

Funding: € 140,000

Beneficiaries reached: 1200 children; 3 psychologists; 30 volunteers; 45 parents; 30 community members

The project, in partnership with the local NGO Palestinian Counselling Centre (PCC), aimed at protecting children in some deprived neighbourhoods of East Jerusalem (Silwan, the old town, and the Shuafat refugee camp), by transferring self-protection and abuse prevention tools to 1200 children, 45 parents and 30 community members.

The short-term effectiveness of the project is high: all the scheduled activities have been implemented and the results achieved.

Short-Term Effectiveness

Expected results	Achieved results
Result 1 -75 endangered children developed capacity and positive alternatives to protect themselves from violence and abuse	R 1: 75 children acquired tools to recognize and prevent potential abuse through access to 240 psychosocial support sessions and training with appropriate education techniques (“safe you safe me” and “animate it”).
Result 2 - 45 parents and 30 community members are aware of the need to protect children and able to support them in protecting themselves from violence.	R 2: 45 parents and 30 community members were trained on how to recognize violence signals on children, protection methods and communication with children. The community produced a code of conduct. A network (Task Force) of local and international organizations has been set up in East Jerusalem in the child protection sector, developing monitoring, awareness-raising and advocacy actions
Result 3 - Protected social spaces for children set up in East Jerusalem	R 3: Approximately 1,200 children took part in recreational activities (weekly clubs, 49 sessions) and summer camps.

The project improved the capacity of children to identify risks of abuse (76% of beneficiaries is now capable of identifying risks of sexual violence, physical abuse and abandonment) and raised the awareness of parents and community members on the need to protect children.

Children and adolescents living in the neighbourhoods involved in the project’s activities could access educational (after-school) and playing-recreational activities (art activities like painting and video production) in the clubs activated by the project, still currently operating in the targeted three areas. Furthermore, the project strengthened PCC operators’ capacity to introduce specialistic educational techniques (“safe you safe me” and “animate it”) and expanded the scope of action of PCC introducing new themes such as the reproductive sexual health of the mothers. The PCC is the reference centre for the protection of children in East Jerusalem, and offers students and volunteers the opportunity to receive theoretical and practical training (since the end of the project the club received 42 volunteers).

Child protection activities were continued by the NGO in collaboration with the local community and with the Task Force set up during the project, consisting of local organizations (including the PCC partner) and international entities (today 10), through the activation of the first Child protection programme in East Jerusalem. This programme, activated in 2011, offers protection to children in all the East Jerusalem areas through legal support (with the creation of a referral system for the defence of children’s rights), access to educational and recreational facilities (after-school activities, music, videos, sports), healthcare (through organizations operating in the medical field). Through the Task Force, the programme also contributes to keep Community-Based Committees (CBO) active in the Shuafat camp (Women’s centre, Al Mada Palestinian Child Centre) for women, children and adolescents in one of the areas with the highest poverty and social deprivation rate levels in the East Jerusalem territory.

The project paid high attention in monitoring the technical activities and the beneficiaries’ behavioural changes, by carrying out specific technical evaluations. However, data on the currently improvement of life skills acquired by the beneficiaries could not be obtained during the evaluation mission.

4.3.9 COOPI 9555 - Improvement of Vocational Training Opportunities for Young People in East Jerusalem

Duration: 5 months (June 1, 2011 - October 31, 2011)

Funding: € 70,000

Beneficiaries reached: each year: 16 women/30 boys

The project strengthened the training offer of two centres, the Islamic Orphanage Industrial School and the Al Saraya Community Centre, equipping a graphic design laboratory in the first and a hairdresser and beautician’s laboratory in the second, offering each year to approximately 30 women and 30 boys the possibility to improve their professional skills and to increase their job opportunities.

The project contributed to improve the training offer for the young people of disadvantaged households (orphans) who are enrolled to the Islamic Orphanage Industrial School, and for women (of different ages), which represent the main target of the Al Saraya Community Centre. At present, the two training centres

continue delivering the professional courses proposed by project, using the equipment provided by the project itself. The equipment of the graphic design laboratory of the Islamic Orphanage was completed by a EU project implemented by the same NGO.

Notwithstanding the good level of implementation reached by the project, training activities should be completed to support young people from disadvantaged households in their training path (many of them reached in fact a low level of educational success), supporting the entry to the labour market of women and young people, monitoring the access to employment, in order to gain the necessary information to assess the achievement of the training programme, and, if it is the case, reorienting it. In both centres it was not possible to gain any information regarding labour market access. The only student who completed the training in graphic design encountered many difficulties not only in obtaining a job, but also in identifying potential employers.

Short-term Effectiveness

Expected results	Results achieved
Result 1: The professional training course offered by the partner centre responds to the market demands	A graphic design laboratory has been equipped at the Training Centre of the Islamic Orphanage Industrial School and a first course has been organized by the project, followed by an assessment through questionnaire
Result 2: Improved access of women to training opportunities	A hairdresser and beautician's laboratory have been equipped at the Al Saraya Community Centre and a first training course has been organized by the project

The project contributed to expand the training opportunities offered by the two centres, strengthening both their technical and didactic aspects, being part of a long-term presence in the Training Technical sector by both the NGO COOPI and the partners, within a relationship of continuity and integration with following actions. The NGOs COOPI and Al Saraya (unlike the Islamic Orphanage, which is a government institution) are members of a network of 15 NGOs called "Technical Vocational Education and Training League", aiming at improving the quality and scope of technical training, preparing common training curricula and contributing to updating the national strategy.

The project was implemented with two well-established training centres, whose credibility and capacity to meet the population needs has been built throughout several years of activities. The Islamic Orphanage Industrial School, founded in 1922, offers professional growth opportunities in various sectors (typography, tailoring and carpentry) to the adolescent coming from disadvantaged households and having lost at least one parent, thus contributing to the improvement of their access to the labour market. The Al Saraya facility is a community centre activated in 1991, offering training opportunities to women; over the last few years, the center focused especially on children and adolescent education, in an effort to respond to what it consider most acute emergency, i.e. the threat to their right to education.

Both institutions respond to an essential need for the young people and women of East Jerusalem, where school dropout rate is very high and there is a lack of technical training opportunities providing better labour opportunities in the market. A study promoted by the same NGO, COOPI, in 2012¹⁰ within the framework of a EU project, confirms the existence of opportunities to access for professionals to the labour market, often not grasped due to lack of adequate vocational guidance.

The situation in East Jerusalem is very difficult for young people and women who would like to obtain adequate training, due to different reasons: the lack of adequate structures, because the Israeli occupation do not allow the construction of the structures required; the availability of appropriate equipment for updated training curricula, the difficulties of movement (due to the wall and the need to obtain permits) both for students and teachers.

Both centres lack vocational guidance, counselling, employment support and post-training monitoring activities. These services should be considered as an integral part of the Professional Training system in order to both support young people to access the labour market and to gather the necessary information for the improvement of the training offer.

¹⁰ Randa Hilal (2013), *Labour Market Analysis and Skills Surveys in East Jerusalem*, COOPI/CRDP - EU

5 RELEVANCE: INTERNATIONAL PRINCIPLES AND PRIORITIES OF THE BENEFICIARIES

Questions:

To what extent are the objectives and general design of the Programme in line with the national strategies and plans, with international principles and with the priorities and needs of beneficiaries?

5.1 ALIGNMENT WITH INTERNATIONAL PRINCIPLES

5.1.1 Overview: Italy and Human Rights

Summary - Italy assumed in recent years an active role in promoting Human Rights based approach, signing international conventions and participating to specific bodies such as the United Nations' Human Rights Council. This approach is confirmed by the strategic documents of the Italian Cooperation. However, two problems can be detected concerning the consistency of its action with this strategic framework:

- **Constraints deriving from the operating environment:** the limits imposed by the Israeli Government to the circulation of goods and people and on the action and expression of opinions produce negative effects on the capacity of the Italian Cooperation to meet the needs of the Palestinian population as they limit the range of choices available, on the one side, and hinder the implementation of actions, on the other, and eventually destroy goods provided by the programmes. An adequate strategy must be adopted to protect principles and people, to reduce the negative impact of these restrictions on the effectiveness of cooperation actions;
- **Advocacy:** while advocacy was among the actions identified as priorities in Programme 9555 and notwithstanding the continuous violation of human rights in Palestine, as observed and described in the emergency programme documents, no specific action has been identified in the programmes assessed and in following programmes. Political advocacy actions to promote respect of the fundamental right of the Palestinian population and the respect of their freedom of movement and access are necessary to ensure consistency with the main international humanitarian agreements signed by Italy.

As regards alignment with Millennium Development Goals and with the principles of effectiveness of aids, a general alignment can be identified, with some limits also linked to the context.

Over the last few years, Italy has promoted an approach based on human rights, integrating the United Nations' Human Rights Council since its establishment in 2006 (a first time between 2007 and 2010 and a second time for the 2011-2014 3-year period). The Task of the Council is to "promote the universal respect and protection of human rights, intervene in case of their violation and support the coordination of the structures operating in the United Nations' system". Within the framework of the Human Rights Council, Italy played an active role in the exercise of the Universal Periodic Review - the international scrutiny system concerning human rights that involves all the United Nations' countries (with the exception of Israel's refusal of the review in 2012).

The strategic lines of Italian Cooperation (page 6) clearly express the commitment to operate consistently with this guiding principle and, within the framework of this commitment, the Conventions for the rights of women and disabled people have been signed: "Consequently, we will support the local institutions and the organizations that promote and protect civil, political, economic, social and cultural rights as defined in the international conventions signed by Italy."

The following sections will analyze the alignment of the actions of the Italian Cooperation, and specifically of the emergency programmes, to this reference framework, actively built by the Italian Government and by Italian Cooperation throughout the years.

5.1.2 Human Rights and Advocacy

Since 2007, Italy participated in the Global Donorship Initiative and accepted the 4 principles. The assessment framework and principles have been further elaborated in the 2012-2015 guidelines for humanitarian aid.

The Italian Cooperation considers Good Humanitarian Principles (GDH) essential: “To make the principles described above increasingly effective, Italy commits not only to fully adopt them, but also to give life to a global political advocacy action to promote the universal application of the main international agreements on humanitarian aid signed by our country.”¹¹

This approach is in line with United Nations’ the indications regarding Palestinian Territories: “UN agencies support the PA in its development efforts, but this development work will not bear its full return with continued occupation. Given the political context in the oPt, it is important that the objectives of development assistance be placed within this broader political framework. The alignment of political and development assistance to ensure they are complementary and mutually reinforcing can play is crucial to supporting the achievement of longer term development goals in the oPt.”¹²

The 2014 peer review conducted by the OECD/DAC also highlighted the formalization by Italy of the new humanitarian policy, the recognition of principles GHD, and, in general, its correspondence with other trends in international humanitarian actions.

In 2011, Programme 9555 recorded a worsening of life conditions for the Palestinian population and planned, consistently with these inspiring principles, advocacy actions as one of the 3 priority actions:

- a) reconstruction/rehabilitation of the essential services having a substantial impact on people’s health and the environment, taking into account the extensive damages caused to the waste disposal, wastewater treatment and drinking water systems, as well as to the structures for the delivery of healthcare services;
- b) support to the reconstitution of a stable environment in order to promote normality mechanisms and psychosocial well-being for the Gaza Strip and East Jerusalem populations;
- c) promotion of protection mechanisms for the communities at risk of forced transfer through a definition of actions aimed at increasing advocacy for the respect of the fundamental rights of these populations and for an increase of the freedom of movement and access.” (LLGG 9555, page 7).

Notwithstanding these priorities, no specific advocacy action has been identified as implemented by the projects developed in the framework of the two programmes.

Concerning the recent evolution of the emergency tool in Palestine, it has to be noted that also in this case no advocacy action has been planned and, in presence of situations correctly identified as violations of basic human rights, the solutions proposed remain within the framework of psychosocial support actions, and therefore can be classified exclusively as relief actions.

It is the case of the actions scheduled in Programme 10042, two examples of which are mentioned below:

- After an analysis that reveals the dramatic situation of children in Jerusalem in the following terms, “According to OCHA data, 3,600 people have pending demolition orders, which increases a climate of uncertainty and instability in children, who therefore show behavioural disorders, aggressiveness, anxiety and depression.” (page 8), the proposed action is to provide “psychosocial services to overcome post-traumatic symptoms (Gaza Strip and East Jerusalem)”;
- After an analysis of the precarious psychological conditions of children living in the Area C analysed as follows: “The level of vulnerability and marginalization of Bedouin communities living in the Area C is increasingly high because they are situated in residual spaces, often in the vicinity of settlements, and are bound to precarious housing conditions and to the impossibility to carry out any permanent or semi-permanent building activities due to the ban imposed by the Israeli Civil Administration¹³. The uncertainty generated by the risks of forced transfer furtherly aggravate the already precarious psychological condition of children”, the action proposed is to implement a “mobile reference system for abused children (Gaza Strip, Area C and East Jerusalem)”.

In general, for the conditions already indicated in the “Operating environment” section, the actions of the Italian Cooperation remain within the boundaries defined by the regulations of the Israeli Government, so that some actions are directly hindered (POG 9555 already reported the consequences of restrictions to

¹¹ DGCS-ONG Work Team - Guidelines for humanitarian action *Good Humanitarian Donorship Initiative Principles and Good Practice of Humanitarian Donorship* (2012-2015)

¹² United Nations Development (2012), *Assistance Framework in the occupied Palestinian territory*

¹³ OCHA (2013), *Area C of the West Bank: Key humanitarian concerns fact sheet - January 2013*.

humanitarian operations, reporting, for example, that “The limits to the import of building materials prevented the start, *inter alia*, of the works for the reconstruction of 3,375 houses destroyed during the military attack of 2008).

The “no-contact policy” of the European States (preventing collaboration with the Hamas government in Gaza) represent also an obstacle to the capacity to adequately respond to emergency conditions and give priority to the needs of beneficiaries in line with GHD principles (Principle IV - Independence of humanitarian goals from political, economic, military or other goals).

Notwithstanding the commitment of the Italian Cooperation, therefore, both at central and local level, the alignment of its actions with GHD principles is made difficult by the limits imposed to actions by the Israeli Government and by the lack of a consistent and systematic advocacy strategy.

5.1.3 Millennium Development Goals

Emergency Programmes 9310 and 9555, as the following programmes, identify MDG as a reference, once again by aligning emergency actions with development perspectives.

More specifically, these references are:

- Goal 1 - Eradicate extreme poverty and hunger: Oxfam It and Overseas 9555 projects, through actions aimed at improving and diversifying sources of income in agriculture; COOPI 9555 project, through actions aimed at improving training and employment opportunities;
- Goal 2 - Achieve universal primary education: Vento di Terra 9555, ARCS 9555, and Save the Children 9555 projects, with actions aimed at improving training structures and centres;
- Goal 3 - Promote gender equality and empower women: COSPE 9310 project for the creation of a Resources Centre for women and the promotion of active participation in political life; and all the other project through specific activities and monitoring the participation of women in the project activities (for a more in-depth analysis, see Chapter 7 - Gender analysis);
- Goal 7 - Ensure environmental sustainability: this goal has been specifically addressed by COOPI 9310 project, aimed at improving the urban waste management system, and as a crosscutting issue by Overseas 9555 and Oxfam It 9555 projects, with the adoption of sustainable agriculture techniques (integrated pest management, treatment and reuse of water for irrigation purposes) and Vento di Terra 9555 project with the adoption of low impact building techniques (for more details, see Chapter 8 - Environmental sustainability).

The most recent Programmes (AID 100042 and 100387) are specifically focused on Objective 7 - Ensure environmental sustainability, consistently with the more rigid approach in terms of priorities adopted over the last few years.

The contribution of programmes and projects to the achievement of the MDG targets cannot be measured for several reasons: the nature of the programmes (integrated approach of actions and limited size per individual project), the nature of the context (restrictions and destructive events, as already analyzed elsewhere in the report) and the transitional approach to development, so that the projects aimed more at triggering change processes than supplying services. The issues of the effectiveness and sustainability of change processes have been analyzed elsewhere in the report.

5.1.4 Humanitarian Action Effectiveness Principles

Italian Cooperation, in the reference period (2010/2012) aimed at gradually aligning with the principles of the effectiveness of humanitarian action (2005 Paris Declaration and 2008 Accra Agenda for Action).¹⁴ Under this perspective, different types of funding were defined for the 2009/2011 period, with the identification of 3 focus areas of action (Healthcare, Private Sector, Agriculture) and 3 “non-focus” areas of action (Water, Education, Justice) based on the comparative advantages of Italy in each sector. Ex-ante, in *itinere* and *ex-post* monitoring and evaluation tools were also foreseen for the projects managed by the UTL of Jerusalem.

According to the *ex-ante* Evaluation Report (Programme 9310), the reference principles among the 5 foreseen by the Paris declaration, are: ownership (involvement and control by local partners on the project choices) and harmonization (coordinate actions with those of the other entities operating in the territory). Considering the fragility of governance assets and the exposure to conditioning by external

¹⁴ Planning of the Italian Cooperation for Development in Palestinian Territories for the 2010/2012 period.

decision-makers, it was not possible to align actions to the priorities of local governments, ensure mutual review and result-based planning.

Notwithstanding these constraints, explicitly identified during the Planning phase, and the severity of the constraints imposed by the context, some elements point towards the capacity of a greater compliance to the 5 principles:

- Principle 2 - Programmes and projects were selected taking into account the strategies adopted by the Palestinian Authorities, these strategies representing a point of reference, notwithstanding the specificity of the situation in the Gaza Strip (at the moment of the Programmes under another authority, and currently in an ambiguous situation due to the existence of an extremely fragile agreement for a consensus government);
- Principle 4 - Result-based planning: notwithstanding their nature of emergency actions, the programmes adopted a result based monitoring approach and a focus on sustainability;
- Principle 5 - Mutual accountability. Programmes and projects adopted an approach based on a dialogue with local institutions, as in the case of the Municipalities of Um al Nasser and Gaza.

As regards the ownership and harmonization principles, instead, an adequate alignment of actions through the adoption of a series of measures and practices can be detected (see sections 4.2.5 and 4.2.6).

Therefore, notwithstanding the problems correctly identified by the programmes documents and concerning the appropriate adoption of these 3 principles (and their practical results, particularly as regards Principle 4, treated in more detail in the sections regarding long-term sustainability and the monitoring system), the progressive approach adopted by the programme can be assessed as appropriate.

5.1.5 OECD/DAC Recommendations

Besides the aspects indicated in the previous sections, the Programmes were assessed in reference to the OECD/DAC recommendations, based on the 2014 peer review (which also monitors the application of the recommendations provided with the 2009 peer review).

From this analysis, the following indications can be derived:

- **Concerning monitoring and assessment:**

The programmes evaluated are in line with the recommendations, reflecting the general effort of the Italian Cooperation to improve the monitoring and assessment system, introducing innovative aspects and developing useful tools to ensure the timely implementation of the projects.

In the passage from Programme 9310 to Programme 9555, some issues indicate an additional effort in this direction. While, for example, Programme 9310 considered emergency not connected with Principle IV of the Paris process (result-based management), the new programmes respond to this principle. Furthermore, the focus on the improvement of the use of indicators is confirmed.

Critical elements and recommendations to improve the practical application of this aspect and its effectiveness are contained in the section on monitoring and evaluation.

- **Concerning the horizontal approach (relationships with NGOs)**

The 2014 peer review recommends to “improve the quality of its funding to partners, especially by improving the predictability and flexibility of funding for NGOs”.

As seen before, Programmes 9310 and 9555 adopted an approach in line with the greater flexibility and continuity of the relationship recommended by the OECD. This trend has been abandoned in the new tenders toward a stricter approach, the selection of sectors and priorities, a reduced role of NGOs as antennas and innovators, a reduced predictability of the continuity of funding and strategies.

- **Concerning alignment with principles**

In this regard, the peer review recommends Italian Cooperation to “determine its comparative advantage in humanitarian assistance; this should be used to help set clear, strategic and principled criteria to guide its future funding allocations.”

As already analyzed in other sections, Italian Cooperation has developed a process of alignment with reference principles through the signature of the international conventions, the adoption of Action Plans,

and making reference in strategic and planning documentation to the reference principles. However, specifically referring to the situation in Palestine, some problems have been detected (for a more detailed analysis, see section 5.1.2.).

- **Mechanisms and Procedures for Emergency Actions**

The OECD/DAC peer review recommends to adopt “more modern procedures for its complex emergency tools, starting with multi-annual funding, which would increase predictability and thus partners’ ability to plan for, and adjust to, evolving protracted crisis contexts. (page 84).

Within the limits of the characteristics of emergency instruments, Programmes 9310 and 9555 identified the continuity of actions and sectors as a tool to strengthen effectiveness and sustainability of interventions. Selecting a reduced number of sectors and changing them from one call to the following, as in the new emergency approach, predictability, planning and adjustment capacity risk to be reduced.

- **Gender and Environment**

The 2014 OECD peer review recommends that gender and environment themes “become explicit components of development activities, with improved guidance and targeted training for staff at headquarters and in partner countries on how to mainstream these themes”.

The efforts made by the Italian Cooperation on this issue over the last few years have been significant and in line with the recommendations. Some improvements for Emergency Programmes are however recommended. For a more detailed analysis, see Chapters 7 - Gender Analysis and 9 - Environmental Sustainability.

5.2 BENEFICIARIES' PRIORITIES AND NEEDS

Questions:

To what extent are the objectives and general design of the programmes in line with the national strategies and plans, and with the beneficiaries' priorities and needs?

Summary: The relevance of projects and programmes is high.: at both level, actions are adequately set in the framework of National Strategies and Programmes, both in East Jerusalem and the Gaza Strip. Needs and priorities have been identified in coordination with other international actors. Beneficiaries have been identified for each project through accurate processes and using clear criteria.

However, the analysis of the present situation and priorities conducted during the field mission showed that no change can be identified in the conditions observed before the emergency programmes, and that the priorities of beneficiaries should be read in a human rights based framework: freedom of movement, right to education, right of access to resources and environmental stability, self-determination. Within this framework, the constraints imposed by political conditions and the operating environment limit the capacity of providing proper answers to the priorities of beneficiaries.

The capacity of the programmes to respond to the beneficiaries' priorities and needs has been analyzed by using three tools:

- Consistency with national plans and strategies;
- Approaches and tools for the identification of beneficiaries and their needs;
- Indications provided by interviews, focus groups and field visits carried out during the field mission with the participation of partners, stakeholders and beneficiaries.

5.2.1 Consistency with National Plans and Strategies

Since the severe economic and institutional crisis of 2007 and the succession of military attacks since the military attack of December 2008, Palestine experience a critical and complex humanitarian situation: the continuous state of emergency, as already extensively described in section 2.1. The Italian Cooperation responded to that crisis with multi-sector emergency initiatives in support of the Gaza Strip and then also East Jerusalem populations.

Programmes 9310 and 9555 were designed having as reference the 2009-2010 "Plan for the Recovery and Reconstruction of Gaza" discussed at the International Conference held in Sharm El-Sheikh, Egypt, in March 2009¹⁵ and, afterwards, to the 2011-2013 Development Plan¹⁶ prepared by the Ministry of Planning and Administrative Development (MoPAD). These Plans proposed the reconstruction and development of the Gaza Strip and East Jerusalem by identifying 4 macro-sectors - social, economic, infrastructures and governance - and 18 sub-sectors, including energy, environment, waste management, transports, water, agriculture, education (at pre-school, school and university levels), agricultural production, protection of vulnerable groups, access to the labour market, professional training and justice.

Table 8 - Alignment of Projects with National Strategies and Plans

National Priorities	References	Strategy
Ob. 1: Ensure equality and equity in family right - Ob. 5: Facilitate women role in politics and decision making process - Ob. 8: Improving women access to labor market	MoWA/UN (2011) <i>Cross-Sectoral National Gender Strategy 2011-2013</i>	Legal and economical support to women; women participation in political activities and access to income generating activities (COSPE 9310)
Ensure the access to education, social life and health for children with disabilities through an integrative approach	MoH (2010) <i>Palestinian National Health Strategy 2011-2013</i> PNA (1999) <i>Palestinian Disability Law</i>	Adoption of the Community Based Rehabilitation system to treat children with disabilities and chronic diseases (TdH 9555)
Ob. 1: Improve the access to	MoEHE (2008) <i>Educational</i>	Provision of safe educational and

¹⁵ PNA-MoP, UN agencies, EU and WB (2009) *Palestinian National Early Recovery and Reconstruction Plan for Gaza reconstruction*, Sharm El-Sheikh Conference March 2009

¹⁶ PNA (2011) *Palestinian National Development Plan 2011-2013 "Establishing the state, Building the Future"*

preschool education for children living in emergency conditions - Ob. 2: Introduce educational methodologies for the proper development of children. Objective 3: Promote protection, care and empowerment of children	<i>Strategic Development Plan 2008-2012</i> PNA (2008) <i>National Plan of Action for Palestinian Children 2009-2011</i> PNA (2010) <i>Palestinian National Plan - Social Protection 2011-2013</i>	recreational contexts and spaces; training of operators in Education (VdT 9555, ARCS 9555, StC 9555)
Ob. 3 (policy 6): Encourage the reduction of waste to landfills - Ob. 7: Promote community participation and involvement in environmental protection linked to waste management	PNA (2010) <i>National Strategy for Solid Waste Management in the Palestinian Territory 2010-2014</i>	Plastic Recycling System; training for operators and awareness campaigns for families and schools (COOPI 9310)
Ob. 1 (policy 2): To promote the persistence of the farmers and the preservation of their jobs - Ob. 2: to support marginalized groups (small producers, rural poor, women and Bedouin) to contribute to food security, and provide employment opportunities	PNA MoA (2010) <i>Agriculture sector strategy "a shared vision" 2011-2013</i>	Support to Bedouin families for animal production, technical services (farming and veterinary); income activities diversification; cash for work for seasonal workers (Oxfam It 9555, Overseas 9555)
Improve the quality of vocational training (formal and informal) by linking it to the needs of the labor market	PNA (2010), <i>Palestinian National TVET Strategy</i>	Improvement of educational offer for disadvantaged young people and women of the Old City of East Jerusalem (COOPI 9555)

5.2.2 Identification and selection of Beneficiaries

The beneficiaries targeted by the two programmes are the most vulnerable groups of population living in the marginalized areas of the Gaza Strip and in the most disadvantaged neighborhoods of East Jerusalem. This was in line with the Palestinian National Plan for the protection of vulnerable population groups¹⁷.

At a general level, needs were been identified through the participation of the Italian Cooperation in the framework of the Consolidated Appeal Process (CAP), and in the sector clusters coordinated by the United Nations' agencies.

At project level, beneficiaries have been identified using different approaches and tools:

- Terre des Hommes 9555: beneficiaries were selected using a set of specific criteria (age, disability level, family income, presence in the lists of hospital patients);
- COOPI 9310: a first identification of beneficiaries started from the lists of the neighborhood offices of the Municipality, than reviewed using a questionnaire with more specific criteria (economic needs and past experience). Afterwards, a second selection was made "in the field" and continued throughout the project (due to the difficulty of forming collection groups);
- Overseas 9555: beneficiaries were identified in collaboration with the Local Working Committees of the partner UAWC through preliminary visits and the use of 3 types of questionnaires for the collection of data (general data and information regarding food security and the role of women in the family concerning income generation and nutrition);
- Vento di Terra 9555: the project carried out a participatory planning with the local community to define needs, resources, risks, opportunities and assess the impact on the population;
- ARCS 9555: the project implemented activities to reach and promote the participation of the highest possible number of children living in the areas of action, characterized by a deep social distress and by the lack of adequate spaces and activities for children. The beneficiaries for training activities were the staff and volunteers of the partner centres.
- Save the Children 9555: the needs' assessment was carried out in collaboration with the partner PCC and beneficiaries have been selected by means of questionnaires, interviews and direct observation;
- COOPI 9555: an investigation was carried out to obtain information on the profile, experiences and family background of students enrolled in the second year of a course on typography and of a group of graduate students (9). Meetings with the teachers have been organized and investigations were conducted on the students who attended the centre (for occupational perspectives).

¹⁷ PNA (2010) *Palestinian National Plan - Social Protection 2011-2013*

5.2.3 Constraints, Resilience Experiences and Change Patterns in the Beneficiaries' Perspective

Gaza Strip

The Israeli military attack of July/August 2014 sharpened the crisis in the Gaza Strip. Many beneficiaries of the projects implemented within Programmes 9310 and 9555 lost family members, houses, jobs, kitchen gardens, animals.

Three months after the end of the attack, the population (women, farmers, fishers, educators, Gaza City's technical staff) resumed their ordinary life activities trying, when possible, to ensure education to their children, resume farming activities in spite of the many problems (delays in seasonal cycles and indebtedness), repair the boats damaged by Israeli Navy, repair obsolete waste management equipment to ensure at least minimum services, rebuilding temporary structures for educational and healthcare services for children.

Resilience is part of the population's daily life: living in Gaza means to restart from scratch every day. This capacity is based on family networks, economic resources, personal motivation, sometimes on the capacity of response of the institutions. In some cases, in the most severely damaged areas, in the most disadvantaged households, this may be extremely difficult without some kind of external support.

After the acute emergency created by the Israeli military attack of July/August 2014, the response of international donors has been very slow: at the end of November 2014, the removal of rubble had not been started yet regardless of the funds made available by the Cairo conference of 12 October 2014.

The present priorities do not differ from those detected at the time of planning and implementation of Programmes 9310 and 9555: freedom of movement, right to education, right of access to resources, safety and stability of the environment, self-determination.



“For the people of Umm al Nasser, the Centre is where women can see their children grow in a safe place, meet other women and work. A place of freedom.”

Umm al Nasser - The school (Vento di Terra 9555 project) was completely destroyed by Israeli bulldozers in July 2014. Pre-school education and the support activities that were being organized for post-trauma stress disorder victims (women and children) were resumed at mid-September 2014 in a temporary facility made available by the Municipality of Umm al Nasser.



“Now I have to incur another debt to try to save my field: perhaps I will succeed, perhaps I won't, but I must do it”.

Rafah - The greenhouse of I. (Overseas/UAWC 9555 project) was damaged and the summer crop was lost, while the present crop is very late because the farmer had to obtain more credit to buy seedlings and fertilizers. Since he had no money, he could not give the preliminary treatment to the plants, so he risks losing this crop too.



“We resisted until the tanks arrived, we resisted to the very last minute, and when there was nothing more to do we ran away.... We will restart everything again: we are here, where can we go?”

Beit Hanoun (North Gaza - Buffer Zone) - Amal’s house and kitchen garden (ACS 9555 urban farming project), were destroyed by Israeli bulldozers.



Khuzah (South Gaza - Buffer Zone) - Y.’s house and kitchen garden (Overseas 9555 project) were completely destroyed.



Gaza City - Workshop of the Water and Environment Department (COOPI 9310 project).

The machines for the collection, transport, and compacting of waste are obsolete (dating back to the 60’s), so they need continuous repair and reconstruction by the technical staff of the Workshop. The whole system is a constant emergency, extremely vulnerable to any event (mechanical faults, adverse weather conditions), and just covers essential services.

East Jerusalem

East Jerusalem is presently facing a severe, and still rapidly deteriorating, emergency situation concerning human rights. Palestinian population is threatened in its identity, history and culture.



Al Bustan (Silwan) - East Jerusalem. The Al Bustan centre (ARCS 9555 and StC 9555 projects) was closed in November 2014 due to lack of funds, its members are periodically in jail and the centre received a demolition order like the other 88 houses of the neighbourhood. Every evening fights take place between the Israeli police and the inhabitants of the neighbourhood, with consequent arrests of children and adults.

Amed 19 years, arrested 11 times since 2013; when not in jail, he is a Scout leader in a group of Al Bustan children “Tomorrow my house-arrest period will be over and I will restart working and studying to become a lawyer. I want to take children out of the street, where there are drugs and violence. To do this we need safe places like the centre and we need them to stop arresting us and our families.”



Picture taken from the Burj al Luq Luq website

Bab Hutta - East Jerusalem. Daily incursions of the Israeli policy take place at the Burj al Luq Luq centre (ARCS 9555 project) as they try to find anomalies in the management of the centre. These checks are often conducted during the activities, in the presence of children. At present, the Burj al Luq Luq centre is one of the few still in operation offering educational and recreational services for children, adolescents and adults (approximately 400 people a day).



Picture taken from the PCC website

Old City - East Jerusalem. The Palestinian Counselling Centre (StC 9555 project) is the only facility for children (and mothers) who have been the victims of abuse in the East Jerusalem area. The centre offers people a place where to participate in recreational, artistic (music, painting, theatre, radio) and educational activities (after-school activities).

Hamad 15 years, found out the centre by chance “I saw other adolescents and I entered. I hope it will never close because it is a safe place.”

The following indications emerged from interviews, focus groups and field visits carried out during the field mission with the participation of partners, stakeholders and beneficiaries:

- Greater attention by donors towards advocacy actions to promote the respect of the human rights of the East Jerusalem and Gaza Strip populations;
- It is not sufficient to support the basic short-term needs of the population (pure emergency: supplies and distribution of commodities), but essential living conditions should be re-established (education, employment and income) for an improvement of long-term living conditions in a development perspective;
- Protect the maintenance of the Palestinian identity and culture through a reinforcement of the capacities of the East Jerusalem population, especially social skills, education (improve access to educational services, now prevented by the continuous arrests) and cultural level of the young people that represent the most severely impacted category and are the future of the Palestinian population;
- Support the participation of women in social and political life;
- A better dialogue between donors and the local institutions to reinforce social cohesion;
- Donors should improve their capacity to listen and understand priorities and needs of the local population.

PART III - CROSS-CUTTING ISSUES

6 GENDER ANALYSIS

Summary: The approach adopted by Emergency Programmes 9310 and 9555 shows high attention to gender issues, using a wide range of instruments. However, strategies have not always been properly articulated into specific activities within each project, and the monitoring tools have not always been appropriate: data are not always disaggregated by gender, and the effects of actions and strategies have seldom been looked at from a gender perspective.

6.1 AS A GENERAL STRATEGY

Italian Cooperation's action on gender issues (women's equality and empowerment) produced in recent years a number of tools and initiatives, since the development of guidelines to include gender issues into the Cooperation's actions (Guidelines 1998 and then 2010). Since 2012, gender issue became one of the main cross-cutting issues, together with poverty reduction and environment, in all of the Italian Cooperation's initiatives and programmes.

In Palestine, since 2001, specific actions have been carried out through bilateral, multilateral and multilateral channels (UNIFEM, UNDP, MoWA and MoSA), such as the establishment of the "Mehwar Centre for the protection and empowerment of women and families" in Bethlehem district, and the "Zohra" anti-violence centres in 3 villages in the Hebron Governorate, and since 2003 the Italian Cooperation is the Lead Donor in the development of programmes supporting the Palestinian institutions in the planning and implementation of policies for the promotion of women's participation in the public sphere as well as in economic, social and cultural arenas.

A Gender Unit has been set up since 2013 at the UTL in Jerusalem, with two experts, to improve gender mainstreaming in all sectors and programmes (in this framework, a workshop with the emergency programme and the NGOs was held in December 2013).

Since 2013, Italy has been Europe's lead donor for Palestine in the framework of the European Action Plan for Gender Equality and Women's Empowerment (2010-2015).

In the Italian Cooperation's Strategy 2014-2016, gender equality and welfare are one of the three priority areas for Palestine (the others being healthcare and economic development) in order to increase opportunities for the social and economic development of women, to contribute to the enforcement of international instruments for the protection of women's rights, to prevent violence against women, and to support social reintegration.

6.2 AT PROGRAMME LEVEL

Questions

To what extent did the programme contribute to enhance gender equality?

In the documentation of Programmes 9310 and 9555, the gender issue has been addressed from several perspectives:

- As part of one of the 4 areas of action (Education, Protection of Vulnerable Groups, Promotion of women's roles);
- As a parameter for the evaluation of project proposals;
- As one of the three cross-cutting components of the programmes' strategies (together with the *involvement of partners or local communities* and *development of human resources* components).

In addition, the project forms required to "analysing the expected impact on gender relations and women's empowerment".

A gender expert (Gabriella Rossetti) was involved in the *ex ante* evaluation, aiming at assessing and improving the structure of the projects in terms of strategies and tools to reach women at different levels: mainstreaming, enhancement of women's role and inclusion of women as beneficiaries.

As a whole, in agreement with the Guidelines, it can be said that "special attention has been paid to actions related to gender issues and the promotion of women's roles" (ibid, p. 7).

It has to be noted, however, that the inclusion of women as a vulnerable group is not consistent with the gender-mainstreaming approach, nor with the women's empowerment perspective, both expressly mentioned by the program's documentation.

The focus of the emergency programmes on gender issues has been retained in the following programmes as well, even if no systematic collaboration has been developed with the gender unit to ensure consistency of the approach. In addition, some inconsistencies have still been found in the language used in the documentation (such as a recurring use of the phrase "women's condition" or other phrases that cast women's roles in a questionable or obsolete light).

The OECD's *Peer Review 2014* acknowledges the efforts done, but points out that gender equality (as well as the environment), "which are considered key objectives and cross-cutting themes, are mostly treated as sectors" and recommends to provide resources, reporting mechanisms and training to ensure adequate mainstreaming of gender issue in all the Italian Cooperation's system (p.38).

6.3 AT PROJECT LEVEL

The projects adopted different approaches, strategies and instruments, as shown in the Table below.

Table 9 - Gender strategies in the projects

Type of strategy	Project	Strategy	Disaggregated data
Strategy 1 Gender equality and women's empowerment as the main goal	COSPE 9310	Networking of associations Inclusion in income-generating activities Participation in political life Women support centre	Yes 868 women
Strategy 2 Inclusion of activities identifying women as beneficiaries	VDT 9555	Women support and advisory centre Creation of job opportunities Specific training in pre-school education activities	Yes 32 women
	COOPI 9555	Vocational training of women Creation of job opportunities	Yes 16 women/year
	Overseas 9555	Training in productive activities and nutrition Targeting the project to empowering women through their role in family nutrition	Partly 14 women
	ARCS 9555	Specific training for educators and professional entertainers	Yes 12 women 716 little girls
	TdH 9555	Inclusion of women's associations in awareness-raising activities Inclusion of women in staff assisting disabled children Specific training of mothers for treatments to disabled children	Partly 1800 women 1438 little girls
	Oxfam It 9555	Women involved in specific productive activities	Yes 141 women
Strategy 3 Participation of women and children (girls) in the project's activities	StC 9555	N/A	Partly
Not planned	COOPI 9310	Environmental awareness-raising campaigns in schools and families	No

As to COOPI 9310 project - Pilot plastic-recycling system, at first the project was considered as not having direct impacts on women, a category included in and accepted by the Programmes (see the ex ante evaluation report). By adding awareness-raising campaigns in schools and families, however, it would have been advisable to monitor the women's involvement.

All of the strategies actually involved the monitoring of women's participation in the project's actions by collecting disaggregated data, but this was not always been consistently done.

Women's participation and the effects of the women-focused actions should also have been evaluated.

Some long-term changes have been identified through the interviews with the women involved in the project's actions:

- *Empowerment*: women who had access to job opportunities, such as the teachers, social workers and cooks of the community of Umm al Nasser (Vento di Terra 9555), the women working in the tailor's workshops (COSPE 9310), the nursery-school teachers of East Jerusalem (ARCS 9555), found some improvement in their self-confidence, in their role at home (they are often the only breadwinners), and in their community;
- *Education*: the women who received specific teacher training at the pre-school centre decided to enroll in University education and completed it (e.g. the teachers and social workers of the School of Umm al Nasser got degrees relating to children's education; the women included in the environmental awareness-raising schemes of the COOPI 9310 project built their careers out of the experience);
- *Independence*: the women included in programmes for the home care of disabled people (Terre des Hommes 9555) and the women who had access to safe advisory centres (psychosocial, medical, professional, legal) became more independent and had more freedom of movement.

6.4 CONCLUSIONS

The strategy adopted by the Emergency Programmes 9310 and 9555 appears well articulated, based on different approaches, including results' monitoring, and, as a whole, it is consistent with the Italian Cooperation's focus on gender issues.

Three kinds of strategies have been identified in the projects deployed under Programmes 9310 and 9555:

- Projects specifically focused on gender equality and women's empowerment;
- Actions that identify women as beneficiaries;
- Women's participation in project's actions.

The programmes also included actions that were not expected to have any impact on women, as it is the case of COOPI 9310 project (plastic-recycling pilot project).

However, the strategies have not always been properly articulated into specific actions within each project, and the monitoring instruments have not always been too effective: data were not always disaggregated by gender, and the effects of actions and strategies have seldom been analyses (only in 2 cases, COSPE 9310 and TdH 9555)..

In short, over the last few years, major progress has been made towards a proper treatment of gender issues in Italian Cooperation's action and specifically in Palestine. Some improvements are still needed in the capacity by UTL of providing orientation and monitoring, in the use of a shared language, and above all in the NGOs' work.

Finally, it has to be noted that women's rights, in keeping with the positions of the UN Conventions, should be addressed as the right to have no obstacle to the enjoyment of human rights, and not as special rights. Therefore, the limits found in terms of consistency with the human rights-based approach mentioned by the Italian Cooperation's Strategy can also be found in cross-cutting issues, meaning that any breach of the right to free movement, to education and training, to access to natural resources, to a stable environment, to housing, should also be regarded as breaches of women's and disabled people's rights. Any approach to such two issues that failed to consider such dimensions should be considered limited, as it would consist in what may be called "inclusion in exclusion".

6.5 RECOMMENDATIONS

For MoFA/DGCS

- Provide resources and tools to strengthen the mainstreaming of gender issues into emergency programmes;

For UTL

- Ensure consistent application of the mainstreaming approach;
- Promote dialogue with the NGOs on monitor and evaluation of gender strategies;

- Improve coordination between the Italian Cooperation's programmes, using available resources (gender experts), to ensure a shared vision and appropriate mainstreaming tools in all Programmes, including the Emergency Programmes;
- Provide a multidimensional view of gender equality/equity and women's empowerment (education, vocational training, access to resources and businesses, women's rights in a human-rights perspective);
- Make sure the programme's documents (guidelines, plans, monitoring reports) use a shared language, in keeping with current thinking on gender issues.

For NGOs

- Identify opportunities and tools (training, knowledge sharing) to improve the inclusion of gender issues in the projects (mainstreaming and specific activities);
- Improve gender-monitoring tools (consistent indicators, disaggregated data, updated indicator status, effects tracking, evaluation of strategies for effectiveness).

7 DISABILITY IN EMERGENCY ACTIONS IN PALESTINE

7.1 AS A GENERAL STRATEGY

Italian Cooperation committed over the last few years, in compliance with the UN Convention on the Rights of Persons with Disabilities (2006), to promote the full inclusion of disabled people in the social, economic, political and cultural life (see Guidelines 2010)¹⁸.

The milestones in the definition of this approach have been: the signature of the Convention (2007), the Italian Cooperation guidelines on Disability (2010), and the Action Plan on Disability, approved in 2013 through a participatory process, introducing the principle of including disabled people at every stage of the development policies and practices. Such commitment has been confirmed in the Strategic Guidelines 2014-2016.

In line with the approach of the UN Convention, disability is regarded as the result of an interaction between the person and the environment, and, therefore, it is recognized the right to the removal of barriers preventing their full access to human rights.

7.2 ACTIONS AND APPROACH OF THE EMERGENCY PROGRAMMES

Both Programmes 9310 and 9555 included actions addressing the problem of disability in the *Protection of Vulnerable Groups* component (children, persons with disabilities). Actions included in both programmes and in the following ones (so far) are listed below.

Table 10 - Activities and projects on disability in emergency programmes

Programme	Result	Indicator	Project	Activity
9310 (2010)	Improved ability to deliver basic healthcare to vulnerable groups (refugees, chronically-ill people, disabled people) and to the population affected by the conflict	80% of targeted children (anaemic, disabled, chronically-ill) receiving healthcare services in 3 macro-areas of the Gaza Strip	Terre des Hommes Support to health and nutrition situation of vulnerable children in North Gaza Governorate (Phase I)	Support to PMRS healthcare facilities in the delivery of key healthcare, especially to children and vulnerable groups
9555 (2011)	Improved capacity to deliver basic healthcare to	80% of targeted children in the North Governorate (anaemic, disabled,	Terre des Hommes Support to vulnerable children, especially disabled	Support to PMRS healthcare facilities in the delivery of key

¹⁸ Italian Cooperation (2010), *Linee guida per l'introduzione della tematica della disabilità nell'ambito delle politiche e delle attività della Italian Cooperation*, Comitato Direzionale 8.11.2010, delibera 163

	vulnerable groups (refugees, chronically-ill people, disabled people) and to the population affected by the conflict	chronically-ill) receive appropriate treatments and/or assistance	children, in North Gaza Governorate, Gaza Strip (Phase II)	healthcare, especially to children and vulnerable groups
9775 (2012-2013)	Improved capacity to deliver basic healthcare to vulnerable groups (refugees, chronically-ill people, disabled people) and to the population affected by the conflict in Gaza Strip and Area C	100% of targeted disabled children receive appropriate rehabilitation and/or assistance	Terre des Hommes Identification and treatment of children with motor, hearing and language impairments in the northern area of the Gaza Strip	Support to PMRS healthcare facilities in the delivery of key healthcare to children with motor, hearing and language impairments in the northern area of the Gaza Strip
100042 (2014)	Access to psycho-social support to overcome PTSD symptoms and to protection for children victims of abuse and/or violence, in the Gaza Strip, in Area C and in East Jerusalem	80 schools and 30 CBOs set up support systems for children who are victims of abuse and/or violence	AISPO Social protection of disabled children in East Jerusalem and South Hebron (AISPO)	Establishment of a support system for children victims of abuse and/or violence in Est Jerusalem and in Area C
100387 (2015)	None	None	None	None

Concerning Programme 100387 (starting in January 2015), no specific action or approach to disability has been planned. In this case, however, the selection of the actions has depended on the need to provide assistance to the Gaza populations damaged by the Israeli military raid in July/August 2014.

For Programme 9310 e 9555, no criteria for inclusion of the disability issue was indicated in the evaluation grid. In the more recent tenders, the evaluation form includes the following criterion, 6.2. "Is the protection of vulnerable groups (children and/or disabled people) properly taken into account?"

While the inclusion of criterion indicates an effort to attribute value to the capacity of the project proposals to address the problem of disability, on the other hand including children and disabled people into the vulnerable groups category makes such criterion scarcely functional (e.g.: any action involving children would be automatically rated as satisfactory in terms of inclusion of the disability issue).

7.3 LESSONS LEARNT FROM THE ACTIONS

The key points of the experience gained in Palestine through development and emergency projects include:

- Adoption of a CBR approach (Community-Based Rehabilitation): within the group of evaluated projects, the Terre des Hommes 9555 project (Support to vulnerable children, especially disabled children, in Northern Gaza Governorate, Gaza Strip), implemented by the NGO Terre des Hommes in partnership

with the PMRS (Palestinian Medical Relief Society), adopted a CBR approach, in compliance with WHO, UNESCO and ILO recommendations¹⁹, a strategy based on the involvement of disabled people, their families and the communities, providing healthcare, educational, professional and social services. In this perspective, the project (as a continuation of the actions of Programme 9310) included the upgrading of the services of the CBR centre, staff training, a community-wide educational campaign on disability and social inclusion, some rehabilitation works to facilitate access and movement of disabled children at home and in some schools, distribution of support devices and home care;

- MOVE approach (Mobility Opportunity Via Education - MOVE for learning and life), based on an approach developed in the '80, currently applied in several countries and designed to increase independency, mobility and learning skills. This approach, based on a minimal use of technology and the widest involvement of families, teachers and professionals, has been adopted within the Italian Cooperation through 2 consecutive projects of the NGO AISPO, in partnership with the local NGO QADER for Community Development;
- Other significant experiences gained through the promoted projects (put in place by AISPO and QADER) include: vocational training and better access to work (AISPO/QADER), better access of disabled students to universities (by buying support devices, training of staff, support and career counselling to students, removal of architectural barriers in collaboration with the universities), dialogue between public institutions and civil society organisations (with the institutionalization of the curricula proposed).

7.4 CONCLUSIONS

As part of Italian Cooperation in Palestine, through emergency and development projects, a social rather than a medical approach has been developed in the last few years (in line with international experiences), long-term partnerships have been built with civil society organizations with specific experience and expertise in disability (PMRS and QADER), and significant experiences have been accumulated.

In Emergency Programmes 9310 and 9555 and in the following ones, in most cases the disability issue has been included through dedicated projects, mainly targeted to disabled children.

A review of the 9 projects selected for an in-depth evaluation shows limited mainstreaming capacity, as it was to be expected, since the planning process for the enforcement of the principles advanced by the UN Convention was still in its early stage (the Action Plan is dated 2013).

Notwithstanding therefore some good results, some of them achieved through development projects, and the awareness of the operators, especially in the UTL, there is still improvement to be made. To do this, the first step is to increase operators' awareness, promoting the acquisition of technical and projects' design skills, in order to apply the twin-track approach (on one side, activities targeted to disabled people, on the other side disability-mainstreaming policies) as envisaged by the National Disability Plan.

The ability to mainstream thematic should be however seen as a target towards which energies and resources should be mobilized, avoiding based on pre-set standards and criteria, which could result in inadequate actions.

As observed for the gender equality, the rights of disabled people, in compliance with the guidelines of the UN Conventions, should be looked at as the right to have no specific obstacles to the enjoyment of human rights.

7.5 RECOMMENDATIONS

The following recommendations aim at identifying the most urgent actions towards the design of a strategy in line with the 5 pillars of the Action Plan:

For MoFA/DGCS

- Allocate reference experts at local level to advice on how to mainstream disability throughout all interventions (design, implementation, monitoring and evaluation), as for the gender mainstreaming;

For UTL:

¹⁹ WHO ILO UNESCO (1994), Joint Position Paper

- Involve Palestinian civil society organisations and Italian NGOs in the definition of a strategy to improve the capacity to address disability issues across all Italian Cooperation’s actions;
- Develop educational campaigns on disability and development for the UTL staff as well as for the organisations involved in the projects (ONGs, partners);
- Confirm among priorities: inclusive education, vocational training, awareness raising (advocacy);
- Analyse accessibility to the UTL premises and to the main services supplied, aiming at initiating a process for the removal of any barrier to access.

For NGOs:

- Include disability issues in staff training (inclusive design);
- Share the educational and awareness-raising material produced by the projects with the UTL and other NGOs.

8 ENVIRONMENTAL SUSTAINABILITY

Summary: The programmes adequately addressed environmental sustainability as a cross-cutting issue, in keeping with the Italian Cooperation’s strategic guidelines. Some of the projects developed innovative experiences and good practices.

8.1 AS A GENERAL STRATEGY

Environmental sustainability is a cross-cutting area in any Italian Cooperation’s initiative and programme, together with poverty reduction and gender, aiming at “thoroughly evaluate the impact of its actions, as well as making sure the natural capital is efficiently and sustainably managed and used” (Guidelines 2014-2016 p. 11).

8.2 AT PROGRAMME LEVEL

In Programmes 9310 and 9555, a focus on environmental issues may be found:


- In the first of the two main lines of action: rebuilding/reclamation of basic facilities that have substantial impacts on people and on the environment, given the extensive damage suffered by the waste-disposal, wastewater and water purification systems, and by the healthcare facilities;
- As one of the four priority areas: Water and Environment, Territory and Natural Resource Management;
- As one of the project-evaluation criteria: 1) minimisation of environmental impact and broadest protection of ecosystems 2) application of standards or practices that use as renewable energy sources, and reduce consumption of non-renewable natural resources.




An environmental expert, Nicoletta Cremonesi, was involved in the ex ante evaluation of the project proposals of Programme 9310.

8.3 AT PROJECTS’ LEVEL

Environmental issues are relevant in 4 of the 9 selected projects: the COOPI 9310 project belongs to the Environment area, while the other 3 projects adopt environmentally-sustainable techniques (2 in agriculture, 1 by using sustainable architectural techniques).

Table 11 - Use of environmentally-sustainable techniques

Project	Strategy	Action	
COOPI 9310	Reduction of waste to landfills	Recycling and sale of plastic materials	

Overseas 9555	Sustainable farming techniques	Reuse of water (aquaculture/irrigation) Training in Integrated Pest Management (IPM)	
VdT 9555	Use of sustainable building techniques	Building of the School of Um Al Nasser, using the earth bags technique (Khalil 1980)	
Oxfam It 9555	Reuse of wastewater for irrigation	Development of water-treatment areas (wetlands)	

In all 4 cases, these are innovative experiences, based on the use of simple techniques, potentially suitable for the context (especially because of restraints on the import of materials).

As to the 2 farming projects, and the plastic-recycling project, the replicability and sustainability of the actions were a key factor: however, for all 3 projects, the action did not continue in the long term, for the reasons explained in section 4.2.3 - Long-term effects (impact) and sustainability in the context of emergency programmes.

Concerning the case of the *Architecture for Peace* project (Vento di Terra 9555), the Israeli army destroyed the school in July 2014.

8.4 CONCLUSIONS

In terms of strategies, the environmental issue has been properly identified, and relevant initiatives and measures have been proposed.

The results, however, turned out to be poorer than expected, in 3 of the 4 projects, i.e. those about waste management and the use of environmentally-sustainable techniques, while the educational project based on the use of compatible techniques delivered positive results (but they have been destroyed)

Problems addressed remain relevant:

- The waste-management system is still an emergency, due to the scarcity of waste-collection and treatment equipment, as well as the lack of storage space and an inefficient separate collection system;
- Access to water for irrigation is also an emergency. Water is in fact a scarce resource due to insufficient rainfall, extensive water consumption and the Israeli policies, since most of the surface and underground resources that feed the Gaza aquifer are intercepted by a deep-well system at the Eastern borders. Farming accounts for at least 60% of water consumption²⁰ in the Gaza Strip, and extensive use of pesticides and fertilisers impairs the quality of water;
- The need for adequate space to protect children's right to education is still high and, specifically, in the Municipality of Umm al Nasser, where the Vento di Terra 9555 project was implemented, it is still one of the main priorities not only for primary, but also for secondary education, as reported by the Mayor of the Municipality, Mr. Abu Tareq, during the interview of 19/11/2014,.

²⁰ UN (May 2010), *Farming without Land, Fishing without Water: Gaza Agriculture Sector Struggles to Survive*, Fact-sheet

8.5 RECOMMENDATIONS

Recommendations about some of the topics treated have already been provided elsewhere in this report, especially regarding sustainability issues.

The only thing to point out in this respect is that it is important to keep supporting the cross-cutting character of environmental issues in the projects.

PART IV - ACCOUNTABILITY AND LEARNING SYSTEMS

9 MONITORING SYSTEM

Summary - The monitoring system was effective in ensuring the follow up of projects' implementation, the timely identification of problems, and the selection of corrective measures, but was less appropriate to track the results, due to weaknesses in the selection of indicators, definition of baseline and final results' analysis was weak. An improvement of the monitoring system is therefore needed, adopting a flexible and coordinated approach, based on the choice of the appropriate indicators for each project in the framework of the overall programmes' objectives.

9.1 AT PROGRAMME LEVEL

9.1.1 Approach

The two programmes aimed at establishing a systematic monitoring system, with clearly described steps, dedicated tools and specific activities.

The system served the following purposes (ex ante evaluation report):

- Promote a formative evaluation method for a thorough and shared analysis;
- Create a shared monitoring system to allow comparative assessment through the evaluation process;
- Establish a shared knowledge system;
- Allow planning of short-term (output), medium-term (outcome) and long-term (impact) evaluations open to the identification of unexpected results.

The monitoring and evaluation system included an ex ante evaluation phase for the selection of proposals, as a tool for capacity building and to improve the quality of the programme. This phase helped improve the design of the projects and represents a useful tool; nevertheless, it was partly responsible for the delayed start of the projects, and its value was not unanimously appreciated by the stakeholders.

The system also includes monitoring reports on overall programmes' advancement, adopted since 2001 following an experimental phase started in 2009. The reports, transmitted on a four-months basis from the UTL (Local Technical office in Jerusalem) to the Central Technical Office in Rome, update on the advancement of the activities' foreseen by the General Operational Plan (and variations, when it is the case).

The process is consistent with the engagement to improve the information system, increasing the capacity to evaluate the interventions' effectiveness and to compare different actions, in agreement with the principles of Aid Effectiveness, through the standardisation of the formats. A revision of the formats (thorough consultation with abroad Technical Offices), based on the experience carried out so far and on the analysis of the utilization of the information provided would allow to refine the tool and increase its effectiveness.

9.1.2 Tools

The following monitoring tools were adopted:

- Identification of indicators during selection phase;
- Monitoring reports redacted by UTL technicians during regular visits of the projects (frequency variable but usually each two months). The format of the monitoring report matches the ROM method (Result Oriented Monitoring) adopted by the EU since 2002, in compliance with the fourth principle of the Paris Declaration (Managing for Results) and with the key evaluation criteria (relevance, efficiency, effectiveness, impact and sustainability);
- Return of the monitoring results to the NGOs, with recommendations for adjustments.

9.1.3 Results and Continuity

A review of the completed monitoring reports found:

- A mainly descriptive approach (description of activities completed);
- The updating of the indicator status in terms of results is outweighed by activity monitoring.

A review of the latest guidelines (10387 dated 2014) found that the focus on results is maintained, which is consistent with the effort to build an effective monitoring and evaluation system.

In the new programme, such trend is proven by the following factors:

- Connection with “product, result and impact” indicators;
- Demand for “context indicators” (baseline) that may give a clear picture of problems to be worked on;
- Result-oriented management, aiming to see: “above all at the end of the project, it will be essential to see not only what has been accomplished, but above all what benefits the action has produced for the target population.”

However, observations on the mainly descriptive and implementation-monitoring approach of Programmes 9310 and 9555 apply to the latest programmes as well (10042).

In addition, the definition of indicators should not be used as compliance standard, since this approach does not allow innovation and adaptability to specific situations.

9.2 AT PROJECTS' LEVEL

The monitoring system was analysed at two levels, also covered by the programmes:

- Monitoring in terms of actions, to promptly take action to solve problems and adapt the approach to achieve the expected results;
- Quality of indicators (consistency with the level of results, capacity provide relevant information) compared to the logical framework;
- Information available in the Final Report (and potentially in other reports as well) on the indicators status;
- Availability of other instruments, besides the indicators, to collect useful information for the evaluation.

The indicators adopted by the two programmes had been revised by the UTL experts as part of the formative evaluation procedure, in order to improve their quality, based on these criteria: representativeness of changes, measurability, data availability, comparability with indicators from other projects on similar issues (ex ante evaluation report, p. 76).

However, based on the documents review, the following observations apply:

- Some indicators turned out to be unsuitable, for several reasons: they do not indicate what it would be interesting to monitor, or they do not match the level of observation (unclear distinction between outputs and outcomes), or they are too unspecific (while an indicator must translate unobservable dimensions into concrete aspects);
- Other indicators are, instead, available and monitored at all levels of results as well. It is the case, for example, of OXFAM IT 9555 project, where information was provided (through the final report) on the adoption level of techniques (outcomes), decrease in the animal death rate (outcomes), and increase in income as a result of the project's result chain (impact), and data were consistently disaggregated by gender;
- Other indicators are suitable but are not monitored or not properly reviewed (at least until the final report): e.g. Terre des Hommes 9555: information on the extent of adoption of the methods for the treatment of disabled or chronically-ill people (outcomes) and the level of improvement of the condition of sick people and their families (impact) is available but it is vaguely presented and discussed. As to the StC 9555 project: information on the level of ability in identifying the risk of child abuse (outcomes) is clearly collected and discussed, information about learning how to prevent the risk of child abuse (impact) was collected after the end of the project, but it was not available at the time of the evaluation mission, due to poor coordination between the partners;

- In other cases, information on the indicator levels was provided by documents developed for actions that continue those covered by the evaluated projects (e.g. OVERSEAS 9775: data on levels of adoption of the techniques is an outcome of the project implemented within the Programme 9555).

Finally, one of the weaknesses of the monitoring system is inadequate data disaggregation by gender, as already mentioned in section 8 - Gender Analysis.

9.3 CONCLUSIONS

The monitoring system was effective in ensuring the follow up of projects' implementation, the timely identification of problems, and the selection of corrective measures, but was less appropriate to track the results, due to weaknesses in the selection of indicators, definition of baseline and final results' analysis was weak. An improvement of the monitoring system is therefore needed, adopting a flexible and coordinated approach, based on the choice of the appropriate indicators for each project in the framework of the overall programmes' objectives.

The monitoring system needs, therefore, to be improved through a flexible, coordinated approach, by negotiating the indicators between the first and the second stage in the selection of the project proposals, so as to select the most appropriate for the projects keeping a programme perspective.

9.4 RECOMMENDATIONS

For MoFA/DGCS

- Clarify the concepts and instruments used for monitoring, drawing a clear distinction between implementation-based monitoring and indicator-based monitoring;
- Review the monitoring reports' formats, to verify their capacity to satisfy information needs, aiming at further simplification;

For UTL

- Plan a phase for the revision of indicators after the approval of the project proposals (using indicators negotiation instead of a compliance approach);
- Redefine the characteristics of monitoring reports: language, implementation-based monitoring and indicator-based monitoring;
- Make sure the indicators are appropriate for each level of results.

For NGOs

- Improve the definition of indicators per level of result, making sure indicators are also provided for the level of expected long-term change;
- Ensure continuity in the update of indicators;
- Improve capacity of analysis of effectiveness based on the indicators;
- Identify and monitor long-term change.

10 EVALUATION APPROACHES AND UTILIZATION

At Cooperation System level

The Italian Cooperation's Strategic Document 2014-2016 planned an improvement of the ongoing and/or ex post project-evaluation system through the available channels, in the attempt to define a systematic evaluation model.

As an instrument to capitalise on experience and promote good practices, the document also planned "the sharing of terms of reference with the stakeholders in the partner countries and the proactive involvement of the project partners at different stages, above all in the discussion of reports and recommendations".

Aiming at contributing to improve the evaluation system, some recommendations for a better evaluation procedure, built on the experience gained when evaluating the Programmes 9310 and 9555, are presented hereafter.

10.1 CONCLUSIONS AND SPECIFIC RECOMMENDATIONS ON EVALUATION APPROACH

- **Stakeholders' involvement (ownership).** Notwithstanding the efforts made by the Evaluation Team to involve both the UTL and the NGOs since the very beginning (through notices on the opening of the evaluation process, providing a summary of the first report in Italian and English, repeatedly requesting interviews), not all stakeholders showed the same level of involvement. Some NGOs took consistent measures to ensure their participation, contributed to the agenda definition, ensured the involvement of the partners and discussed the preliminary results. In other cases, time, the level of involvement was lower. Some interviews (with NGOs not involved in the implementation of projects submitted to in-depth evaluation), the interviews could not be made, despite repeated attempts. The involvement of the UTL too, notwithstanding an overall collaborative approach, was affected by initial misunderstandings concerning the type of involvement, the documentation required, and the objectives of the evaluation. Furthermore, some methodological choices were not made clear or shared. For example, the choice to evaluate a sample of projects was not considered suitable by some stakeholders, who did not take part in the development of the ToR, not in the definition of priorities for the expected outcome of the evaluation.
- **Continuity of the evaluation procedure and strategy for the use of the evaluation.** Even though usually viewed as an occasional exercise, compared to the continuity of the monitoring process, the evaluation's utilitarianism depends on its being part of a continuous process review of strategies and approaches. For a better use of the evaluation, an approval phase and a schedule for implementation of the recommendations should be included.

Recommendations

- Involve the different components of the partners' network in the definition of the evaluations' goals and contents, in order to improve shared knowledge on the outcomes of the evaluation;
- Define a timeline and tools to monitor the level of implementation of the accepted recommendations.

11 ACCOUNTABILITY

Summary - Emergency Programmes have adopted appropriate instruments to ensure projects' implementation and proper use of financial resources: *ex ante* evaluation reports, four-monthly monitoring reports, final reports, audits.

Some problems, however, due to the specific and difficult nature of the context, are still to be addressed: the facilities and equipment destroyed by the Israeli Army, and the insufficient response to the recipients' priorities from a human-rights perspective.

The evaluation adopts a double learning/accountability perspective, in line with the requirements of the ToR, according to which the evaluation aims at reporting to external stakeholders (Parliament and public opinion), as well at sharing the experiences made, in order to define orientation for future interventions in Palestine.

In this framework, analyzing accountability means assessing the implementing organisations' ability to deliver the expected outputs and reach the targeted beneficiaries, and the Italian Cooperation ability to monitor the use of resources and the implementation of the activities.

As to the ability to ensure the programmes' implementation the programmes, a number of tools were adopted by the Programmes 9310 and 9555 to make sure that the expected products and services were delivered, funds properly used, and that the actions met the beneficiaries' priorities and the local strategies.

The following instruments have been adopted:

- A monitoring system, based on regular reports, centrally reviewed by MoFA/DGCS, to promptly identify any obstacle to implementation;
- *Ex ante* evaluation reports, with a thorough review of the selection criteria and the capacity to meet priorities and needs;
- Programmes' final reports.

The system's results have been thoroughly addressed in the relevant sections: relevance, effectiveness, efficiency, and monitoring system.

Two problems have been identified:

Accountability towards Taxpayers

As mentioned in the “Operational environment” section, conditions for delivery of aids to the Palestinian population are characterized by constraints and difficulties. Furthermore, some of the products delivered by the emergency programmes have been destroyed by the last military attack (July/August 2014).

This is what the case of the school of Umm al Nasser, built as part of the programme (the Vento di Terra 9555 project), which was deliberately destroyed (with bulldozers) by the Israeli army on 17th July 2014; no measure has been taken so far to claim for the recognition of the damages.



The school of Umm Al Nasser/ Vento di Terra 9555
(photo from VdT website)



After 17th July 2014
(photo from MTC 19/11/2014)

It is to be reminded that the school location was identified in consultation with the Local Authorities, in an area already earmarked for urban development since it was considered not directly threatened by proximity to the Israeli border.

Another example is the Israeli police’s raid in the Burj Al Luq luq Community Centre, funded by the ARCS 9555 project, on 20th November 2014: in addition to the cost of damage to equipment and materials, the effects are represented by threats to the safety of children’s spaces.



Burj al Luq luq: 16th November 2014
(photo from DA)



Burj al Luq luq: 20th November 2014
(photo from ARCS)

Accountability to Beneficiaries.

Currently, notwithstanding the Italian Cooperation’s efforts (in terms of financial and human resources) as part of the international donors’ network, the situation is as follows:

- Problems addressed by the programmes are more acute than in 2009: children’s right to education, environmental issues resulting from waste management, no environmental sustainability for farmers, women with no access to income;

- The benefits provided by the previous actions have been destroyed or reduced: in Gaza, due to the destruction of the facilities during the Israeli military raid in July/August 2014; in East Jerusalem, due to Israel's pressures on the living condition of the local population.

In this respect, there are inconsistencies between a human rights-based view and the limits of an assistance-based approach.

A more thorough analysis of such issue (ability to take a human right-based approach) may be found in section 5.1. Human rights and Advocacy.

11.1 RECOMMENDATIONS

Accountability towards taxpayers

For MoFA/DGCS

- Provide the public with access to accurate and updated information on the damage caused by the Israeli Government's actions to the facilities and equipment provided by the Italian Cooperation in Palestine (through the Italian Cooperation website);
- Start a process for the systematic identification of damages caused by the Israeli Government's actions against facilities and equipment provided by the Italian Cooperation in Palestine, and bring to the attentions of political decision-makers the claims for damages.

For UTL

- Provide accurate and updated information about the damage caused by the Israeli Government's actions to the facilities and equipment provided by the Italian Cooperation in Palestine (through the Italian Cooperation website).

To the local population

- See the recommendations for the human rights-based approach.

PART V - CONCLUSIONS, GOOD PRACTICES AND SUMMARY OF RECOMMENDATIONS

12 CONCLUSIONS

In Palestine, the emergency programmes have been a flexible instrument, faster and with a wider focus than the development programmes, to which it is however important to maintain complementarity and alignment.

Programmes 9310 and 9555 represent an important and a source of good practices, in terms of both the capacity of promoting the transition towards development and of promoting innovation through the implementation of pilot experiences and the establishment of a networks of actors able to intervene on the economic and social dimensions of the protracted emergency in Palestine.

Concerning the projects, an overall good capacity of answering to the beneficiaries' priorities (relevance), delivering the expected products and results (effectiveness), and properly using the financial and material resources (efficiency) was detected. In addition, a coordination and cooperation strategy was adopted, and partnerships established with local and international stakeholders.

Compared to the overall positive results in terms of strategic approach, instruments and technical implementation, the long-term effects have not always been very satisfactory, especially regarding the economic sustainability of the actions for which this is a key success factor, such as the interventions in agriculture and the development of a self-sustaining plastic-collection system.

The economic sustainability (and in part the technical sustainability too) of the farming projects could be improved by revising the strategies, but it needs to be pointed out that the constraints characterizing the context, do not allow the stability and access to resources that would be essential to start a long-term process of change.

This limitation of the spatial and temporal horizons of the actions in the Gaza Strip is the most negative impact of the blockade imposed by Israel, with the closure of borders (preventing the movement of people and goods) and the restrictions to the use of spaces (Buffer zone and fishing area). The frequent Israeli

military attacks (two after the conclusion of the projects) also prevent long term planning. The last Israeli military strike (July/August 2014), moreover, besides producing serious damage to the population and to the economic and social environment, destroyed several of the facilities and equipment provided by the programs (school of Umm Al Nasser, greenhouses, gardens, and animals).

The combination of such persistent constraints and the dramatic consequences of the most aggressive Israeli military raid since 1967 make the economic-sustainability criterion irrelevant, despite its having been rightly and strenuously pursued by both programmes.

As for the educational and social Programmes, the situation in both the Gaza Strip and East Jerusalem is characterized by a systematic violation of children's rights and a continuous and pressing threat of further reductions of safe and protected spaces for children and opportunities for education, training and development for young people and women. In these conditions, it is necessary to aim not only at repairing the psychological damages for vulnerable categories, but also, and above all, at the reaffirmation of non-negotiable rights, through actions of advocacy and support to training and employment and to the conservation of cultural identity.

The concept of sustainability should therefore be adapted to local conditions, taking into account the powerful external constraints and the characteristics of the interventions (short term), identifying forms of continuity in financial support for operations that require stability and predictability of the conditions (for example, projects in the economic field), or aim at triggering processes of changes (adoption of new techniques in the field of agriculture). As for the social and education projects, sustainability should be mainly understood in terms of continuity of the commitment by institutions and organizations: in this perspective, sustainability of implemented educational projects can be considered as high, even though financial support continuity is needed.

As for the continuity of the approach in following programs, some improvements were registered, namely accelerated procedures leading to more timely implementation and a possible cost reduction through the concentration of projects. However, some of the above mentioned lessons learnt have not been emphasized and a more traditional approach was adopted, based on a sharper distinction between emergency and development, the identification of a few rigid priorities that change from one program to the following and that seem to be defined with an unclear long term strategic vision. Potential problems deriving from this approach can be identified as lower capacity for innovation and for the needs' assessment at grassroots level, a reduced aid predictability and capacity to establish long lasting partnerships, a reduced contribution to trigger development processes beyond the perspective of humanitarian assistance.

A progressive reduction of the financial allocation to emergency programs was registered in recent year, resulting in the reduction of funding to each of the following programmes, in the reduction of the personnel allocated, as well as in the management of the programmes through staff in temporary mission: this threatens to reduce the the capacity of elaborating a strategic vision a le to cope with the expansion and radicalization of the emergency situation in Palestine.

As to alignment with international principles and standaars, Italy has taken, through its membership to international conventions and its participation to specific instances such as the Council for Human Rights of the United Nations, an active role in the adoption of a human rights approach, clearly expressed also in strategic documents of the Italian Cooperation.

There are, however, two problems in the action's consistency with the strategic context:

- **Constraints deriving by the operating environment:** the limitations imposed by the Israeli government on the movement of vehicles and people, on the action and on the expression of opinions, have negative effects on the ability of the Italian Cooperation to meet the needs of the population, either by narrowing down the available choices or hindering the implementation of the actions, or ultimately destroying goods supplied by the interventions. It is recommended to adopt an adequate strategy of protection of principles and people in order to reduce the negative impact of these constraints on interventions' effectiveness.

- **Advocacy:** even though advocacy was among the actions identified as priorities in the 9555 Programme, and the fact that Human Rights violations in Palestine continue to be mentioned in the documents of the following emergency Programmes, no specific actions were detected in both the evaluated Programmes and the following. Actions of political advocacy to promote the respect of the fundamental rights of the Palestinian population and the increase of freedom of movement and access are necessary to ensure consistency with the main international agreements on humanitarian matters signed by the Italian Government.

Concerning **cross-cutting issues**, some major processes have been implemented over the last years especially for **gender equality** and for the inclusion of **disability** and **environmental sustainability issues** in the Italian Cooperation's actions, both as a general strategy and in the Programmes 9310 and 9555. However, such processes should be deepened at several levels: as to gender equality, especially in the coordination of the emergency programmes with the UTL gender unit for a proper mainstreaming process, and in the NGOs' in the capacity of identifying mainstreaming opportunity and monitoring the results; as to disability, a long term process needs to be started within the UTL of Jerusalem, using specific (financial and human) resources, and improving the NGOs' ability to identify mainstreaming opportunities.

A **review of accountability**, meaning the Italian Cooperation's accountability to Italian taxpayers and Palestinian beneficiaries, suggests that a well articulated approach has been adopted, defining several tools to ensure a proper use of available resources to reach the targeted beneficiaries, and that their priorities were met. Nevertheless, in the Palestinian scenario, two problems are detected concerning accountability: for Italian taxpayers, the lack of information and actions to claims for reimbursement of damages to goods and equipment provided by the Italian Cooperation that were destroyed by the Israeli Army; for Palestinian recipients, the interventions were not consistently implemented from a human-rights perspective, a limit that has already been pointed out as to the alignment with the international principles and Italy's position on such issue.

Finally, in Programmes 9310 and 9555 as well as in general in UTL's work and MoFA/DGCS's actions, an increased attention was paid on developing an appropriate **monitoring and evaluation system**, with the integration of several and useful tools. However, improvement of consistency (use and updating of indicators, analysis of results, continuity of the evaluation process) is recommended concerning also the NGOs' action.

13 GOOD PRACTICES

- **The systematic link between emergency and development.** The programs are a good example of the link between emergency and development, allowing, through the differentiation of the actions (projects) and the combination of activities (within the projects), to act simultaneously on different stages of the continuum emergency-development;
- **The multi-sectors approach.** Emergency was addressed at different levels, acting on different factors of resilience and contributing to i) the recovery of livelihood through differentiated measures (stock farming, crops, urban gardens) in agriculture and interventions of technical training and support to employment for young people and women, ii) the rights of women, children and disabled people;
- **The consistency of the horizontal approach.** The use of open calls for the selection of project proposals enhanced the role of NGOs in terms of innovation capacity; continuity enabled the NGOs achievers to improve their approach and to draw lessons from the experiences, transferring from one period to another and from one area to another, the lessons learned and also to follow the changes in the field of action and in the life of beneficiaries over a longer period than that of the single project;
- **The dialogue with local institutions to address the priorities of local people.** Through the two Programmes, significant experiences aimed at strengthening the capacity of local authorities to provide essential services were carried out. It is the case of the Municipality, for the school of Umm Al Nasser (Vento di Terra 9310 project) and of the Municipality of Gaza, regarding a system of waste collection (COOPI 9310 project). In the first case, the involvement of the Municipality the continuity of the operation after the destruction of the school by the Israeli attack in July 2014, and the selection of new areas for the possible construction of a new school. In the second case, the Municipality continues, with serious difficulties (lack of funds and lack of adequate technical means due to the closure of borders by Israel) to ensure the system of waste collection, without being able to give financial continuity to the recycling system. In the context of institutional fragility of the Gaza Strip, the dialogue with local institutions has an added value, in line with the approach advocated by the Declaration of Busan for fragile states, and with the fourth principle of the Global Humanitarian Donorship;
- **The building of long-term partnership with the local organizations** helped to ensure a proper analysis of the priorities and needs of the population, to give continuity to those actions and to improve the sustainability and the transfer of knowledge and experiences;
- **The strategy of coordination, collaboration and continuity** with other projects and partners promoted by the programs, planned in coordination with international organizations and coordination bodies. Projects and NGOs entered into a network of collaboration and in a stream of consecutive operations that allowed to increase the number of beneficiaries, to diffuse some methodologies and results, and to consolidate the partnerships;

- **The adoption of a different set of tools for selection, reviewing and monitoring** helped to ensure proper implementation of the programs, despite the limitations detected in tracking the results in a systematic and consistent way.

14 SUMMARY OF RECOMMENDATIONS

This section lists all the recommendations that have already been presented so far, to facilitate their discussion.

14.1 GENERAL

For MoFA/DGCS

- Allocate adequate financial resources for the emergency programmes, in order to enhance flexibility and a intervention capacity;
- Allocate sufficient human resources to the programmes, first of all for the management of the programme through resident experts.

For UTL

- Improve the potential for strategic reflection by defining motivated, consistent and transparent options and choices.

14.2 EMERGENCY PROGRAMMES APPROACH

14.2.1 General

- Adopt a not reductive approach to emergency in Palestine, appropriate to the uniqueness of the context, where the population's living conditions are continually and seriously deteriorating (due to blockade and military raids in Gaza, expropriations and violations of human rights in Jerusalem and in the West Bank, erosion of the conditions for livelihoods and economic development sustainability, threats to Palestinian identity and culture);
- Ensure the emergency/development link, in line with the international principles (GHD, Busan, New Deal, EU), the approaches promoted by other agencies (FAO, ECHO), guidelines for emergency actions of the Italian Cooperation and priorities expressed by local partners and beneficiaries;
- Continue the multidimensional approach adopted by Programmes 9310 and 9555, supporting the restoration of livelihoods conditions and in line with the priority sectors defined by the Italian Cooperation Strategy (economic development sector);
- Assure consistency of emergency interventions with the human rights approach, in line with Italy's membership of the United Nations Human Rights Council, the UN Human Rights conventions and the MoFA/DGCS' emergency guidelines;
- Strengthen the local civil actors, intervening in the prevention and preparedness phases of the "Disaster Risk Management" approach, and strengthening the institutional, human and technical skills and the predictability of aid;
- Identify advocacy opportunities at different levels: through mainstreaming advocacy action within the emergency programmes, through activities of information and communication, and re-introducing advocacy among the activities eligible by the programmes ;
- Improve the consistency of the horizontal (NGOs) approach of the Italian System, based on the NGOs specificities, in line with the OECD/DAC 2014 recommendations (continuity, flexibility, coordination).

Specific for advocacy

- Inform decision makers on human rights violations in Palestine and obstacles to humanitarian actions by Israeli authorities;
- Elaborate guidelines for advocacy actions, identifying principles and concrete activities, and engaging the participants in evaluating following actions based on their implementation.

Among the activities to consider for inclusion in the guidelines:

- Introduce advocacy as explicit component in call for proposals;
- Ensure updated information to the public (through several tools, including the Italian Cooperation and UTL in Jerusalem website) on human rights violations and obstacles to humanitarian actions by Israeli authorities, and implemented advocacy actions.

14.2.2 Mechanisms and Procedures

For MoFA/DGCS

- Continue to simplify the procedures, distinguishing between two types of intervention (interventions aiming at addressing pure emergency situations/interventions linking emergency to development and strengthening the capacity to respond to crisis in long term chronic emergency situations);

- Identify specific tool for immediate response to acute emergencies: availability of local funds, simplified procedures;
- Selection of the indicators: plan for a post-selection phase for indicators' review, in order to ensure homogeneity and appropriateness to information needs of UTL's and MoFA's monitoring system;
- Application forms: review the monitoring reports format to verify their capacity to respond to the information needs and aiming at simplifying the formats;
- Intervene on transparency: strategic documents clarifying the general choices, open calls, and more precise selection grids.

14.2.3 Operational Environment

For MoFa /DGCS - UTL

- Invite the Italian Consulate in Jerusalem to provide detailed information on the environmental constraints to the operation of the Italian Cooperation in the Palestine Territories and on the measures taken to overcome them and to ensure the timely execution of the interventions within the framework of the Italian Cooperation's action plans;
- Invite the Italian Consulate in Jerusalem to provide greater support to the expatriate staff (NGO and mission expert) in reaching the location of the intervention. The same action is recommended for the introduction of goods and equipment required for the programmes' implementation;
- Provide sufficient and updated information on the MoFA's website on the problems for the implementation of the emergency interventions due to the constraints imposed by the Israeli Government.

14.2.4 Sustainability

For MoFA/DGCS

- Ensure continuity to actions, both through longer duration programmes and through longer-term strategies for emergency programmes;

For UTL

- Maintain the partnership based approach with well rooted and specialized local actors, in order to guarantee continuity of action, inclusion in a more extensive planning, and long term commitment;
- Include institutional strengthening actions, involving local institutions and prioritizing, in line with GHD, populations' needs over political considerations (such as the radical version of the "no contact policy").

14.3 RECOMMENDATIONS ON CROSS-CUTTING ISSUES

14.3.1 Gender Issues

For MoFA/DGCS

- Provide resources and tools to strengthen the mainstreaming of gender issues into emergency programmes;

For UTL

- Ensure consistent application of the mainstreaming approach;
- Promote dialogue with the NGOs on monitor and evaluation of gender strategies;
- Improve coordination between the Italian Cooperation's programmes, using available resources (gender experts), to ensure a shared vision and appropriate mainstreaming tools in all Programmes, including the Emergency Programmes;
- Provide a multidimensional view of gender equality/equity and women's empowerment (education, vocational training, access to resources and businesses, women's rights in a human-rights perspective);
- Make sure the programme's documents (guidelines, plans, monitoring reports) use a shared language, in keeping with current thinkin on gender issues.

For NGOs

- Identify opportunities and tools (training, knowledge sharing) to improve the inclusion of gender issues in the projects (mainstreaming and specific activities);
- Improve gender-monitoring tools (consistent indicators, disaggregated data, updated indicator status, effects tracking, evaluation of strategies for effectiveness).

14.3.2 Inclusion of the Disability Issue into Cooperative Actions

The following recommendations aim at identifying the most urgent actions towards the design of a strategy in line with the 5 pillars of the Action Plan:

For MoFA/DGCS

- Allocate reference experts at local level to advice on how to mainstream disability throughout all interventions (design, implementation, monitoring and evaluation), as for the gender mainstreaming;

For UTL:

- Involve Palestinian civil society organisations and Italian NGOs in the definition of a strategy to improve the capacity to address disability issues across all Italian Cooperation's actions;
- Develop educational campaigns on disability and development for the UTL staff as well as for the organisations involved in the projects (ONGs, partners);
- Confirm among priorities: inclusive education, vocational training, awareness raising (advocacy);
- Analyse accessibility to the UTL premises and to the main services supplied, aiming at initiating a process for the removal of any barrier to access.

For NGOs:

- Include disability issues in staff training (inclusive design);
- Share the educational and awareness-raising material produced by the projects with the UTL and other NGOs.

14.4 ACCOUNTABILITY AND LEARNING SYSTEMS

14.4.1 Monitoring system

For MoFA/DGCS

- Clarify the concepts and instruments used for monitoring, drawing a clear distinction between implementation-based monitoring and indicator-based monitoring;
- Review the monitoring reports' formats, to verify their capacity to satisfy information needs, aiming at further simplification.

For UTL

- Plan a phase for the revision of indicators after the approval of the project proposals (using indicators negotiation instead of a compliance approach);
- Redefine the characteristics of monitoring reports: language, implementation-based monitoring and indicator-based monitoring;
- Make sure the indicators are appropriate for each level of results.

For NGOs

- Improve the definition of indicators per level of result, making sure indicators are also provided for the level of expected long-term change;
- Ensure continuity in the update of indicators;
- Improve capacity of analysis of effectiveness based on the indicators;
- Identify and monitor long-term change.

14.4.2 Evaluation

For Office IX - Evaluation and MoFA/DGCS

- Involve the different components of the partners' network in the definition of the evaluations' goals and contents, in order to improve shared knowledge on the outcomes of the evaluation;
- Define a timeline and tools to monitor the level of implementation of the accepted recommendations.

14.4.3 Accountability

Accountability towards taxpayers

For MoFA/DGCS

- Provide the public with access to accurate and updated information on the damage caused by the Israeli Government's actions to the facilities and equipment provided by the Italian Cooperation in Palestine (through the Italian Cooperation website);
- Start a process for the systematic identification of damages caused by the Israeli Government's actions against facilities and equipment provided by the Italian Cooperation in Palestine, and bring to the attentions of political decision-makers the claims for damages.

For UTL

- Provide accurate and updated information about the damage caused by the Israeli Government's actions to the facilities and equipment provided by the Italian Cooperation in Palestine (through the Italian Cooperation website).

Towards the local population

- See the recommendations for the human rights-based approach.

ANNEXES

ANNEX 1 - METHODOLOGY

EVALUATION SCOPE AND PURPOSE

Subject of the evaluation. Subjects of the evaluation are the Programmes "Emergency Initiative for the support of the resident population in the Gaza Strip and East Jerusalem (AID 9310-9555), funded by the Italian Ministry of Foreign Affairs - Italian Cooperation for Development carried out in 2010 and 2011, respectively

EVALUATION APPROACH

The evaluation methodology relies on three pillars:

- The analysis of the theory of change for the emergency Programme as a whole and for each of the selected projects, identifying strengths and weaknesses in the results chain. At each level the framework of principles and strategic objectives has been outlined, intermediate and final effects have been compared to the expected, and the strategy adopted has been analysed;
- The use of mixed methods and the triangulation of sources and data: the evaluation team has collected data using different methods and drawing from different sources (available internal and external documentation, monitoring data, interviews to key informants, group discussion, observation).
- A gender mainstreaming perspective, analysing the level of contribution of both Programmes and selected projects have been assessed, the strategy adopted to promote gender equality, the contribution to the changes in women's lives, and the monitoring approach used by the projects.

The overall objective of this evaluation is to provide relevant, concrete and feasible recommendations to improve the design of future intervention by the MoFA to support the Palestinian people. Recommendations have been formulated for each topic of the analysis, then resumed in the final part of the report.

STAKEHOLDERS' INVOLVEMENT IN THE EVALUATION PROCESS

The following distinct categories of stakeholders have been involved:

- *Project Beneficiaries* - people directly and/or indirectly targeted by the projects;
- *Partners* - local organizations and institutions and groups playing a role in the thematic sectors involved in the Emergency Programmes at different levels;
- *General stakeholders* - groups and individuals not directly involved in the programmes, but having access to information and able to express qualified positions;
- *Implementing agencies* - Italian and National NGOs directly involved in project implementation including managers, staff, and others.

The different categories of stakeholders are involved in the evaluation process using a differentiated approach:

- UTL and NGOs have been involved from the beginning of the evaluation process by providing them with preliminary information on the evaluation process (sharing of the methodology, interviews and documents collection);
- Local partners, and other stakeholders have been involved through the interviews, two focus groups (one in the Gaza Strip and one in Jerusalem) and two final workshops one in the Gaza Strip and one in Ramallah;
- Beneficiaries have been reached through field visits and interviews.

A further phase of involvement is the discussion of the preliminary results (final report), carried out by sharing the final report (in Italian and English version) with UTL, NGOs and partners and the final workshop held in Rome on 4th March 2015.

PROJECTS' SELECTION

According to the TOR and the Technical Proposal, 8 projects were to be selected for in depth analysis. Eventually (during the preliminary meeting in Rome) the Contracting Authority and the Evaluation Team agreed upon extending the number of projects to be evaluated up to 9 (6 in the Gaza Strip and 3 in East Jerusalem, to include some aspects of interest that would otherwise not be scrutinized).

The higher number of project in the Gaza Strip rather than East Jerusalem is due to the priority that this area received by the Programmes to be evaluated: the Programme 9310 was exclusively developed in Gaza Strip (14 projects), the Programme 9555 included 4 projects in East Jerusalem, 1 in both East Jerusalem and Gaza Strip, 11 in Gaza Strip (total: 16 projects).

The selection of the project was carried out during a meeting held in Rome on 24th July 2014, with the participation of representatives of the Evaluation Office (Ufficio IX) and of the Emergency programmes of the DGCS.

Table 1. List of participants for project selection

Name	Institutione
Tiziana Lucidi	MoFA/DGCS - Ufficio IX - Evaluation
Renzo Sabatini	UTC - Emergency Thematic Area
Marta Collu	UTC - Emergency Thematic Area
Paola Pucello	UTC - Emergency Thematic Area
Mariateresa Calabrese	TIMESIS s.r.l.
Daniela Antonacci	TIMESIS s.r.l.

The projects were selected through a *purposeful sampling*, selecting those projects having the largest potential for advancing the understanding of the capacity of the Programmes to contribute to the overall aim of supporting Palestinian people, especially vulnerable people.

The selection was eventually completed based on the following criteria:

- a) Inclusiveness, in terms of sectors of intervention (Health, Agriculture & Food Security, Water, Environment & Territorial Management, Instruction, Vulnerable groups' protection, women empowerment & capacity building);
- b) covering different geographical areas of the Gaza Strip;
- c) projects of the Programme 9555 representing a continuation of projects carried out in the framework of the pProgram 9310, whose results could also provide additional information;
- d) Projects including aspects of interest of the MoFA/DGCS for the design of further actions on priority aspects (such as supporting disabled persons, or women, which are included as priorities within the Italian International Cooperation strategies), or topics where a deep understanding was needed before defining future actions (such as the actions on waste management), or having applied an innovative approach.

TOOLS FOR DATA COLLECTION

The following tools have been used for data collection, selected according to their appropriateness to the evaluation questions and aiming at increasing the stakeholders' participation to the evaluation:

- documentation review (policy documents, project documentation, monitoring reports), aiming at analyzing project consistency with existing policies, and gathering data on project results and implementation;
- field visits and observation, aimed at enlarging the evaluator's perspective and at facilitating the identification of issues for the analysis;
- open interviews addressed to both groups and individuals, covering all the topics useful to answer the evaluation questions see guidelines in Annex 6, specifying the differentiated focus depending on the group of stakeholders to interview);
- focus groups: 2 focus groups were carried out, one in Gaza City (27/11/2014) and one in Jerusalem (04/12/2014), whose objective have been to discuss how to improve the effectiveness level of the interventions of the Italian Cooperation, and to gather perceptions and indications by stakeholders on strategic issues related to Development and Emergency interventions (see Annex 5, attendance list)

EVALUATION PHASES

The evaluation has been carried out in 4 phases:

Phase 1 - Start-up, desk review and Inception report

- a *Project selection*. This phase has been completed on 24/07/2014 with the selection of relevant projects;
- b *Retrieval and examination of the documentation*: i) selected project related documents, ii) other

relevant documents (Country Strategy Papers, policy, statistics etc.) available via Web (sites and databases of national and international bodies) and / or available at the institutions directly or indirectly involved in the projects (Ministries, Municipalities, Civil Society in Italy and in the target countries). All the relevant documentation was retrieved and used for the preparation of the Inception Report and to analyse the background for the Programmes evaluation (see Annex 2: list of documents reviewed for further information);

C Inception Report preparation

The report was delivered on 16/10/2014 and discussed with the Contracting Authority and representatives of the UTC and DGCS during the meeting held in Rome on 28/10/2014.

d Phase 2 preparation

- production of technical documents: project summary sheets, guidelines for data collection, interviews and focus groups, checklists.
- organization and logistics of the mission: contacts with relevant local parties, agenda of the mission preparation, procedures for obtaining travelling documents.

Phase 2 - In-depth analysis

Comprehensive analysis of the collected documents during Phase 1, including project and Programmes documents, national strategies, and relevant thematic information. The review was conducted using proper designed review protocols, and through continuous communication with team members to ensure a coherent and shared approach and vision.

Phase 2 - Field mission, Data collection, Preliminary analysis and restitution to stakeholders

The field mission has been carried out in the Gaza Strip and East Jerusalem from 15/11/2014 to 9/12/2014:

- Jerusalem (15-17/11/2014);
- Gaza Strip (17-28/11/2014). Participants: Mariateresa Calabrese (Team Leader); Daniela Antonacci (Administrative Coordinator); Mohamed Eila (Local Expert);
- 27/11/2014, Gaza City. Restitution workshop with the participation of Programme's stakeholders;
- East Jerusalem and Ramallah (28/11/2014 and 09/12/2014). Participants: Mariateresa Calabrese (Team Leader); Daniela Antonacci (Administrative Coordinator); Rima Awad and Monther Hind (Local Experts);
- 8/12/2014, Ramallah: Restitution workshop with the participation of Programme's stakeholders.

Phase 3 - Final Analysis and Reporting

- Final Report preparation (preliminary version): 28/01/2015;
- Final workshop at the DGCS to present and discuss the final report to national stakeholders: 4th of March 2015
- Final Report approval

Phase 4 - Communication and Dissemination.

Support to the DGCS on the preparation of information material to be disseminated at the national stakeholders (Italian) and local (Palestinian) on the results of the evaluation.

THEMATIC AREAS OF ANALYSIS

Four main thematic areas of analysis have been identified:

- Emergency Programmes approach: both intervention strategies and approaches adopted by the Italian Cooperation during the Programmes implementation have been assessed;
- Relevance: in terms of alignment with International Principles, national Strategies and Plans and answer to beneficiaries' priorities and needs
- At project level, an in-depth evaluation has been carried out on the 9 selected projects based on the evaluation criteria: relevance, efficiency, effectiveness, sustainability (two additional criteria have been added, as added value, and participation and ownership)
- The report includes also a brief discussion per each selected project in which specific issues has been discussed.

Moreover, it was included the analysis on the Programmes and projects capacity to deal with some cross-cutting issues, namely accountability, gender, environmental sustainability and the inclusion of the issue of disability in development cooperation.

In addition, the monitoring system has been analyzed in terms of both project and programme, evaluating the quality and use of monitoring instruments (methods, procedures and indicators).

EVALUABILITY ASSESSMENT / CHALLENGES TO THE EVALUATION

During the preliminary phase of the evaluation, along with the collection of documentation, an evaluability assessment has been carried out to determine the data availability and access to information and project sites.

Given the current situation in the Gaza Strip, after 3 months of the last Israeli military attack (ended on 24/08/2014), the evaluation team carried out preliminary interviews through email and skype to evaluate the feasibility (access to project sites) and the opportunity of the implementation of the field mission in the foreseen period (access to local project actors), and the availability of information.

Based on the implemented analysis, the following constraints have been identified:

- Difficulty in accessing and moving among different areas in the Gaza Strip;
- Post-crisis environment affecting beneficiaries living conditions and project sites

As a consequence, during the preliminary phase, the evaluation team decided to adopt a methodology based on first of all identification of current conditions of the different categories of beneficiaries, avoiding the use of an intrusive approach to gather quantitative data during interviews.

As for the mobility in Gaza, project sites were visited and a large number of partners and beneficiaries were met. However, within the evaluation, taking into account the peculiar living conditions of the beneficiaries as a result of the last Israeli military attack (July August 2014) was mandatory. Despite this, the field mission allowed obtaining the necessary information to accomplish the foreseen tasks.

A further challenge was to ensure consistency during the evaluation process (use of same criteria, framing of the individual intervention into overall programme) due to the multi-sectorial and multisite character of the Programme. Those characteristics, while preventing a deeper analysis of some project issues, have allowed identification of relevant problems and perspectives to the formulation of recommendations.

Finally, the last aspect addressed is what can be defining an insufficient ownership of the evaluation. Although positive attitude has been observed among stakeholders (UTL, NGOs, local partners, beneficiaries, and other stakeholders), the preliminary information available before the launch of the evaluation process, especially for UTL and NGOs representatives, was not sufficient to allow them to play a more active role.

An analysis of the issue and relevant recommendations are contained in Chapter 11, with the aim of using the lessons learned from this mission in the design of future evaluations.

ANNEX 2 - AGENDA OF THE FIELD MISSION

Date	Place	Activity	Participants
15/11/2014	Pisa - Tel Aviv - Jerusalem	Travel	
16/11/2014	Jerusalem	interviews, field visit	Project ARCS 9555
	Jerusalem	interviews, field visit	Project COOPI 9555
17/11/2014	Jerusalem - Gaza Strip	Travel	
18/11/2014	Gaza City	interviews, field visit	Project COSPE 9310
	Gaza Strip	interviews, field visit	Project Oxfam It 9555
19/11/2014	Umm al Nasser	interviews, field visit	Project VdT 9555
	Gaza City	Interview	Project CISS 9555: Country Representative
20/11/2014	Gaza City	interviews, field visit	Project COSPE 9310
	Gaza Strip	interviews, field visit	Field visit UAWC
22/11/2014	Umm Al Nasser	Interviews, field visit	Project VdT 9555
23/11/2014	Gaza City	interviews, field visit	COOPI 9310
24/11/2014	Gaza City	Focus group	Stakeholders
25/11/2014	Jabalia	interviews, field visit	Project TdH 9555
	Gaza Strip/Nord	interviews, field visit	Project ACS 9555
26/11/2014	Jabalia/Gaza City	Interviews	Project TdH 9555
	Rafah/Khan Younis	interviews, field visit	Project Overseas 9555
27/11/2014	Sede UAWC, Gaza City	Workshop	Stakeholders
28/11/2014	Gaza Strip - Gerusalemme	Travel	
29/11/2014	Silwan, Jerusalem	interviews, field visit	Project ARCS 9555
	UTL Jerusalem	Intervista	Director UTL
30/11/2014	UTL Jerusalem	Intervista	Director UTL
01/12/2014	CBO Women center, Shuafat refugee camp	interviews, field visit	Project StC 9555
	Jerusalem	interviews, field visit	Project COOPI 9310
02/12/2014	UTL Jerusalem	Focus group	Stakeholders
	Ramallah	Interviews	Project COSPE 9310 Project TdH 9555
03/12/2014	Burj al Luq luq centre	interviews, field visit	Project ARCS 9555
04/12/2014	Al bustan, Silwan	Interviews	Project ARCS 9555
05/12/2014	UTL Jerusalem	Interviews	Gender Unit Coordinator
06/12/2014	Beit Hanina, Jerusalem	Interviews	Project StC 9555
08/12/2014	PIAC, Ramallah	Workshop	Stakeholders
09/12/2014	Jerusalem - Tel Aviv - Pisa	Travel	Italian experts

ANNEX 3 - LIST OF DOCUMENTS REVIEWED

GENERAL DOCUMENTATION

a) Italian Cooperation

- MoFA Italian Development Cooperation - Palestinian Territory, Plan 2011 - 2013
- Document "The Italian Cooperation in the Palestinian Autonomous Territories" available at UTL of Jerusalem
http://www.gerusalemme.cooperazione.esteri.it/utlgerusalemme/Download/presenza_italiana/craxi_20schede_0.pdf;
- Guidelines "La Valutazione in itinere ed ex post", 2009 of Official Development Aid, MoFA DGCS
- MoFA /DGCS (March 2014), *Guidelines Italian Cooperation 2014-2016*
- Plan of the Italian Cooperation in TAP 2010/ 2012
- OECD Development Co-operation (2014), *Peer Review Italy 2014*
- OECD (2013a), *Memorandum of Italy Submitted to the DAC in View of the Peer Review of Italy*, OECD, Paris

b) References in Emergency issues

- EU Directorate-General For External Policies Policy Department (2012), *Linking relief, rehabilitation and development: Towards more effective aid*, DG EXPO/B/PolDep/Note/2012_74 July 2012, Policy briefing
- European Commission (2012) *The EU Approach to Resilience: Learning from Food Security Crises*, Communication from the Commission to the European Parliament and Council
- Working group DGCS-ONG Guidelines of humanitarian aid *Good Humanitarian Donorship Initiative Principles and Good Practice of Humanitarian Donorship (2012-2015)*
- World Conference on Disaster Reduction (18-22 January 2005), *Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters (Hyogo Framework for Action)*
- Fourth high level forum on aid effectiveness (2011), *Busan partnership for effective development co-operation*

c) International AID

- United Nations Development (2014), *Assistance Framework in the occupied Palestinian territory*
- UN/OCHA oPt (2014), CAP 2013
- UN/OCHA oPt (2010), *CAP 2011 FACT SHEET November 2010*
- UNDP (2009), *Early Recovery Cluster/Network oPt*, Factsheet

d) Crosscutting issues

Gender equity

- UNIFEM report (2009)
- MoWA and UN (2010), *Cross-Sectoral National Gender Strategy: Promoting Gender Equality and Equity 2011-2013*
- Human Development Report for Arab States (2005)
- MoWA (2010), *The National Strategic Plan for Combating Violence against Women 2011-2019*
- Women's Affairs Centre website (<http://wac.org.ps/en/>)
- Hammami R. et al (2009) *Report Voicing the needs of Women and Men in Gaza. Beyond the aftermath of the 23 day Israeli military operations* - UNIFEM www.unifem.org
- MoWA/UN (2011) *Cross-Sectoral National Gender Strategy 2011-2013*

Introduction of disability theme in the Italian Cooperation

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- Rami Zurayk, Anne Gough, Ahmad Sourani, Mariam Al Jaajaa (2012), *Food Security Challenges and Innovation: The Case of Gaza*, Arab Group for the Protection of Nature, High Level Expert Forum on Food Insecurity in Protracted Crises, Roma 13-14 Settembre 2012
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Vocational training

- The Palestinian National Authority (2010), *Palestinian National Plan 2011-2013. Labor Sector Strategy*.
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- Ministry of Education and Higher Education (July 2008), *Palestine Educational Development Strategic Plan 2008-2012*

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- GIZ (2014), *Country profile on the solid waste management situation in Occupied Palestinian Territories*

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- Assemblea Generale delle Nazioni Unite (1959, 1989) *Dichiarazione dei Diritti del Fanciullo*
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- MoH (2010) *Palestinian National Health Strategy 2011-2013*
- NORAD (2012), *Mainstreaming disability in the new development paradigm - Evaluation of Norwegian support to promote the rights of persons with disabilities*
- PNA (1999), *Palestinian Disability Law*
- WHO (2010), *Community based rehabilitation guidelines* (www.who.int/disabilities/cbr/guidelines/en/)

ANNEX 4 - LIST OF INTERVIEWED PEOPLE

A- UTL and NGO

	Name	Institution Organization	Functions	Date	Contacts
Italian Cooperation					
1	Vincenzo Racalbuto	UTL	Director	29-30/11	racalbuto@itcoop-jer.org
2	Emanuela Pilati	UTL	Emergency Programme Coordinator	7, 14/11	pilati@itcoop-jer.org
3	Vanessa Rossi	UTL	Emergency Programme Assistant	13/11	rossi@itcoop-jer.org
4	Gian Pietro Testolin	UTL (Afghanistan)	Previous Emergency Programme Coordinator	2/11	gianpietro.testolin@coopitaforafghanistan.org
5	Carla Pagano	UTL	Gender Unit Coordinator	12/11	pagano@itcoop-jer.org
6	Elena Clemente	Italian Consulate General in Jerusalem	Deputy Consul	29/11	elena.clemente@esteri.it
NGO of selected projects					
7	Ilaria Masieri	TdH	Country Representative	6/11	palestina@tdhitaly.org
8	Piera Redaelli	TdH	Program manager, TAP & Libano	8/11	p.redaelli@tdhitaly.org
9	Valeria Moro	COOPI	Country Representative	10/11	moro@coopi.org
10	Sabrina Munao	COOPI	Referente Paese	11/11	munao@coopi.org
11	Marco Caniato	COOPI	Environmental expert	11/11	caniato@coopi.org
12	Roberto Cerrina	Overseas	Country Representative	13/11	progetti@overseas-onlus.org
13	Adriana Zega	Overseas	Previous project coordinator 9555	30/11	adriana.zega@gmail.com
14	Dario Franchetti	VdT	Country Representative	6/11	dario.franchetti@ventoditerra.org
15	Gianni Toma	COSPE	Middle East Programme Officer	7/11	toma@cospe-fi.it
16	Lara Colace	COSPE	Country Representative	4/11	lara.cospepal@gmail.com
17	Federico Lanzerin	ARCS	Programme manager 9310-9555	12/11	lenzarini@yahoo.com/+505 86461103
18	Manuela Gallo Contino	ARCS	Contact person	11/11	gallocontinomanuela@gmail.com
19	Maria Luz Larosa	StC	Regional Programme Officer	13/11	marialuz.larosa@savethechildren.org
20	Sara Valerio	StC	Country Representative, project coordinator	13/11	Sara.Valerio@savethechildren.org
NGOs of non selected projects					
21	Meri Calvelli	ACS	Country Representative	25/11	meri.calvelli@gmail.com
22	Tatjana Bassanese	ACS	Desk Officer	25/11	coordinamento@acs-italia.it
23	Alessandra Rossi	AISPO	Country Representative	12/12	rossi.alessandra@hsr.it
24	Annamaria Cervai	AISPO	Country Administrator	7/12	cervai.annamaria@hsr.it
25	Carla Benelli	ATS	Country Representative	10/11	c.benelli@proterrasancta.org
26	Salvo Maraventano	CISS	Country Representative	19/11	s.maraventano@cissong.org jerusalem@cissong.org
27	Adriano Lostia	EDUCAID	Country Representative	24/11	adriano.lostia@educaid.

					it
<i>Other organizations</i>					
28	Ciro Fiorillo	FAO	Director	2/12	ciro.fiorillo@fao.org
<i>Interviewes requested but not carried out</i>					
29	Matteo Crosetti	Oxfam iT	Previous project coordinator 9555	n/a	matteo.crosetti@oxfam.it
30	Luca De Filicaia	GVC	Country Representative	n/a	luca.defilicaia@gvc-italia.org

B- PROJECTS

	Name	Institution Organization	Functions	Date	Contacts
TdH 9555					
1	Aed Yaghi	PMRS	Director of Gaza headquarter	26/11	pmrs.gaza@gmail.com
2	Bassam Zaqout	PMRS	Project manager locale	25/11	z.bassam@gmail.com
3	Ghassan Zaqout	PMRS	Jabalia centre Coordinator	26/11	0599478906
4	Mustafa Ahmed Husein Abed	PMRS	Jabalia RBC centre Coordinator	25/11	cbrcbr10@gmail.com
5	Naela Issa	PMRS nutrition	Social worker (F)	26/11	n/a
6	Rania Abu Jalala	PMRS nutrition	Social worker (F)	26/11	n/a
7	Amra Ferajj	PMRS nutrition	Obstetrician	26/11	n/a
8	Ayda Abu Libia	PMRS nutrition	Social worker (F)	26/11	n/a
9	Marwan Dardwna	PMRS nutrition	Lab tehnician (M)	26/11	n/a
10	Wael Abu Aoun	PMRS nutrition	Physician (M)	26/11	n/a
11	Faris Abu Hajar	PMRS - RBC	Fisioterapista (M)	25/11	n/a
12	Aysha El Daour	PMRS - RBC	Fisioterapista (F)	25/11	n/a
13	Fatima AlMashharawi	PMRS - RBC	RBC worker	25/11	n/a
14	Wafa Hmiad	PMRS - RBC	RBC worker	25/11	n/a
15	Mohamed Salman	PMRS - RBC	RBC worker	25/11	n/a
16	Mr. Ibrahim El-Hao	disability issue	Beneficiary	25/11	n/a
17	Mr. Hani Ahmed	disability issue	Beneficiary	25/11	n/a
18	Wasfi AlAzrak	disability issue	Beneficiary	25/11	n/a
19	Karima Abu kashif	disability issue	Beneficiary (F)	25/11	n/a
20	Hiba El-Hinawi	disability issue	Beneficiary (F)	25/11	n/a
21	Sabreen El-Athamna	disability issue	Beneficiary	25/11	n/a
22	Nirvat El-Shiekh	disability issue	Beneficiary	25/11	n/a
23	Najat Abu Sief	disability issue	Beneficiary (F)	25/11	n/a
24	Deia El-Kafarna	disability issue	Beneficiary	25/11	n/a
25	Nizar Shabat	disability issue	Beneficiary (F)	25/11	n/a
26	Hassan Abu Zubida	disability issue	Beneficiary	25/11	n/a
27	Abed Abu Quda	disability issue	Beneficiary	25/11	n/a
28	Nuhand Afana	disability issue	Beneficiary	25/11	n/a
COOPI 9310					
29	Mr. Abedelrahim Abu Elqumboz	EHD Gaza City Municipality	General Director	23/11	0599815622
30	Dr. Bassam Alzain	PEDCOM	Director	23/11	08-2474404 0592566614
31	Ahed Al Hato	Solid Waste transfer unit	Unit Responsible	23/11	n/a
32	Ali Al Bihagi	Solid Waste	Technician	23/11	n/a

		transfer unit			
33	Issam Kilan	Mechanic workshop	Engineer Maintenance		
34	Mohamed abu Nahel	Raccolta plastic	Collector/second hand dealer	23/11	n/a
35	Baker Sakani	Raccolta plastic	Collector/second hand dealer	23/11	n/a
36	Amer Rifi	Raccolta plastic	Collector/second hand dealer	23/11	n/a
37	Bassam El Zain	PEDCOM	Director	23/11	n/a
38	Mohib El Masry	PEDCOM	Project Coordinator	23/11	n/a
39	Shereen Abed El Aziz	PEDCOM	Field assistant	23/11	n/a
40	Hiyam Abu jarad	PEDCOM	Field assistant	23/11	n/a
41	Mosbah El Zain	PEDCOM	Field assistant	23/11	n/a
42	Alaa El Habeel	PEDCOM	Trainer	23/11	n/a
43	Ali Kilani	PEDCOM	Trainer	23/11	n/a
44	Nisma El Said	PEDCOM	Field Coordinator	23/11	n/a
45	Amal El Riad	environmental awareness	Beneficiary (F)	23/11	n/a
46	latimad Thaher	environmental awareness	Beneficiary (F)	23/11	n/a
47	Somood Albrauai	environmental awareness	Beneficiary (F)	23/11	n/a
48	Saedallah Alradee	environmental awareness	Beneficiary	23/11	n/a
49	Mohammed Abu Dayer	environmental awareness	Beneficiary	23/11	n/a
50	Sara Alasi	environmental awareness	Beneficiary (F)	23/11	n/a
51	Amera Mady	environmental awareness	Beneficiary (F)	23/11	n/a
52	Khitam ElZain	environmental awareness	Beneficiary (F)	23/11	n/a
53	Hyat Dawas	environmental awareness	Beneficiary (F)	23/11	n/a
54	Amal El-Radee	environmental awareness	Beneficiary (F)	23/11	n/a
	Overseas 9555				
55	Sharif Hamada	UAWC	Project Coordinator	26/11	sharif_nor@hotmail.com
56	Akram Dir	UAWC	Rafah local Comitee	26/11	n/a
57	Halima Dir	n/a	Beneficiary	26/11	n/a
58	Ahmed Dir	n/a	Beneficiary (serre)	26/11	n/a
59	Ibrahim Dir	n/a	Beneficiary (serre)	26/11	n/a
60	Bassam Al Ghadi	n/a	Beneficiary (serre)	26/11	n/a
61	Brahim Ramadan Dir	n/a	Beneficiary (BZ)	26/11	n/a
62	Nidal Kudah	UAWC	Khan Younis local Comitee	26/11	n/a
63	Yusuf Ahsani	n/a	Beneficiary (BZ)	26/11	n/a
64	Jaber Annaja	n/a	Beneficiary (BZ)	26/11	n/a
65	Mohamed Irjila	n/a	Beneficiary (BZ)	26/11	n/a
66	Mohammed Elbakri (Abu Bashar)	UAWC	Director	18/11	info@uawc.net
67	Basheer Ankah	UAWC	Project designer	20/11	ankah@uawc-pal.org

Oxfam It 9555					
68	Wasim Ashour	Oxfam It	Coordinatore logistico	18/11	wasim.aswhour@oxfam.it
69	Nora abu Said	n/a	Beneficiary (F)	18/11	n/a
70	Zana Abu Said	n/a	Beneficiary (F)	18/11	n/a
71	Mahoud Abu Said	n/a	Beneficiary (F)	18/11	n/a
72	Said Al Hasani	UAWC	Field Coordinator	18/11	n/a
73	Ramdan Abu Quliba	n/a	Beneficiary	18/11	n/a
74	Medihat Abu Quliba	n/a	Beneficiary	18/11	n/a
75	Iyad Abu Quliba	n/a	Beneficiary	18/11	n/a
76	Abed Al Baro Abu Quliba	n/a	Beneficiary	18/11	n/a
77	Abed Al Fatah Abu Quliba	n/a	Beneficiary	18/11	n/a
78	Abed Al Gani Marouf	n/a	Veterinary	18/11	n/a
COSPE 9555					
79	Amal Kreishe	PWWSO	President of the Ramallah seat	2/12	amalkreishe@yahoo.com
80	Wejdan Bayoumi	PWWSO	Local Coordinator and Center Coordinator	18,20/11	wejdanelbayoumi@gmail.com
81	Zainab Elghunami	Centre for Women's Legal Research & Consulting	Centre Coordinator	18/11	z_ghonaimy@hotmail.com
82	Hanan Siam	CRG	Help desk Coordinator	20/11	n/a
83	XX (F)	help desk	Beneficiary (F)	20/11	n/a
84	Gahalia El Hashaisha	Jabalnia workshop	Beneficiary (F)	20/11	n/a
VdT 9555					
85	Abu Tarek	Umm al Nasser Municipality	Mayor	19/11	n/a
86	Nahed Kuhail	School	Local Coordinator and Social worker	19/11	n/a
87	Sobhi Nasser	School	Local engenieer	19/11	n/a
88	Fatima Abu Rasheed	School	Educator staff Coordinator	22/11	n/a
89	Assma Abu Deheil	School	Educator	22/11	n/a
90	Islam el Samana	School	Educator	22/11	n/a
91	Samah Abu Ghararah	School	Educator	22/11	n/a
92	Amal Safra	School	Educator	22/11	n/a
93	Fida'a Abu Qleeq	School	Educator	22/11	n/a
94	Ansaf al Abraç	School	Educator	22/11	n/a
95	Fadela al Trabeen	School	Educator	22/11	n/a
96	Rehab Rehan	School	Social worker	22/11	n/a
97	madri di bambini (7)	School	Beneficiaries	19/11	n/a
98	Entisar Abu Rawa'a	School	cook	22/11	n/a
99	Wafa'a Abu	School	cook	22/11	n/a

	Dehail				
100	Ebtisam Salim	School	cook	22/11	n/a
101	Fayiza Abu Ghararah	School	cook	22/11	n/a
102	Amna Abu Hashish	School	cook	22/11	n/a
ARCS 9555					
103	Mazen Jabari	YDD	Director	16/11	ydd_mazen@orienthouse.org
104	Manar Khdair	YDD	Local project manager	11,16/11	ydd_info@orienthouse.org
105	Daooud Al Ghol- Silwan	Nidal Centre	Nidal - UHWC Coordinator	29/11	daooud@gmail.com
106	Muntaser Dkaid	Burj al Luq luq centre	Director	16/11	admin@burjalLuqluq.org
107	Maali Idris	YDD	Social worker (F)	16/11	n/a
108	Omer X	Al Bustan centre	Educator	4/12	n/a
109	XX (F)	Silwan kindergarten	Educator (F)	29/11	n/a
110	A. (M)	Al Bustan, Silwan Community	Beneficiary centro Al Bustan	4/12	n/a
111	XX (F)	Silwan Community	Beneficiary (F) centro Al Bustan	4/12	n/a
Save the Children 9555					
112	SANA Bledi	PCC	Child protection Programme Director	1/12	00972 2902462
113	Mahdi Shalodi	PCC	Counsellor at the Shuafat camp CBO	1/12	00972 525135373
114	Eman Abu Eid	PCC	Counsellor at the Old city CBO	1/12	00972 549200533
115	H. (F - 15 anni)	PCC old city	Beneficiary (F)	6/12	n/a
116	A. (F - 13 anni)	PCC old city	Beneficiary (F)	6/12	n/a
117	D. (M - 12 anni)	PCC old city	benficiary	6/12	n/a
118	H. (F - 40 anni)	PCC old city	Beneficiary (F)	6/12	n/a
119	A. (M - 15 anni)	PCC old city	Benficiary	6/12	n/a
COOPI 9555					
120	Omar Garabli	Islamic Orphanage Industrial School	General Director		omaer_32@yahoo.com
121	Mr. Amin	Islamic Orphanage Industrial School	Public Relation Responsible	16/11	amin2011amin@live.com
122	Salah Abu Rmeileh	Islamic Orphanage Industrial School	Deputy Director	16/11	n/a
123	Issa Akel	COOPI	Project manager	16/11	n/a
124	Omar Salhab	Islamic Orphanage Industrial School	Graphic Design Trainer		n/a
125	Yusef Shalian	TVET League/Lutheran World Institute	Director	29/11	00970-548 227542
126	Hiyam Mousa	As Saraya centre	Director (F)	01/12	executive_director@al saraya-center.org
127	Rania Jarrallah	As Saraya centre	Program Manager	01/12	rania.jarallah@alsaraya-center.org

128	Layla Qirresh	As Saraya centre	Teacher	01/12	n/a
129	Nawal Abu Harthieh	As Saraya centre	Teacher	01/12	n/a
130	Ayoub Nawas		Student	08/12	n/a
131	Gruppo studenti (5)	graphic design course	Students	16/11	n/a
132	Gruppo studenti (10))	current beautician course	Students		n/a
ACS 9555					
133	Nidaa Abu Al Atta	PARC	Public relation	25/11	nidaa.atta@pal-arc.org
134	Amal Aboda	Field visit	Beneficiary (F)	25/11	n/a
135	Intizar Abou Ouda	Field visit	Beneficiary (F)	25/11	n/a
136	Naifa Tarabiin	Field visit	Beneficiary (F)	25/11	n/a
137	Fatma Bassioui	Group interview	Beneficiary (F)	25/11	n/a
138	Haya Assan	Group interview	Beneficiary (F)	25/11	n/a
139	Fayrouz Okasha	Group interview	Beneficiary (F)	25/11	n/a
140	Sahar Abu Ouda	Group interview	Beneficiary (F)	25/11	n/a
141	Osama Abu uda	Group interview	Beneficiary	25/11	n/a
142	Fatma Al Bassioui	Group interview	Beneficiary (F)	25/11	n/a
143	Huda Assam	Group interview	Beneficiary (F)	25/11	n/a

ANNEX 5 - ATTENDANCE LISTS TO FOCUS GROUPS

Focus group in the Gaza Strip

(24/11/2014, Educaid NGO seat, Abu Ghaliun 2, Gaza city)

Name and Surname	Institution and Organization	Functions
Meri Calvelli	ACS	Aid-worker
Tatjana Bassanini	ACS	Desk officer
Ziad Al Jerjami	Al Quds open University	Director
Maeen Sh. Al Eila	Al Quds open University	Public relations responsible
Issa Saba	Canaan Institution of new pedagogy	President
Zaher Hania	Canaan Institution of new pedagogy	Trainer
Sami Abu Omer	Centro italiano di scambio culturale	Collaboratore Centro italiano di scambio culturale
Salvo Maraventano	CISS	Country Representative
Adriano Lostia	Educaid	Country Representative
Abdelrahim Abu Elqumboz	EHD Gaza City Municipality	General Director
Nidaa Abu Al Atta	PARC	Public relations responsible
Wejdan Bayoumi	PWWSD	President
Mohammed Elbakri (Abu Bashar)	UAWC	Director

Focus group in Jerusalem

(2/12/2014, Jericho hall at the UTL, Sheik Jarrah, East Jerusalem)

Name and Surname	Institution and Organization	Functions
Meri Calvelli	AICS	Aid-worker
Annamaria Cervai	AISPO	Country Administrator
Alessandra Mussi	ARCS	Volontaria
Hiyam Mousa	As Saraya	Director (F
Carla Benelli	ATS	Country Representative
Stefano Gambini	GVC	Aid-worker
Adriana Zega	Overseas	Aid-worker
Marco Tinchelli	Oxfam It	Aid-worker
Lana Bandak	QADER	Direttrice
Ilaria Masieri	TdH	Country Representative
Daoud Ghaoul	UHAWC	Director
Dario Franchetti	VdT	Country Representative
Mazen Jabari	YDD	Director
Carlotta Malli	COOPI	Country Administrator

ANNEX 6 - ATTENDANCE LISTS TO FINAL WORKSHOP

Final wWorkshop

(4/03/2015, MAE/DGCS seta, Rome)

Nome	Istituzione/Organizzazione	Funzioni
Min. Fabio Cassese	DGCS	Deputy Director
Cons. Simone Landini	DGCS/Office IX	Deputy Director
Anna Rita Caselli	DGCS/Office IX	Evaluation manager
Tiziana Lucidi	DGCS/Office IX	Evaluation manager
Michele Morana	DGCS/Office IX	Evaluation manager
Marco Falcone	DGCS-UTC/Emergency	UTC Expert
Vincenzo Oddo	DGCS-UTC	UTC Expert
Marta Collu	DGCS/Office VI	Consultant
Vincenzo Racalbuto	UTL Jerusalem (videoconference)	Director
Tatjana Bassanese	NGO ACS	Desk Officer
Meri Calvelli	NGO ACS	Aid-worker
Silvia Stilli	NGO ARCS	Director
Sergio Cipolla	NGO CISS	President
Maura Viezzoli	NGO CISP	Director
Gianluca Falcitelli	NGO CISP	Regional Programme Officer (Asia and Middle East)
Gianni Toma	NGO COSPE	Regional Programme Officer
Adriano Lostia	NGO EducAid	Country Representative
Monica Mazzotti	NGO GVC	Programme Coordinator for Palestine
Roberto Cerrina	NGO Overseas	Country Representative
Riccardo Sansone	NGO OXFAM Italia	Programme Officer (Mediterranean Countries and Middle East)
Maria Luz Larosa	NGO Save the Children	Regional Programme Officer
Piera Redaelli	NGO Terre des Hommes	Programme Coordinator Palestine and Lebanon
Serena Baldini	NGO Vento di Terra	Vice-president