



# FINAL EVALUATION

**Occupied Palestinian  
Territory**

Thematic window  
Culture and Development

**Programme Title:**  
Culture and Development in the Occupied  
Palestinian Territory

# Prologue

This final evaluation report has been coordinated by the MDG Achievement Fund joint programme in an effort to assess results at the completion point of the programme. As stipulated in the monitoring and evaluation strategy of the Fund, all 130 programmes, in 8 thematic windows, are required to commission and finance an independent final evaluation, in addition to the programme's mid-term evaluation.

Each final evaluation has been commissioned by the UN Resident Coordinator's Office (RCO) in the respective programme country. The MDG-F Secretariat has provided guidance and quality assurance to the country team in the evaluation process, including through the review of the TORs and the evaluation reports. All final evaluations are expected to be conducted in line with the OECD Development Assistant Committee (DAC) Evaluation Network "Quality Standards for Development Evaluation", and the United Nations Evaluation Group (UNEG) "Standards for Evaluation in the UN System".

Final evaluations are summative in nature and seek to measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes. They also generate substantive evidence-based knowledge on each of the MDG-F thematic windows by identifying best practices and lessons learned to be carried forward to other development interventions and policy-making at local, national, and global levels.

We thank the UN Resident Coordinator and their respective coordination office, as well as the joint programme team for their efforts in undertaking this final evaluation.

MDG-F Secretariat

*The analysis and recommendations of this evaluation are those of the evaluator and do not necessarily reflect the views of the Joint Programme or MDG-F Secretariat.*

**Final Evaluation of the MDG-F Joint Programme for  
Culture and Development**

# Final Evaluation Report



**By: Khaled Rajab, Independent Evaluator**

**February 2013**

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*The views expressed are those of the author and do not necessarily reflect those of the involved UN Agencies. This report has been prepared as a result of an independent assessment by the consultant being contracted under the JP.*

## **List of Abbreviations:**

ERG	:	Evaluation Reference Group
FAO	:	United Nations Food and Agriculture Organization
JP	:	Joint Programme Culture and Development in occupied Palestinian territory
ICH	:	Intangible Cultural Heritage
M&E	:	Monitoring and Evaluation
MDG-F	:	Millennium Development Goals Achievement Fund
MDG-FS	:	Millennium Development Goals Achievement Fund Secretariat
MDGs	:	Millennium Development Goals
MoEHE	:	Ministry of Education and Higher Education
MoA	:	Ministry of Agriculture
MoC	:	Ministry of Culture
MoLG	:	Ministry of Local Governance
MoPAD	:	Ministry of Planning and Administrative Development
MoTA	:	Ministry of Tourism and Antiquities
MoWA	:	Ministry of Women's Affairs
MoYS	:	Ministry of Youth and Sports
MTRP	:	United Nations Medium Term Response Plan
NPPC	:	National Plan for the Palestinian Culture
NARC	:	National Agriculture Research Center
NSC	:	National Steering Committee
oPt	:	occupied Palestinian territory
PM	:	Programme Manager

PMC	:	Programme Management Committee
PMT	:	Programme Management Team
PNA	:	Palestinian National Authority
PNDP	:	Palestinian National Development Plan
PRDP	:	Palestinian Reform and Development Plan
SC	:	Steering Committee
UNDP	:	United Nations Development Program
UNEG	:	United Nations Evaluation Group
UNESCO	:	United Nations Educational, Scientific and Cultural Organization
UNSCO	:	Office of the United Nations Special Coordinator for the Middle East Peace Process
UNHSTF	:	United Nations Human Security Trust Fund
UNW	:	United Nations Entity for Gender Equality and the Empowerment of Women

## **Executive Summary**

In October 2012, UNESCO on behalf of other UN Implementing agencies (i.e. FAO, UNDP, and UNW) commissioned an independent evaluation consultant to carry out the Final Evaluation of the MDG-F Joint Programme for Culture and Development in the OPT.

This report presents the findings of the evaluation exercise with the aim to generate constructive discussion among the Programme partners including UN agencies and national ministries in addition to the MDG-F Secretariat to generate knowledge, identify best practices and lessons learned that could inform and guide future programming. The report is addressed mainly to the programme's partners and management including the Programme National Steering Committee (NSC), Programme Management Committee (PMC), and other related stakeholders.

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

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

More importantly, the evaluation followed UNEG/OECD norms and standards and ethical guidelines. Standard OECD/DAC evaluation criteria were used including relevance, ownership, effectiveness, efficiency and sustainability; Relevance focused on the appropriateness of the Programme to the needs and interest of the local population and communities while ownership looked at the degree of involvement, and buy-in by the national and local stakeholders during the different stages of the Programme. By efficiency we meant the assessment of the extent to which resources/inputs have led to the intended results and with effectiveness we tried to answer the question of what was the level of achievement of the different expected outputs and what were the major bottlenecks that were faced and may continue to face the implementation of the Programme. Finally, Sustainability refers to examining the probability of the Programme effects to continue in the long term, and what are the

specific elements that were included in the design and implementation of the Programme that could improve the sustainability of the interventions.

In terms of relevancy, the JP is fully aligned with the national priorities set by the PNA. It contributes to the PNA attempts to safeguard the national cultural heritage, and protect the Palestinian identity as part of the Palestinian struggle toward independence and severity. Both the design and implementation of the JP meet the needs of the Palestinians and address the structural as well as political obstacles that face the development of culture in Opt. However, the JP contribution toward achieving the MDGs is not clear, if not marginal.

For ownership, it is obvious that the various participatory tools that were used in the implementation of the different activities contributed in enhancing the collaboration and partnership among key stakeholders and the UN implementing agencies, which contributed to local partner's empowerment and commitment. In addition, by creating a good model of partnership and collaboration, the Programme was well received and supported by national and local stakeholders.

Regarding efficiency, this JP was one of the first collective UN programming in the oPT. For this reason, the process of managing and implementing such programme has been a learning exercise for both the UN agencies and the PNA ministries. The reduction of the original proposed budget by 75% left a significant impact on the efficiency and the ability to timely deliver the expected outputs. Although most of the activities were implemented at the end of the programme, this implementation had faced several delays particularly in the activities related to infrastructure and training. In addition, the inability to attract and maintain highly qualified staff for the JP (e.g. three PMs were changed, and the M&E Specialist was contracted on a part-time bases) contributed to the problem and added extra burden on the lead agency existing staff and resources.

The evaluation looked also at the level of achievement of each output of the JP and examined the activities conducted toward contributing to the intended outcomes. It can be concluded that the JP has managed to complete most of the activities and thus the outputs and indicators listed in the M&E framework have been fulfilled.

There is a strong potential of sustainability in the JP. Many outputs were already integrated in the national and local systems. It is apparent that many local partners including ministries and CSOs are committed to continue building on the achievements of the JP. A proper handover and exist strategy are needed to ensure the sustainability of the JP benefits.

A number of challenges were encountered during the implementation of the different activities; These include: the contextual challenges that face the Palestinian cultural sector, which were originally the motivation behind the design and implementation of the JP presented major obstacles during implementation; adapting a Joint

Programming approach among UN Agencies for the first time in OPT was a key challenge that faced the four UN agencies due to the specific culture of each agency as well as procedures that differs from one agency to another; the continuous change of representatives and focal points during the JP implementation which resulted in weakening the collective understanding of the vision behind the intervention as well as discontinuity in the implementation, and the low priority for some ministries of gender mainstreaming and inclusiveness of gender in planning and implementation of different activities.

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

## **Introduction**

In October 2012, UNESCO on behalf of other UN Implementing agencies commissioned an independent evaluation consultant to carry out the Final Evaluation of the MDG-F Joint Programme for Culture and Development.

This Evaluation Report is the conclusion of all fieldwork and data collection that took place during the past weeks. This report is considered to be the final deliverable of the assignment and aims at presenting the evaluation analyses and findings to the MDG-F Secretariat, UNESCO Office, the four UN implementing agencies as well as to relevant stakeholders and partners.

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

In addition, the evaluation approach relied on the standards of the Organization for Economic Co-operation and Development / Development Assistance Committee OECD/DAC in addition to the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation, and the Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance.

This report is structured according to the outline suggested by the assignment ToR. It includes an executive summary; purpose of the evaluation and methodology used; Description the Programme; Evaluation Analyses and Findings; lessons learned and recommendations. Additional Annexes were also included at the end of the report.

### **Purpose of the evaluation**

As depicted in the ToR of the assignment, the final evaluation has focused on measuring development results and potential impacts generated by the JP, based on the scope and criteria included in the assignment ToR. More specifically, the final evaluation has the following specific objectives:

1. Measure to what extent the JP has fully implemented its activities, delivered outputs and attained outcomes and development results.
2. Measure to what extent the JP has contributed to solve the needs and problems identified in the design phase.

3. To measure joint programme's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised.
4. Measure to what extent the JP has attained development results to the targeted population, beneficiaries, participants whether individuals, communities, institutions, etc.
5. To measure the JP contribution to the objectives set in their respective specific thematic windows as well as the overall MDG fund objectives at local and national level. (MDGs, Paris Declaration and Accra Principles and UN reform).
6. To identify and document substantive lessons learned and good practices on the specific topics of the thematic window, MDGs, Paris Declaration, Accra Principles and UN reform with the aim to support the sustainability of the JP or some of its components.

According to the ToR of the assignment, the evaluation should address a number of questions grouped under design, process, and results levels. The conclusion of the evaluation should be based on answering the detailed questions under each level. The following are the main questions to be addressed by the evaluation. Annex A includes the ToR of the assignment, which provides more detailed questions and issues to be assessed during the evaluation.

## **Methodology**

Given the time and budgetary limitations, the methodology used in conducting the evaluation could not be based on large-scale survey data. Instead, we adopted an approach that relied on qualitative tools such as: in-depth interviews, review of massive amount of existing data and documents, supplemented by findings of focus group discussions that made available by the M&E Specialist of the JP, and observations obtained from site visits.

As already mentioned, the evaluation approach adopted the standards of the Organization for Economic Co-operation and Development / Development Assistance Committee OECD/DAC in addition to the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation, and the Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance.

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

- Review of secondary sources such as documents, statistics, reports, files and maps.

- Direct observation through site visits.
- Findings of previous focus groups with selected groups of beneficiaries.
- Interviews with Programme focal points, UN Agencies representatives, PNA Ministries representatives, MDG-F Secretariat, implementation contractors and consultants, beneficiaries, and other stakeholders.
- It should be noted that the consultant was able to attend only the last Programme Management Committee (PMC) meeting, which was postponed several times during the evaluation period. Attending more PMC meetings would have provided the consultant with better understanding about the level and type of discussion that takes place commutatively between different partners.

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

### **Constraints and limitations of the study**

A number of encountered constraints and limitations that might have affected the evaluation and its findings should be highlighted. They include:

- **Complexity of the intervention:** The JP is a complex and extensive undertaking, not entirely complete at the time of the final evaluation. The programme includes 17 activities implemented jointly by four UN agencies, four ministries, in addition to tens of local authorities, community based organisations, universities, research institutes, private sector and civil society at large. Not all evaluation tools could be utilized for each of the activities implemented.
- **The purpose of this evaluation is not of a financial audit:** Financial records, audited reports, and compliance with United Nations tendering, recruitment and sub-contracting procedures have not been examined in detail.
- **Abundance of documents and reports:** The massive amount of documents and reports relevant to the JP, required a long time to ensure a thorough review and analyses.
- **The difficulty in scheduling interviews with some key individuals due to their busy schedule, travel, and PNA civil servant strike.** To overcome this challenge, many interviews and meetings were conducted at times and locations that suites the participants themselves, or by using phone or Skype in some cases.

- Allocated budget: the allocated budget for the evaluation was appropriate to conduct the evaluation using qualitative techniques. This budget was not sufficient to allow a more comprehensive qualitative and quantitative evaluation using a comprehensive survey as a tool.

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

## **Description of the Development Intervention Undertaken**

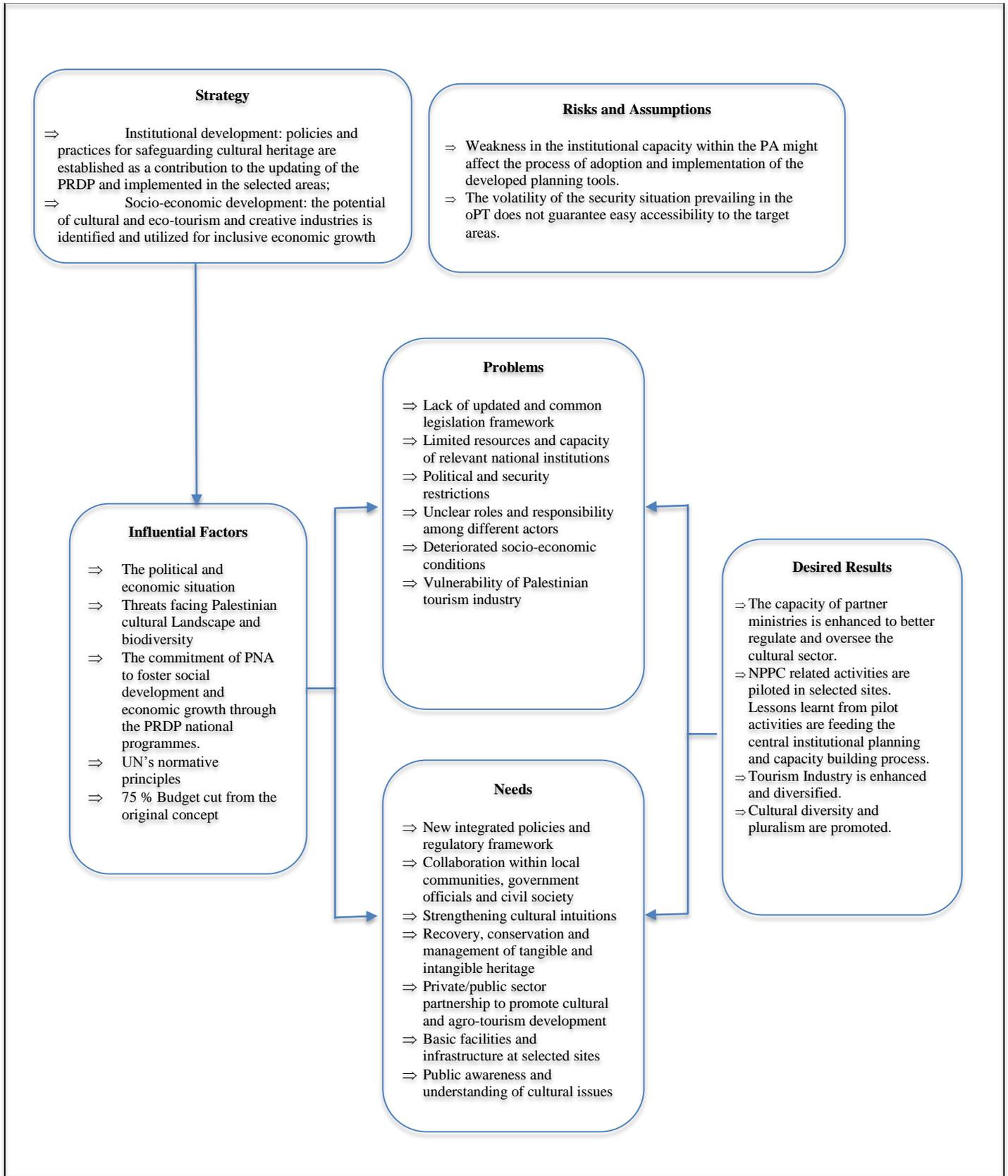
The JP falls under the umbrella of the global Millennium Development Goals Achievement Fund (MDG-F), which was initiated in December 2006 through a partnership agreement between the United Nations Development Program (UNDP) and the Government of Spain. The aim of the agreement was to contribute to progress on the MDGs and other development goals through the United Nations System. The MDG-F includes 128 joint programmes that cover 49 countries world-wide and supports joint programmes that seek replication of successful pilot experiences and impact in shaping public policies and improving peoples' lives by accelerating progress towards the Millennium Development Goals and other key development goals.

### **Theory of Change**

Based on the review of the available document, mainly the JP Project Proposal and the M&E Framework, we started by constructing the Theory of Change of the programme under review, as a benchmark for comparison during the evaluation and as common starting point of assessing the impact of the intervention. Overall, a Theory of Change is the product of a series of critical-thinking exercises that provide a comprehensive picture of the early- and intermediate-term changes in a given intervention that are needed to reach a long-term goal articulated by the intervention.

A Theory of Change model for the evaluated JP for MDG-F for Culture and Development, based on a simplified reconstruction of the underlying intervention logic, is presented in Figure 1:

**Figure 1: Theory of Change of the JP**



## **Intervention Rationale**

The rationale behind the JP is to support the Palestinian Reform and Development Plan (PRDP) by providing Palestinians institutions, organizations and professionals concerned with the skills and tools necessary to better understand, access, enjoy, protect and profitably manage their rich and diverse cultural heritage.

Through the JP, the UN Agencies worked jointly with relevant PNA ministries, in particular the Ministry of Planning and Administrative Development (MoPAD), the Ministry of Culture (MoC), the Ministry of Tourism and Antiquities (MoTA), the Ministry of Agriculture (MoA) and the Ministry of Women’s Affairs (MoWA), as well as the Ministry of Local Government (MoLG), local authorities, community based organizations, universities and research institutes, private sector and civil society at large.

The activities of the JP were structured under two outcomes:

1. Institutional development: policies and practices for safeguarding cultural heritage are established as a contribution to the updating of the PRDP and implemented in the selected areas;
2. Socio-economic development: the potential of cultural and eco-tourism as well as of creative industries for inclusive economic growth and social cohesion is identified and enhanced.

Under these outcomes, several outputs have been identified which will be realized through 17 activities in both West Bank and Gaza.

Box1 presents the JP outcomes, outputs, and activities:

### **Box 1: JP outcomes, outputs, and activities**

#### **Outcome I - Institutional Development**

##### **Output 1: Building the capacity of MoC, MoTA, MoA, MoWA and MoLG**

Activity 1.1.1. Develop and conduct training courses for ministries personnel

Activity 1.1.2. Upgrade and make operational the National Plan for the Palestinian Culture

##### **Output 2: NPPC related activities are piloted in selected sites.**

Activity 1.2.1.A. Enhance the capacities of MoTA and MoLG to elaborate conservation and management plans for integrated cultural sites

Activity 1.2.1.B. Enhance the capacities of MoA, MoLG and MoTA on land use, landscape planning and environmental impact assessment

Activity 1.2.2. Reinforce the capacity of MoC and relevant organizations to understand, manage and disseminate data concerning the Palestinian Intangible Cultural Heritage

Activity 1.2.3. Conduct innovative actions for the conceptualization and design of selected marketable traditional and contemporary cultural products

Activity 1.2.4. Utilize creative skills and ensure quality control in the production, management and marketing of traditional and contemporary cultural products

## **Outcome II - Socio-Economic Development**

### **Output 1: Tourism Industry is enhanced through creating an integrated system of cultural and natural heritage sites and facilities**

Activity 2.1.1. Promote cultural and eco-tourism development in a selected number of cultural and natural heritage sites

Activity 2.1.2. Pilot community based tourism initiatives in two sites for which basic facilities/infrastructure for tourism are upgraded

Activity 2.1.3. Endangered local crop varieties as part of local bio-diversity are preserved

Activity 2.1.4. Support the development of creative and cultural related industry sectors, including identification of market opportunities, start up assistance and commercialization of products

Activity 2.1.5. Establish a start up mechanism based on grants for the development of business activities

Activity 2.1.6. Pilot feasible interventions for successful marketing of local agro-biodiversity products in the pre-selected Communities

### **Output 2: Cultural diversity and pluralism are promoted by media, educational and cultural activities and events**

Activity 2.2.1. Develop partnerships for social responsibility and solidarity between well established Palestinian cultural organizations and CBOs ready to promote performing arts in rural isolated areas

Activity 2.2.2. Organize film, performing arts and living cultures festivals, agricultural and gastronomic fairs in the selected communities

Activity 2.2.3. Support the creation of innovative and gender sensitive media products

Activity 2.2.4. Design and carry out one pilot Programme of extra-curricular activities for 15 schools in the concerned localities to foster cultural diversity and pluralism

## Contextual Analyses

The complexity of the situation in the oPt; including the continuous conflict and the political instability has affected the Palestinian cultural scene. During the Israeli Occupation in 1967 until the establishment of the Palestinian National Authority (PNA) in 1994, the Palestinian culture sector has been neglected and the only actor to look after the cultural scene was civil society and some individual scattered efforts. Moreover, the Israeli occupation policies and actions led to the exploitation, obliteration and manipulation of Palestinian cultural elements as an attempt from the occupier to invent its own political, historical and cultural legitimacy.

After the signing of the Oslo Agreement and the establishment of the PNA in 1994, several efforts were made to develop and organize the cultural sector. The PNA established the Ministry of Culture (MoC) and the Ministry of Tourism and Antiquities (MoTA) as main institutions to oversee the protection and promotion of Palestinian cultural heritage. MoC was established to protect and preserve the arts & crafts, intangible and living heritage in Palestine<sup>1</sup>. On the other hand, MoTA's mandate is to safeguard the historical, archaeological, cultural and religious sites under its jurisdiction as well as to regulate tourism entities etc<sup>2</sup>.

Despite these developments, the cultural scene is still affected by the lack of sovereignty, fragmentation, institutional weakness and poor investments. The deteriorating socio-economic conditions caused by the Israeli occupation which recurrently led to humanitarian crisis, have shifted the attention of the national and international actors away from investing in cultural development in a country where 25% of Palestinians live below the national poverty line (\$609): 18.3% in the West Bank and 38% in the Gaza Strip (Palestinian Central Bureau of Statistics, PCBS, 2010).

Most importantly, the Palestinian cultural sector is facing a number of challenges that hinder its development and requires holistic and multi-disciplinary interventions. Some of these challenges were listed in the comprehensive analyses included in the Culture Sector Strategy (2011 – 2013), which was developed by MoC and other stakeholders through the support of the JP. These challenges<sup>3</sup> include:

- The fragmentation of the Palestinian people as a result of the Nakba in 1948, the 1967 War and the occupation of what remained of Palestine. Moreover, the oPt was divided into three entities (West Bank, Gaza Strip and East Jerusalem) not to mention the prolonged state of refugees and the diaspora on the one hand, with the creation of an apartheid system imposed on the minority of Palestinians in the land occupied in 1948 on the other and depriving scores of Palestinian refugees in Arab states of their civic rights.

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<sup>1</sup>Ministry of Culture (MoC) website.

<sup>2</sup>Ministry of Tourism and Antiquities (MoTA) website.

<sup>3</sup> The challenges included in this section are based on a review of the Culture Sector Strategy as well as interviews conducted in the inception phase. It is out of the scope of this assignment to provide a new, comprehensive analyses related to culture sector in oPT

This situation left its fingerprints on the cultural product of the Palestinian people with its various components.

- Culture falls within the low priorities of the PNA and many donors and international agencies if compared with other sectors such as health, infrastructure, and security. Despite the recent efforts by the PNA to develop national plans and strategies, analyses of these plans and the allocated budget to cultural activities show a reduced a very low allocation to cultural affairs, accounting merely for 0.03% of the general budget. This is also true when looking at many reports and documents produced by international agencies where culture is almost ignored in these documents.
- The cultural sector is considered among the least organized sectors in Palestine: The lack of data and indicators related to culture as well as the absence of related national strategies led the culture sector to be among the least organized sectors in Palestine.
- The roles and responsibilities of different actors involved in the cultural activities are not clear and often leads to conflicts among different ministries (MoC, MoTA), and between the government and the NGOs sector.
- The legal framework related to culture is out-dated and consist of a mix of old, uncoordinated laws and regulations that were inherited from the previous periods that ruled oPt. This multiplicity of legislation prolonged and confused the developmental planning process, including at the cultural level and is a reflection of the political situation in the area, mainly the colonial history and the vulnerability to external agendas and pressure not to mention the severe geo-political split that has existed since 2007.
- The weak cultural infrastructure in the PNA-controlled areas is visible through many signs including: the scarce number of active cultural centres (such as theatres, cinemas, exhibition halls, public libraries, or folklore centres and clubs) in most areas including cities as well as their lack of proper facilities and equipment. Statistics from the Palestinian Central Bureau of Statistics<sup>4</sup> (PCBS) reveals that 80% of the public cultural centres in Palestine need buildings, while 85% of them need equipment for their halls to meet the needs of their activities. The same data shows a lack of technical equipment and other tools in 91% of such institutions, while 86% are in need for means to carry out media awareness.
- In general, governmental, private and non-governmental cultural institutions suffer from a significant lack of qualified and trained human resources especially in the fields of knowledge management and culture administration. The problem is even worse in the areas that require more developed creative and modern skills, knowledge or techniques. This is mostly visible in the production of films, lighting, sound and image techniques,

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<sup>4</sup> PSCB 2006, Survey of Cultural Institutions, PSCB, Ramallah

scenario and script writing, TV and cinema production, development of cultural curricula and academic programs, development of strategic plans and policies for the cultural sector and management of cultural and artistic institutions or institutions working in cultural production.

To contribute in overcoming some of the challenges that face the development of cultural sector in oPt, four UN agencies in coordination with line Palestinian Ministries teamed together to design the JP in 2007. These agencies include: United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Development Program (UNDP), the United Nations Entity for Gender Equality and the Empowerment of Women (UNW)<sup>5</sup>, the United Nations Food and Agriculture Organisation (FAO), while PA ministries include: the Ministry of Planning and Administrative Development (MoPAD), the Ministry of Culture (MoC), the Ministry of Tourism and Antiquities (MoTA), the Ministry of Women Affairs (MoWA), and the Ministry of Agriculture (MoA).

### **JP Timeline**

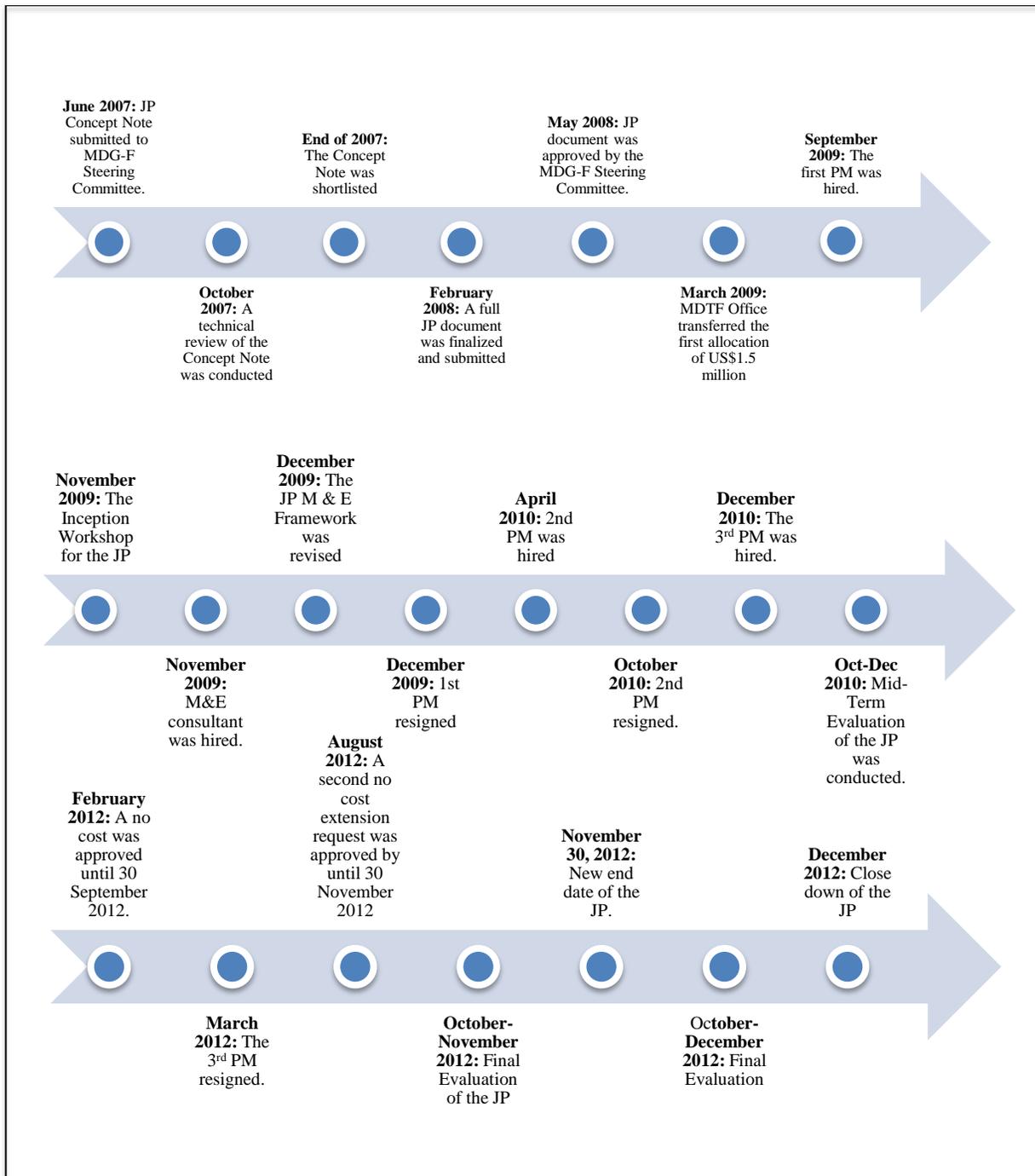
In consultation with the PNA, the UN Agencies developed a concept proposal in mid of 2007, which was then submitted to the MDG-F Steering Committee (SC) in New York. The Secretariat approved the concept note but with a major budget cut (only 3 million USD were obtained against the 12 million originally requested) which forced the partners to revise the concept and then develop a project document that take into account the budget cut. The Project document was approved and signed in May 2008, after which an inception workshop was organized in November 2009 to revisit the original scope and develop an implementation plan in consultation with key partners<sup>6</sup>. The first Programme Manager (PM) was hired in September 2009, which allowed for the actual start of the implementation of different activities. Other staff and consultants were hired after that including: Part-time monitoring and evaluation consultant, full-time driver, four part-time programme assistants within the participating UN agencies, and two full-time coordinators at MoTA and MOC. Through the course of the implementation, the PM position rotated several times which impacted the implementation of the activities and caused some delays. Therefore, in February 2012 a six-month no cost extension until 30 September was granted and then extended in August 2012 by the MDG-F Secretariat until end of November 2012 to allow for the adequate closure of the JP and wrap up the final evaluation process. Figure 2 illustrates the timeline of the JP.

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<sup>5</sup> Known at that time by UNIFEM.

<sup>6</sup> It should be mentioned that the MDG-F considers that the starting date of a JP is the date when the first fund transfer is done to the participating agencies, in this case March 12<sup>th</sup>, 2009. Slow startup phase and certain level of delays in the organization of the inception workshop have been the reason why the MDG-F Steering Committee adopted its policy of accepting no-cost extension requests. In the case of this programme, the time between approval of JP and signature and disbursement was rather long (almost one year) and so it was the time between disbursement and inception workshop.

**Figure 2: JP Timeline**



## Levels of Analysis: Evaluation Criteria and Questions

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

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

### Relevance

*According to OECD/DAC guideline relevance refers to the appropriateness of the programme objectives to the problems it was supposed to address, and the physical and policy environment within which it operated.*

#### Contextual Relevance:

As mentioned in the previous chapters, the Palestinian cultural and natural landscape have been facing numerous challenges that posed threats to its development and required a comprehensive innovative intervention.

Since the start of the Arab Israeli conflict in 1948 until the establishment of the PNA in 1994, the Palestinian culture and biodiversity scenes have been neglected except for some self-motivated scattered efforts by local civil society organizations and individuals. This situation continued to deteriorate as a result of the Israeli occupation policies and actions which led to the exploitation, obliteration, and manipulation of Palestinian cultural elements in the occupying force attempt to replace the historical Palestinian cultural identity with invented cultural elements to create a political legitimacy.

Moreover, culture development in the oPt suffered from structural as well as contextual loopholes including: The fragmentation of the Palestinian people as a result of the Nakba in 1948, the 1967 War and the Israeli restrictions on movement and access; the low priority and allocated budget for Culture on the agenda of the PNA and many donors and international agencies; weak organization of cultural sector due to the lack of related data and indicators as well as the absence of related national strategies, unclear and often conflicting roles and responsibilities of different actors involved in the cultural activities; an out-dated and uncoordinated legal framework related to culture; significant lack of qualified and trained human resources especially in

"This programme offered the opportunity to move culture from a negligible position to a main component and a priority".

**Her Excellency, Ms. Siham Barghouthi,  
Minister of Culture**

the fields of knowledge management and culture administration; and finally a weak cultural infrastructure in the PNA-controlled areas.

Within this context, the JP was designed to overcome some of the challenges that face the development of the cultural sector in oPt. In its design, the JP intended to fill the gap by focussing on two integrated outcomes: development of institutional capacity and structure capable of establishing policies and practices for safeguarding cultural heritage and protecting the natural landscape, and at the same time promoting and supporting cultural and eco-tourism as well as creative industries as a way to improve economic growth and social cohesion.

The original design of the JP as elaborated in its “Concept Note” of 2007 included three focus areas: policy, planning, and institutional development; social cohesion; and economic growth. At the time of developing the JP concept, it was seen that working on these areas presents a “golden opportunity” that might not occur again to revitalize and reform the cultural space in oPt. Due to the cut in the original requested budget by about 75% (from \$12 million to \$3 million)<sup>7</sup>, the JP partners were forced to rethink the original concept in order to maximize the utilization of the reduced budget without jeopardizing the general framework of the JP outcomes. Thus, the revised design of the JP merged the second and third outcomes and kept the first outcome unaffected and maintained most of the proposed activities. According to informants of UN Agencies who were involved in the design phase, the motive behind keeping most of the planned activities was the feeling that this JP is a unique opportunity to address as many as possible of the massive challenges that face the cultural scene. Although the modified design had unfavourable effects on the efficiency and effectiveness of the JP implementation, it should be noted that keeping the three main focused areas (institutional, economics, and social) strengthened the suitability of the JP to respond the Palestinian critical needs related to cultural and natural preservation. Table 1 includes the linkages between the original design, and the modified design to the various challenges facing the oPt in general and the cultural scene in particular.

The relevancy of the JP objectives and activities to the unique context of the oPt was a major factor in the approval of the JP by the MDG-F SC. In the approval memo dated May 8, 2008, the MDG-F SC considered the programme as “a good opportunity to address, for the first time in oPt, the adoption of a challenging comprehensive approach to culture, social, and economic development”. In addition, all informants during this evaluation confirmed the appropriateness of

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<sup>7</sup> The MDG-F Secretariat thought that the original concept of the JP , although it is relevant and needed, is not realistic given the complex situation in the Opt. Therefore, their decision was to cut the budget and reduce the scope in manner that could be implemented within the timeframe of the JP. Source: communication with MDG-F Secretariat in New York. In another communication with the MDG-F Secretariat, it was mentioned that the reasons for this reduction were linked to feasibility of the proposed intervention considering the challenging context. This might be useful for future programme proposals since, in certain contexts, more funding does not necessarily mean more results particularly considering that the absorption capacity of national counterparts or the contextual constrains may require small scale interventions that can be upscale once successful approaches have been identified.

the JP to the needs and priorities of the Palestinian cultural sector. Not only that, but many of them also called for a second phase of the JP to replicate what has been achieved, and fill the gap that was resulted from the budget cut and from implementation hiccups during the course of the JP.

**Table 1: Original and modified JP design linkages**

JP Results (according to the original concept)	JP Results (according to the revised concept)	Challenges to Address
Outcome I: Institutional Development	Outcome I: Institutional Development	<ul style="list-style-type: none"> <li>• Lack of updated and common legislation framework.</li> <li>• Limited resources and capacity of relevant ministries.</li> <li>• Lack of national cultural plan including coherent vision and actions.</li> <li>• Weak dialogue and coordination between involved actors (within ministries, between ministries and civil society/private sector, etc).</li> <li>• Unclear roles and responsibilities structure among all actors involved in Palestinian heritage conservation and promotion.</li> <li>• Low priority of culture in the national policies and plans as well as in the massive aid influx to the oPt.</li> </ul>
Outcome II: Social Development	Outcome II: Socio-Economic Development	<ul style="list-style-type: none"> <li>• Political and security restrictions imposed by the Israeli Government (restricted access to land, natural resources, or historical sites).</li> <li>• The division of the oPt to separated areas (A,B,C,H1,H2) resulting from Oslo agreements.</li> <li>• Construction of the separation wall over the Palestinian land resulting in fragmenting the Palestinian territory into a group of isolated cantons, which had great impact on economic welfare as well as social cohesion of the Palestinian community.</li> <li>• High unemployment rates in West Bank and Gaza.</li> <li>• 60% of Palestinians live below poverty line</li> <li>• Creative Industries (arts and crafts) suffer from mobility restrictions, weak institutional and political support, low levels of entrepreneurial capability, and export limitation.</li> <li>• Vulnerability of Palestinian tourism industry to Israeli actions and mobility restrictions.</li> </ul>
Outcome III: Economic Development		

## Relevance to national priorities and plans:

The preparations of the JP coincided with the launching of PNA's Palestinian Reform and Development Plan (PRDP) in 2008<sup>8</sup>. The PRDP presented the Palestinian National Authority's (PNA) vision for Palestine as an independent state. One of the main four national goals of the PRDP was "enhanced quality of life" through reinforcing the "culture, national identity and heritage of the Palestinian people". The intermediate objective under this national goal is to "Develop the social capital of the nation, and preserve its culture and heritage, in order to reinforce social coherence". The PRDP identified the Ministry of Culture to lead the development and protection of the cultural heritage and national identity efforts. It also allocates three million US dollars over three years (2008-2010) to support the development budget of the Ministry in this regard. This budget represents only 0.05 % of the total allocated budget for the social sector (about 583 million US dollars).

In 2011 and building on the PRDP as a development framework, the PNA developed the "Palestinian National Development Plan (PNDP): Establishing the State, Building our Future" to cover the period from 2011 to 2013. The plan embraced the different sector strategies that were developed by Palestinian national

"The flexibility of the JP enabled to provide suitable assistance to the line ministries in a way that responded to the changes on the ground"

**Mr. Mohamoud Ataya- MoPAD**

teams including the Palestine Culture Strategy. The plan highlights the key role of preserving "heritage and culture as well as a positive and socially responsible value system" in assuring "the long term future of the State of Palestine". Under the social sector strategic objectives the PNDP reaffirms safeguarding and renewing Palestine's heritage and culture as one of the key objectives for the coming years. Furthermore, one of the main strategic objectives of the economy sector is "to enhance the competitiveness of Palestinian products and services" through a number of policy priorities including: "continue ongoing rehabilitation of archeological and cultural heritage sites, establish tourism information centers at key locations, and sponsor national and international marketing campaigns to raise awareness of Palestine's rich heritage".

The design of the JP reflected a strong alignment with national plans through supporting the PRDP by providing Palestinians institutions, organizations and professionals concerned with the skills and tools necessary to better understand, access, enjoy, protect and profitably manage their rich and diverse cultural heritage. More specifically, the rationale of the JP was to complement the PNA efforts to foster social development and economic growth through the PRDP national programmes of "Public recreation and cultural facilities", "Tourism Industry Development" and "Agribusiness Development".

One important aspect of the JP relevancy to national plans that could be considered as a major achievement/success story is the fact that the JP did not only align itself to the existing PNA

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<sup>8</sup>A total of \$7.4 billion were promised by different donors at Paris Conference (December 2007) to support the PRDP programmes.

plans, it also took a step forward by working with national partners to inform and feed in the PNDP following MoPAD announcement in August 2009 for a new participatory approach for developing the PNDP by drafting sectoral and cross-sectoral strategies. Therefore, the JP partners took a collective decision to modify the original activity to upgrade and operationalize the National Plan for the Palestinian Culture (NPPC) to be inline with the new MoPAD approach upon their request. The JP directly supported the development of the “Palestinian Culture Sector Strategy” (2011-2013), which built on and integrated several lessons learned from the implementation of the JP. In addition, the JP managed to fill a major gap existed in the Palestinian Agriculture Sector Strategy by addressing gender issues, which was completely ignored in the developed plan. The representatives of PNA ministries, in particular MoPAD, confirmed that the proposed outcomes of the JP fit within the national plans and strategies.

### **Relevance to MDGs:**

The MDG Achievement Fund (MDG-F) was launched in 2007 following a landmark agreement signed in December 2006 between UNDP and the Spanish Government to programme Euro 528 million for the period of 2006 to 2010. The rationale behind MDG-F is to support innovative actions with the potential for wide replication and high impact in selected communities and sectors, within the framework of the Millennium Declaration global partnership for development and the Paris Declaration on Aid effectiveness. Within this framework, the oPt was identified as one of the 57 eligible countries to apply to the MDG-F for country-level support.

The design of the JP aimed at contributing to three MDGs, including:

MDG 1: Eradicate extreme poverty and hunger

MDG 3: Promote gender equality and empower women

MDG 7: Ensure environmental sustainability.

Without undermining the fact that, various outputs of the JP can contribute to the selected three MDGs at different levels and degrees, we agree with the Mid-Term Evaluation finding that it is hard to establish a clear “causal -effect” relation between the JP and the achievement of the MDGs.

### **Relevance to UN Agencies:**

The MDG-F JP for Culture and Development is one of the first joint programmes to be implemented in the oPt. Together with the JP for Gender Equality and Women Empowerment<sup>9</sup>, this JP considered the first attempt by UN Agencies to work together in a holistic integrated programme under the MDG-F. Following the start of the two MDG-F joint programmes, a third

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<sup>9</sup> Implemented jointly by six UN Agencies with a budget of \$9 million from February 2009 to December 2012.

joint programme has started in July 2012 under the umbrella of the Human Security Trust Fund (UNHSTF).

Those joint programmes are considered the preferred approach by the UN Medium Term Response Plan (MTRP) which guides the development work of the UN Agencies in the oPt. The MTRP is a two-year plan which was adopted in May 2008. It focused on two fundamental objectives: support the establishment of a legitimate and effective Palestinian state and the achievement of the MDGs. It seeks to strengthen national institutions, systems and capacities for long-term socio economic self-resilience and development.

The JP for Culture and Development is within the overall objectives of the MTRP, and also contributes to the joint programming (Deliver as One UN) approach to increase impact, reinforce mutual accountability, and reduces transaction costs.

“We have learned valuable lessons from the JP which will be applied in the next United Nations Development Action Framework (UNDAF) “

UN Residence Coordinator in oPt

Moreover, the JP was framed in the context of UN’s normative principles, as underscored by the September 2000 Millennium Declaration , the 1995 UNESCO Report of the World Commission on Culture and Development (Our Creative Diversity), the 1998 Stockholm Conference on Cultural Policies for Development, and the 2004 UNDP Human Development Report, and relevant UNESCO conventions such as: the 2005 Convention on the Protection and Promotion of the Diversity of Cultural Expressions, the 2003 Convention for the Safeguarding of the Intangible Cultural Heritage, and the 1972 Convention Concerning the Protection of the World Cultural and Natural Heritage.

### **Compliance with Aid Effectiveness Principles:**

The Paris Declaration on Aid Effectiveness (2005) lays out a practical, action-oriented roadmap to improve the quality of aid and its impact on development. It puts in place a series of specific implementation measures and establishes a monitoring system to assess progress and ensure that donors and recipients hold each other accountable for their commitments. The Paris Declaration outlines the following five fundamental principles for making aid more effective: Ownership, alignment, harmonization, results, and mutual accountability. The Accra Agenda for Action (AAA, 2008) sees to strengthen and deepen implementation of the Paris Declaration and takes stock of progress and sets the agenda for accelerated advancement towards the Paris targets. It gives added emphasis to capacity enhancement.

Designed to strengthen and deepen implementation of the Paris Declaration and takes stock of progress and sets the agenda for accelerated advancement towards the Paris targets. It proposes the following three main areas for improvement: Ownership, inclusive partnerships, delivering results, and capacity development .

Looking at the JP design as elaborated in the project document, it is clear that the concept of local ownership, partnership, results measurement and capacity development are integral

elements of the JP, so activities planned were clearly in line with the principles of aid effectiveness.

### **Relevance to Local Needs:**

During implementation, the JP has utilized several participatory tools to ensure the alignment of different activities with the needs of the target groups and end beneficiaries. The use of these tools was varied between different UN agencies, type of activities, and stage of implementation. Examples of these tools included:

- A participatory needs assessment was carried out to identify capacity building priorities of partnered ministries.
- The development of Sabastiya's Comprehensive Conservation Plan followed a participatory approach, where several public hearings were organized to allow the local community provides input to the plan.

Another aspect of JP relevancy was the extensive reliance on local resources and expertise whether individuals or local NGOs (where possible) in delivering the different outputs and activities. The advantage of using the local expertise was obvious as they pose the knowledge, the cultural-sensitivity, and understanding of the local socio-economic conditions. In addition, those individuals and institutions have already established presence and networks in the community. Examples included:

- Hiring local gender experts in both the MoC and MoA.
- Hiring local experts for most of the training activities that were carried out.
- For activities implemented in the Gaza Strip, the JP used number of local experts to conduct training, capacity building, and outreach activities.
- A team of three local experts was contracted to work on the implementation of the ICH activity.
- The JP partnered with several local NGOs such as: Al Mahatta Gallery for building the capacity of young artists on innovative designs integrating traditional Palestinian handicrafts; Al Rozana Association to promote alternative tourism and develop the capacity of tour operators; Small Enterprise Center to manage the small grants component; and New Vision to conduct a comprehensive market research on cultural and creative industries
- Partnering with local institutions in Hebron Area to promote music as a tool for cultural and social development such as Edward Said National Conservatory of Music along with Palestinian Child Home Club, and Association for Cultural Exchange Hebron/France.

Most people who were interviewed applauded the relevancy of the JP to the local conditions and needs. Representatives of partnered ministries confirmed that their ministries were consulted during the design of the JP, and that they were involved (with various levels and degrees) in the implementation and decision making process of many activities. Except for the case of Sabastiya infrastructure activity, the evaluator didn't receive any serious complain about the participation and involvement of local partners in any of the JP activities. Moreover, findings of the focus groups indicated a high satisfaction of the suitability of the JP activities to the needs of the beneficiaries.

However, it is important to note that although PNA ministries were consulted during the design of the JP, this consultation was limited during the preparation of the project document, which led some ministries to officially complain to the UN Agencies.

### **Revalidating Relevancy:**

The lengthy period between the formulation of the JP concept/project document and the launching of the JP activities required a reality check exercise to ensure the appropriateness of the original concept and outputs to the changed conditions on the ground<sup>10</sup>. Therefore an inception workshop was carried out in November 2009 with the aim to present the JP objectives and outputs and to discuss with relevant stakeholders any need for modifications to the original design.

While the evaluation agrees with the Mid-Term Evaluation finding that the inception workshop “was more of an orientation about the programme than a full inception”, the fact that this exercise was carried out with the participation of different partners (ministries and UN agencies) is by itself a constructive practice that enhanced the understanding and thus the relevancy of the JP to the changed realities on the ground. Informants from different ministries confirmed that the inception workshop was “an important milestone that helped in addressing gaps and faults existed in the JP design”.

### **Efficiency**

*According to OECD/DAC guidelines efficiency means a measure of how economically resources/ inputs (funds, expertise, time, etc.) are converted to results.*

### **JP management model:**

As noted earlier, this JP was one of the first collective UN programming in the oPt. For this reason, the process of managing and implementing such programme has been a learning exercise for both the UN agencies and the PNA ministries.

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<sup>10</sup> It took about 20 months from the preparation of the JP concept (June 2007) to the official start of the JP activities (March 2009).

The reduction of the original proposed budget by 75% left a significant impact on the ability to timely deliver the expected outputs. Although most of the activities were implemented at the end of the programme (as explained in the effectiveness section of this report), this implementation had faced several delays particularly in the activities related to infrastructure and training. In addition, the inability to attract and maintain highly qualified staff for the JP (e.g. three PMs were changed, and the M&E Specialist was contracted on a part-time bases) contributed to the problem and added extra burden on the lead agency existing staff and resources.

Other than that, it could be said that the adopted management model is ideal for managing this kind of programmes since it is not complicated and has the minimum levels of hierarchy. Embedding the two coordinators in the main ministries has not only enhanced the sense of ownership and commitment by the national partners, but it also improved the efficiency of internal communication within the JP.

The complexity of the JP design itself (political and contextual constrains, many activities, and different partners) put pressure on the JP management team and affected their moral and commitment. As a result the JP faced serious risks during the period of conducting the mid-term evaluation and prior to the hiring of the third PM. After that, the JP implementation was improved significantly and has been able to achieve most of its planned activities and outputs. Dedication and professionalism of the JP team should be commended for that.

### **Governance:**

The programme governance follows the model suggested on the Implementation Guidelines for MDG-F JPs (2011). It consists of:

- a. National Steering Committee (NSC): which is the highest body for the strategic guidance, oversight and coordination of the JP. The membership of the committee includes: representatives of MoPAD and UNSCO as co-chairs, and representative of the government of Spain (the donor).
- b. Programme Management Committee (PMC): oversees programme implementation and makes the technical/operational decisions for the JP. It should be composed of representatives of implementing partners (the four UN agencies, and PNA ministries), UNSCO, in addition to local government counterparts and non-state representatives.
- c. Programme Management Team (PMT), consists of one programme manager, two embedded coordinators, part-time M&E specialist, and a communication specialist.

A number of observations could be made regarding the governance structure of the JP:

- Having MoPAD in the NSC is a step toward enhancing ownership of the national government. In addition, UNSCO representation, as the highest level of UN system in the oPt, gave weight to the intervention. However, it was difficult for both agencies to

provide the continued support to the JP due to their busy schedule and other critical priorities.

- PMC meetings have been witnessed significant improvement during the course of the implementation. Several interviewees mentioned that it took several meetings before reaching an acceptable level of joint discussion, and decision-making.
- Meetings of PMC were held regularly. The minutes of meetings and relevant documents were prepared and shared with participants for information and follow up. Using English language was an issue of complaints by PNA ministries.
- The authority of PMC representatives to make decisions was not consistent. In addition, constant change of focal points/representatives of some UN agencies, and PNA ministries had affected the efficiency of PMC.
- The PMC didn't include any representative from the civil society or non-state actors as required by the Implementation Guidelines.

### **Role of Lead Agency:**

The implementation guidelines assign to the lead agency the role of leading the collaboration between different partners. Lessons learned have shown that it is important for the lead agency to refrain from “managing” the intervention and focus on providing overall quality control, and technical advise.

However, due to the challenges faced in recruiting and maintaining the proper management team for the programme and since the accountability and responsibility fall on the shoulder of the lead agency, UNESCO was forced to interfere in the management and operation of the programme which created some confusion and burden on the staff.

### **Disbursement of the JP:**

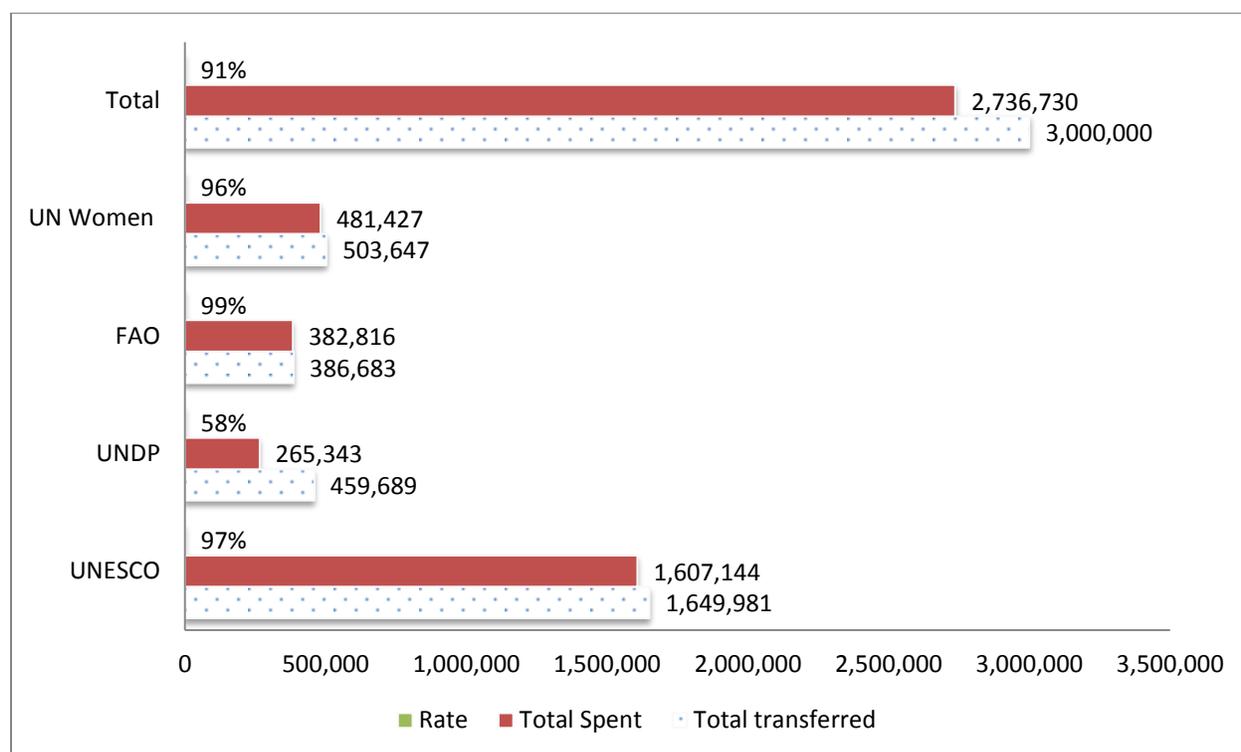
As of time of preparing this section (November 2013), almost 100% of the JP budget has been committed<sup>11</sup>. The four UN Agencies have disbursed (i.e. spent) about \$ 2,736,730, which represents 91% of the total budget of the JP. UNDP has the lowest disbursement rate because of the unfinished construction of the interpretation centre at Sabastiya historical site. According to UNDP and MoTA the construction is expected to finish by end of November 2012, and thus the outstanding payments will be paid on time. The same applies to remaining undisbursed amounts from the other agencies as this money is linked to contracts and activities that are currently on

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<sup>11</sup> Financial data was obtained from UNESCO early November 2012. The sources of the financial data (e.g. audited financial reports of each UN Agency) were not examined by the evaluation. It should be noted that final financial data will be available upon the publication of online financial reporting by each agency after the closing of the JP.

going and are expected to be completed before the closing date of the JP. Chart 1 illustrates the disbursement amount and percentage for each UN Agency, and Table 2 summarizes the general financial status of the JP.

**Chart 1:JP disbursement**



**Table 2: JP Financial Status as of November 1, 2012**

Agency	Total transferred (\$)	Total Spent (\$)	Rate	Total committed (\$)	Rate
UNESCO	1,649,981	1,607,144	97%	1,649,981	100%
UNDP	459,689	265,343	58%	459,689	100%
FAO	386,683	382,816	99%	386,683	100%
UN Women	503,647	481,427	96%	516,467	103%
<b>Total</b>	<b>3,000,000</b>	<b>2,736,730</b>	<b>91%</b>	<b>3,012,820</b>	<b>100%</b>

## Sustainability

*According to OECD/DAC guidelines sustainability means the continuation of benefits from a development intervention after major development assistance has been completed, the*

*probability of continued long-term benefits, and the resilience to risk of the net benefit flows over time.*

There is an obvious indication that many of the JP outputs and benefits could continue after the end of the of the MDG-F funding. In the design as well as implementation modalities of the JP, UN agencies have been keen in incorporating local capacity development, national and local commitment, and the potential for replication and scaling up in many activities.

### **Likelihood of benefits continuation:**

#### Outcome I: Institutional Development:

The numerous training programs implemented through the JP helped in building the capacity of a large number of staff in the different ministries. The skills and knowledge acquired by trainees were transferred to their respected institutions and thus have been utilized in improving the operational, technical, and policy-making capability of relevant ministries. Participants in the focus groups indicated that the different training courses provided through the JP “ will help enhance the work performance by using new skills and technology”

Most importantly, the technical assistance and training provided to ministries led to the development of strategies and policies that were adopted as national documents and plans. The development of cultural strategy, gender mainstreaming of the agriculture strategy, Sabastiya, Arraba, and Yaabad plans, and the amendment of the Palestinian Heritage Law are just examples of outputs that have sustainable benefits and use. It is expected that the developed plans and policies will serve as the base for the upcoming national development plan for 2013 to 2016. Informants from PNA ministries were aware of the importance of building on the produced documents, which they considered as “national plans” and not only “project-base deliverables”.

Another example of an activity with robust elements of sustainability is the development of the ICH Archive and Database, which have been institutionalized in the MoC through establishing a new department with permanent staff embedded within the structure of MoC.

The JP also worked through local NGOs to build their capacity in culture and tourism. The technical assistance and training provided to these organizations allowed many of them to improve their services and strengthen linkages with their own beneficiaries. The training provided to young artists and designers not only equipped them with new skills and innovative techniques, but also enabled many of them to find jobs or start their own businesses in the area of cultural design and artifacts.

The approach adopted by the JP which was to combine training of young artists and designers with a placement program in local shops and CBOs which contributed in extending the benefits of the training. Many trainees gained practical experience and were able to find jobs in similar fields. One example is the training conducted in Gaza for young designers, where according to

interviews with the trainer and trainees: almost all of the 20 participants are currently working in local workshops or at their own businesses.

### Outcome II: Socio-economic Development

The ultimate objective of activities under this outcome is to promote economic growth and social cohesion through utilizing cultural and eco-tourism and creative industries.

Several activities under this outcome hold sustainability potential. Meaning, it is most likely that the benefits will remain after the end of the JP. In addition, by supporting income-generation schemes, the potential for maintaining the associated outputs is enormous. For example training of local guide (trekking), and home hospitality allowed women, in particular, to have a sustainable source of income for them and for their households. The seventeen grantees that received technical assistance and financial support to start their own business in the area of culture and eco tourism will undoubtedly maintain their small projects, which generates income for them.

Another clear example of sustainable outputs is the construction of the interpretation center at Sabastiya and the two demonstration plots at Arraba and Yaabad. These facilities will continue to serve the communities after the programme given that a proper hand over and management plans are in place.

A number of documents produced under this outcome have received a positive evaluation by national and local partners who expressed their willingness to use these documents as references and guidelines beyond the span of the JP. These documents include: The two training manuals that will be used by Bethlehem University in tourism syllabuses; the study on “Palestinian Cultural and Creative Industries”; the manual on cultural heritage for schools teachers that will target children and youth; and the guidelines about local plants use and cultural dimension. It should be mentioned that several interviewees called for further support to print and distribute more copies of the produced documents so the benefit can be extended to reach wider range of beneficiaries.

### **Sustainability Drawbacks:**

Although the previous examples show a high probability that the benefits from the JP will continue after its closing date, the evaluation found that some activities fall under the termination risk once the MDG-F funding ceases. To avoid that, UN agencies and PNA ministries should exert more efforts to avoid losing such important benefits.

The Academic Music Program in Hebron Governorate would require constant funding and support to be able to continue after the JP; the developed culture strategy and related cultural indicators should be improved further and built upon in any upcoming national plans; A documentary movie (which is not part of the JP) is needed for the facility at Sabastiya so it can

function as the intended interpretation centre; the work on ICH Archive should be a continuous effort between MoC and UNESCO and linkages with relevant institutions and individuals should be strengthened.

### **Extent of Embedding in National Institutional Structure:**

The JP approach in working within the existing structure of the relevant ministries have contributed to enhancing the sustainability and national ownership of the JP outputs. Two coordinators as well as gender consultants were implanted in MoC, MoTA, and MoA, which facilitated capacity development and communication in these ministries. Moreover, working in accordance to the national approach of developing sector strategies has improved the internal policy making capacity of respected ministries for years to come.

### **Exit Strategy and Plan:**

To ensure sustainability of the JP outputs and upon the recommendation of the Mid-Term Evaluation, the JP team has drafted an “exit strategy” document. This strategy explains the steps that will be required to ensure the continuation of the achieved outputs after the completion of the JP. The development of this document can be considered as a positive step that is rarely taken by many programmes. It also shows a high awareness of the JP team on the importance of sustaining the impact after JP outputs.

However, it wasn't clear to the evaluator if this document has been discussed with different partners and whether this document has been regularly updated since its first draft in July 2011. In addition, it was expected that the actions proposed in the document will be discussed in the next PMC Meeting which was postponed several times since the start of the evaluation. This delay is certainly affecting the development of a final exit strategy and the commitment of different partners to comply with the agreed actions.

## **Ownership**

*Refers to the effective exercise of leadership and the extent of the active role by the country's national and local partners in the development intervention.*

Although the formulation of the JP concept has been done in consultation with key PNA ministries, according to interviewees from ministries this consultation could have been better. Furthermore, some ministries complained about the lack of consultation during the development of the Project Document. This weakness has been rectified through the organization of the inception workshop at the beginning of the JP, which was considered as a positive consensus-building exercise. Since then, efforts have been exerted to involve national partners in the

decision making and implementation monitoring through the various venues such as the NSC and the PMC.

The regular and active participation of PNA represented by MoPAD in the highest governance level of the JP (i.e. NSC) is a clear example of exercising leadership by the national partner, which reflects a good level of ownership by the host government. In addition, under the leadership of MoPAD coordination meetings were held for PNA ministries to discuss issues related to the JP and agree on collective actions and position before NSC meetings. These coordination meetings helped in strengthening inter-ministerial relations and coordination.

The JP was also successful in enabling the two key ministries (MoC, and MoTA) from assuming a leading role in the PMC meetings. The agreement reached between the two ministries to have a rotating chairmanship for the PMC contributed in enhancing mutual ownership and involvement of both ministries in the implementation and decision-making processes. In addition, having the two coordinators positioned at the premises of the two ministries allowed for better communication with national partners. This positive effect could have been maximized more if the PM position was always positioned in one of the national partners premises.

Other examples that reflects a sense of national ownership include:

- The JP has been distinguished from other donor’s initiatives by making a good use of local expertise in conducting many activities instead of using international consultants and trainers.
- Many Ministers participated in the activities and events of the JP, such as: the participation of Minister of Culture, Minister of Tourism, and Minister of Women Affairs in the closing ceremony of the JP; the participation of Minister of Culture and Minister of Women Affairs in launching the engendering of the culture sector strategy; and the political support provided by the Minister of Agriculture to the gender mainstreaming activities implemented through the JP.
- Providing 2000 square meter land by the municipalities of Ya’bad and Arraba as well as the active participation of engineers from the two municipalities and from Sabastiya municipality are clear examples of ownership and commitment to the JP objectives by local partners.
- It has been stated several times by interviewees from national and local partners that they look at the outputs of the JP as “national achievements” and not as just “project’s deliverables” including the produced sectors strategies and documents, amended laws, ICH archive and unit, and the conservation plan of Sabastiya.

"The programme offered opportunities for constructive cooperation between different partners from UN agencies and national institutions"

**Her Excellency, Ms. Rula Ma’ay’a- Minister of Tourism and Antiquities**

## **Effectiveness**

*According to OECD/DAC guidelines effectiveness examines the extent to which the objectives of the development intervention have been achieved or are likely to be achieved. It examines how well the Joint Programme's results influence to the achievement of programme's objectives.*

The evaluation looked at the level of achievement of each output of the JP and examined the activities conducted toward contributing to the intended outcomes. It can be concluded that the JP has managed to complete most of the activities and thus the outputs and indicators listed in the M&E framework have been fulfilled.

### ***Achievement of results:***

Based on the documentation provided, and the interviews with different partners, the main activities and outputs produced so far by the JP are briefly summarised below. The structure of presentation follows the programme objectives and outcomes:

Outcome I: Institutional development: policies and practices for safeguarding cultural heritage are established as a contribution to the updating of the PNP and implemented in the selected areas:

*Activity 1.1.1: Develop and conduct training courses for ministry personnel, at the central and local government level, on policy and programme formulation related to heritage protection and cultural management and promotion. Led by UNDP and developed in cooperation with UNESCO, FAO and UN Women.*

Training needs assessment was conducted for partner ministries to identify capacity building priorities. Based on the identified needs, several training programmes were delivered by international and local experts. These included: Gender Mainstreaming and Culture training workshop targeting 30 participants from relevant ministries; Museum Exhibition Development and Curatorial Practices targeting 33 young creative professionals from ministries and NGOs; Strategic Protection of the Palestinian Cultural Heritage targeting 34 participants from both West Bank and Gaza; Development and Management of Database targeting 3 personnel of the newly created database at the Directorate of Antiquities and Cultural Heritage and one representative from Gaza; and Culture Management Training (CMT) targeting representatives of 20 organizations active in the field.

*Activity 1.1.2: Upgrade and make operational the National Plan for the Palestinian Culture (NPPC) as a tool to guide the holistic safeguarding and promotion of the Palestinian Cultural Diversity. Led by UNESCO in cooperation with FAO and UNDP.*

Following the announcement of the new planning approach by MoPAD, the JP supported MoC in developing the Palestinian Culture Sector Strategy (2011-2013). The strategy was developed with the participation of different stakeholders and was endorsed by MoC in November 2012. In addition, and in order to provide relevant base line information on Palestinian culture. The JP has developed and submitted to the PCBS for collection next year the first Palestinian Cultural Indicators. The JP also helped MoTA in elaborating the Palestinian Heritage Law, which will eventually serve in safeguarding and promoting Palestinian Cultural Diversity. MoTA decided to build on a previously World Bank funded project and continue developing the inventory on moved archaeological findings. The pilot inventory (so far documents 13,600 objects extracted in 1,000 archaeological sites) will serve as the base of a comprehensive inventory comprising all objects and archaeological artefacts removed from the West Bank since 1967.

*Activity 1.2.1.A: Enhance the capacities of MOTA and MOLG, at central and local level, and other institutions to elaborate conservation and management plans for integrated cultural sites (case-study: Sebastiya). Led by UNESCO in cooperation with FAO*

*Activity 1.2.1.B: Enhance the capacities of MOA, MOLG and MOTA at local level together with relevant community based organizations on land use, landscape planning and environmental impact assessment (Sebastiya and Arraba/Ya'bad). Led by FAO in cooperation with UNESCO*

A team of local experts worked with different stakeholders and produced a draft conservation and management plan for Sebastia. The draft plan was discussed with municipality, MoLG, and UNESCO in October 2012. For the second part of the activity, FAO undertook on-job training activities to help communities in Sebastiya, Arrabeh and Yaabad in developing and adopting two conservation plans for enhancing land use, landscape planning and environmental impact assessment skills, as well as ameliorating environmental and culturally sound economical utilization of local natural resources. An inventory of 40 plants of the most culturally and economically important local crop varieties as well as related traditional agricultural practices was completed. Training on natural resource management over two weeks targeting 38 participants from schools, municipalities, and Ministries was conducted. A follow up awareness campaign and contest on environmental issues, agriculture and culture at 16 schools in Yaabad, Arrabeh and Sabastiya was completed with the cooperation of MoEHE. The Sabastiya plan is being printed in both Arabic and English languages’.

“One can single out the Intangible Heritage Archive as a significant achievement of the JP. I am really thankful for the MDG-F that it gave us the opportunity to complete this important national archive”

**Mr. Yousef Tartouri, MoC**

*Activity 1.2.2: Reinforce the capacity of MOC and relevant organizations to develop the knowledge-base*

*for the understanding, management and dissemination of data concerning the Palestinian Intangible Cultural Heritage. Led by UNESCO in cooperation with FAO*

For the first time in Palestine, a knowledge-based tool for understanding, managing and disseminating data on the Palestinian Intangible Cultural Heritage (ICH) in addition to an archive for ICH was developed. Three domains of intangible cultural heritage were included: traditional agricultural knowledge, fishermen culture and food culture in addition to the Palestinian Hikaya materials previously collected in cooperation between MoC and UNESCO. In Early 2011, Minister of Culture approved the establishment of ICH Research and Documentation unit to be based at MoC and serve as the seed of the national archive of the intangible cultural heritage in oPt.

*Activity 1.2.3: Conduct innovative actions for the conceptualization and design of selected marketable traditional and contemporary cultural products. Led by UNESCO in cooperation with UN Women*

*Activity 1.2.4: Utilize creative skills and ensure quality control in the production, management and marketing of traditional and contemporary cultural products. Led by UN Women in cooperation with UNESCO*

Training on innovative designs integrating traditional handicrafts for young artists (three groups in North West Bank, South West Bank and in Gaza composed of approximately 14 young artists per group) was conducted in cooperation with Al Mahatta Gallery (a youth voluntary independent initiative). This training was then followed by two to three-month placement programme of trained designers in local craft shops to provide an opportunity for the designers to get acquainted with the production techniques and gain on hand experience. Another training activity was organized in Gaza targeting 17 young designers. Through this training, the young designers produced the furniture to another restored multi-purpose community centre “Dar Al Alami” which will be used as an educational centre for blind children and other purposes. A number of trainees were placed in selected companies and workshops. Trainees in Gaza were visited by several international bodies, NGOs, officials and donors who showed interest in obtaining some of the presented prototypes such as: Quartet delegation, Mercy Corps, GIZ-German Society for International Cooperation, Islamic Relief, Palestinian Federation of Wood Industry, and Palestinian Federation of Industry. Another training courses in “Management and marketing of Crafts” was also conducted in cooperation with al Mirsat (a local training and marketing company works on the revival of the arts and crafts of Jerusalem and Palestine targeting 90 beneficiaries of home hospitality, the young designers of the jewellery and clothes.

Outcome II: Socio-economic development: the potential of cultural and eco-tourism and creative industries is identified and utilized for inclusive economic growth and social cohesion.

*Activity 2.1.1 Promote cultural and eco-tourism development in a selected number of cultural and natural heritage sites Led by UNESCO in cooperation with UN Women*

*Activity 2.1.2. Pilot community based tourism initiatives in two sites for which basic facilities/infrastructure for tourism are upgraded. Led by UNDP in cooperation with UNESCO*

UNESCO, UNDP, UN Women and partner Ministries have taken a collective decision to merge the two activities and to partner with the Rozana Association for Architectural Heritage to establish the Network for Palestinian Experiential Tourism Organizations (NEPTO). The partnership included: building the capacity and technical assistance of the Network, providing training on local guide (trekking), creating opportunities for women in rural villages through home hospitality training of trainees (ToT). The training targeted about 40 trainees served in connecting the tour guides with home hospitality beneficiaries who are working in the same areas. Women who received ToT on home hospitality trained another 28 women in other villages: Awarta, Doma and Aqraba. At the end of the training courses, NEPTO developed two training manuals that will be used by Bethlehem University as the base of two syllabuses to be taught at the university in tourism sector. On another level, the construction of the basic tourist facility in Sebastiya has been completed. The facility will serve as an interpretation centre and will provide services to tourists who visit the historical site.

*Activity 2.1.3 Endangered local crop varieties as part of local bio-diversity are preserved and one demonstration plot for awareness raising and tourism activities is established in Arraba/Yaabad. Led by FAO*

Two demonstration plots at Yaabad and Arrabeh were established and opened for public and visitors. The two municipalities donated 2000 km<sup>2</sup> land that used to serve as medical and solid waste dump. These demonstration plots are connected to the municipalities' public parks in order to ensure that the public frequently visits them in general and by the younger generation in particular. In addition, a manual on how to preserve and conserve the 54 selected and planted species in the two demonstration plots was produced. Related to that, Beit Qad Seeds Station was upgraded as a step towards the creation of seeds bank in the area.

*Activity 2.1.4 Provide comprehensive services of business development in the creative and cultural related industry sectors, including identification of market opportunities, start up assistance and commercialization of products. Led by UN Women*

A local consulting team completed the first ever-comprehensive study on "Palestinian Cultural and Creative Industries". A number of outreach activities to raise the awareness about the study findings were planned for the month of November. Under the activity of the job coaching, Young Entrepreneurs Palestine (YEP (West Bank) and Palestine Association for Development and Heritage Protection (Gaza) have developed a survey to assess women's needs and priorities in the culture and creative sector industries, provided on-the-job coaching in the cultural and creative industries sector for 45 women through a four month training program, and worked with women to prepare them to take part in planned JP festivals.

*Activity 2.1.5. Establish a start up mechanism based on grants for the development of business activities Led by UNDP in coordination with UN WOMEN, UNESCO, and FAO.*

Following a call for proposal a about 219 individual applications and 17 collective applications 219 were received, among which 34 were primarily selected to participate in a comprehensive training on how to develop a business plan. Based on the evaluation of the developed business plans, the evaluation committee selected 17 initiatives to be granted through the JP. The grantees included females and males from Gaza (eight with a total of \$ 56,811.00), and from West Bank (nine with the total of \$ 60,127.00). The grantees have already started their businesses, which varied from virtual online tours, to handicrafts production and establishment of small cafeterias and galleries. Those grantees will be coached and monitored for six months after the closing date of the JP.

*Activity 2.1.6 Pilot feasible interventions for successful marketing of local agro-biodiversity products in the pre-selected communities Led by FAO in cooperation with UN Women*

A comprehensive programme for production and marketing of local agro-biodiversity products was completed in partnership with MoA. The programme targeted 140 women entrepreneurs within seven women associations in Jenin, Arrabeh, Yaabad and Sabastiya. The programme included building the capacities of women in the targeted communities, to produce and market high quality food products using traditional crop varieties and processing methods (traditional cottage industry). As part of the programme several women associations were connected with the Canaan Fair Trade in Jenin City to enhance their access to local and international markets.

Related to this activity, a local gender and agriculture experts was impeded MoA to support the ministry in assessing the status and needs for gender mainstreaming. The experts carried out a capacity needs assessment for MoA, conducted several training sessions, and produced a gender gaps analysis report. As a result, the MoA decided to increase the number of women in the higher-level positions and in the different training programmes in the ministry. More importantly, a gender dimension was added to the exiting agriculture sector strategy, which was a significant gap in the developed strategy.

*Activity 2.2.1 Develop partnerships for social responsibility and solidarity between well established Palestinian cultural organizations and community-based organizations ready to promote performing arts in rural isolated areas. Led by UNESCO*

Several partnerships and initiatives have been achieved under this activity:

- a) Partnership bringing together UNESCO, MoC, the Edward Said National Conservatory of Music and two CBOs in Hebron namely the Palestinian Child Home Club and the Association for Cultural Exchange Hebron/ France to establish the first Academic Music Programme in Hebron Governorate targeting children and youth. Currently there are more than 110 students enrolled in the Music Programme from Hebron city and the

surrounding villages. Those students receive training and musical instruments free of charge.

- b) Cooperation with Amandla under the title “Al Housh” with the aim to shed the global spotlight on the tremendous achievements of Arab designers and artists by creating a common space that serves as a platform for empowering this community and market their products. A website (alhoush.com) was launched to showcase the works and promote over 300 artists and designers from across the Arab world, and to provide them with a portal that allows them to create their own sites or shop fronts and sell their works online. The portal will also benefit the trained designers under activity 1.2.3 and activity 1.2.4.
- c) Partnership with the Freedom Theatre in Jenin Refugees Camp. The partnership aims at transferring of the knowhow and knowledge, and nurturing the skills, self-confidence and motivation of the young generation. Through this partnership, the Freedom Theatre was able to continue its regular theatre activities and organize several plays and activities.

*Activity 2.2.2 Organize film, performing arts and living cultures festivals, agricultural and gastronomic fairs in the selected communities. Led by UNESCO in cooperation with UNDP, FAO and UN Women*

A mapping of existing cultural festivals in oPt was carried out by the JP team to feed the development of a local database at MoC and MoTA and also to enable for the selection of the various cultural events to be supported by the JP. Based on mapping results the JP provided direct technical support to MoC and MoTA for organizing selected cultural events at local and national levels. About 23 dance troupes, 14 music groups and 2 theatre groups participated in 4 major cultural festivals such as: Marj Ibn Amer festival, the Palestinian Heritage Day cultural events, the Arabic music festival “Laiali Al Tarab Fi Quds Al Arab”, and the annual “Heritage Festival”.

A partial support was provided to Edward Said National Conservatory, for the renaissance of the Palestinian National Orchestra- , which played for the first time since 1948. Through this support three concerts were organized in Ramallah, Jerusalem, and in Haifa. Other initiatives supported by the JP included: the Palestinian Cultural, Educational Fourth Forum, Birzeit Fourth Heritage Week, the monthly children’s magazine “al Zayzafouna”, and Jenin Cultural Summer: Palestinian popular literature.

*Activity 2.2.3 Support the creation of innovative and gender sensitive media products fostering the role of social cohesion and disseminating the inclusive economic opportunities entrenched in cultural diversity. Led by UN Women in cooperation with UNESCO*

A media and communication strategy and action plan was developed. The production of media tools proposed by the action plan is on going. These tools induce: production of TV spots, JP documentary, four highlights on the JPs, wall drawing, postcards, JP brochure, MDG-F Culture

song, and localization of MDGs on bookmarks, in addition to use of social media. Under this activity also, the JP supported the creation of different media products including: two issues of “This Week in Palestine”, and a Facebook page to promote JP activities and provide regular updates on its status.

*Activity 2.2.4 Design and carry out one pilot programme of extra-curricular activities for 15 schools in the concerned localities to foster cultural diversity and pluralism. Led by UNESCO in cooperation with UN Women*

A manual on cultural heritage to raise the awareness of children and youth on the importance of their cultural heritage is being developed. The manual will serve as an educational resource kit on teaching Cultural Heritage, both tangible and intangible, for school teachers. To pilot the manual, al Rozana Association was contracted to implement a special summer camp: the Young Archaeologist of Palestine. The camp targeted 22 young people from Birzeit and surrounding villages. The aim was to assess and identify with the young people potential topics and methods that were suggested for the manual.. At this stage, UNESCO is partnering with RIWAQ on producing and testing the manual in schools. The timeframe for its finalization extends after the end of the JP as the budget is complemented by UNESCO core funds.

***Good practices and success stories:***

There are many examples of good practice and successful experiences in this JP and some of them could be replicated and transferred. Some examples include:

- Working within the national priorities and plans, and the high level of flexibility in the JP to adapt to the changes on the ground: for example: the development of the Culture Strategy based on the new planning approach of MoPAD.
- Contributing to the reform of polices and legal framework related to culture sector through the amendment of laws, and the development of a unified charter.
- Improve coordination and relation between JP partners: the JP provided a valuable opportunity for join discussion and decision making between and among the national partners and the UN agencies.
- Combining theoretical training with on-job, practical training through the placement programme of trainees.
- Raising the level of awareness and interest on gender related issues including the engendering of the culture strategy and the agriculture strategy, as well as pushing for gender mainstreaming in the MoC and MoAg.

- Utilizing local experience and resources: Most of the hired consultants and training providers were locally based which enhanced the effectiveness and relevancy of the delivered activities.
- Institutionalization of outputs which improved the sustainability of these activities such as: the embedding of ICH in the MoC structure.
- Establishing partnerships between public sector, private sector, and civil society organisations including the Musical project in Hebron, The handcrafts and designs in both West Bank and Gaza, and food processing and production with women associations and cooperatives.
- Enhancing knowledge sharing and education by developing a number of manuals and guidelines to be used by larger group of beneficiaries after the end of the Programme.

Many success stories could be drawn from the JP implementation. In this report, we would only highlight three stories without undermining the other good practise and examples:

#### 1-Development of the Intangible Cultural Heritage (ICH):

Intangible cultural heritage is an essential asset of the nation's history and identity. In previous years, several single and scattered efforts have been made to preserve these national assets through the collection and studying the different intangible cultural heritage elements in Palestine. These efforts lacked coordination, systemization, and institutionalization within the relevant Palestinian structure.

Through the JP, and for the first time in Palestine, a team of Palestinian experts worked with UNESCO, MoC and FAO to develop a knowledge-based tool for understanding, managing and disseminating data on the Palestinian Intangible Cultural Heritage. It was agreed that developed database and archive will focus- at this stage- on three domains of ICH including: traditional agricultural knowledge, fishermen culture, and food culture. In addition to the Palestinian Hikaya materials previously collected in cooperation between MoC and UNESCO

Building on the JP work, the Minister of Culture, Ms. Siham Barghouthi, approved the establishment of ICH research and documentation unit, and that was based at MoC and will serve as the seed of the national archive of the intangible cultural heritage in oPt. This decision reflects the national ownership of the project and shows a high commitment toward sustaining the ICH for the benefit of the future generations.

#### 2- Music as a cultural and social empowerment tool:

In its continued efforts to strengthen its community engagement and service the JP has supported the partnership between Edward Said Conservatory (ESC) in Bethlehem and Dar Al Tifil and the France-Hebron Society in Hebron city. The Conservatory hosted the music training and classes for free. Musical instruments were provided to the kids for free and many of the ESC staff and instructors volunteered. The partnership brought together more than 110 children ages 7 to 18 with 40% boys and 60% girls to be part of their activities. Many of these children lived outside the city in marginal areas. This effort proved successful despite the cultural and social challenges and the security risks.

Without the support of the JP, it wouldn't be possible to provide the kids with the opportunity to learn music and socialize with their peers. No doubt music provides and escape from the daunting political situation that has overshadowed their childhood. It also served as a mean for the kids to express their talents and feelings through music instead of spending their time in the streets and unsafe areas. The program targeted a marginalized area and not typical city like Ramallah, which gave it so much more triumph.

It was noted that the behaviour and attitude of many participating kids changed to the better after they joined the program. Through music, their behaviour and social skills were improved and changed totally from aggressive, depressed kids to more happy and positive.

### 3- Building synergy through creative designs and artifacts

The JP through partnership with Al Mahatta Gallery (a youth voluntary independent initiative) conducted training on innovative designs for young artists in West Bank and Gaza. Through this training, and with an attempt to link the activity with other existing national projects and initiatives, and creating synergies with UNESCO existing projects, the trainees were hired to produce all furniture and part of the lighting fixtures of the Guest House and Multi-Purpose Community Center of the historic Khan Al Wakala in Nablus Old City. In Gaza, the trained young designers produced the furniture to another restored children centre "Dar Al Alami" which will be used as an educational centre for blind children.

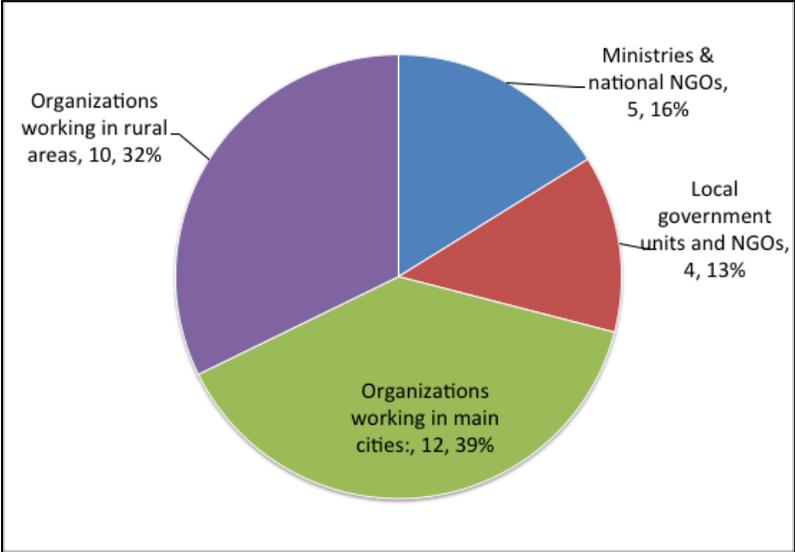
The quality of designs has generated the interest of several private sector institutions and international agencies to benefit from the trainees and hire some of them; A number of designs are currently approached by Palestine Investment Fund (PFI) for producing traditional hand-made gifts for their board members; Two of the designers were hired by UNRWA as designers for toys to be later produced and distributed in the refugee camps; Eight designers applied for the grants program 5 of them were selected to be funded by the JP grants mechanism; Eight designers (5 females and 3 males) were able to create their own business called "Khan designs" who is also partnering with local CBOs targeted in the placement program.

### **Beneficiaries of the JP:**

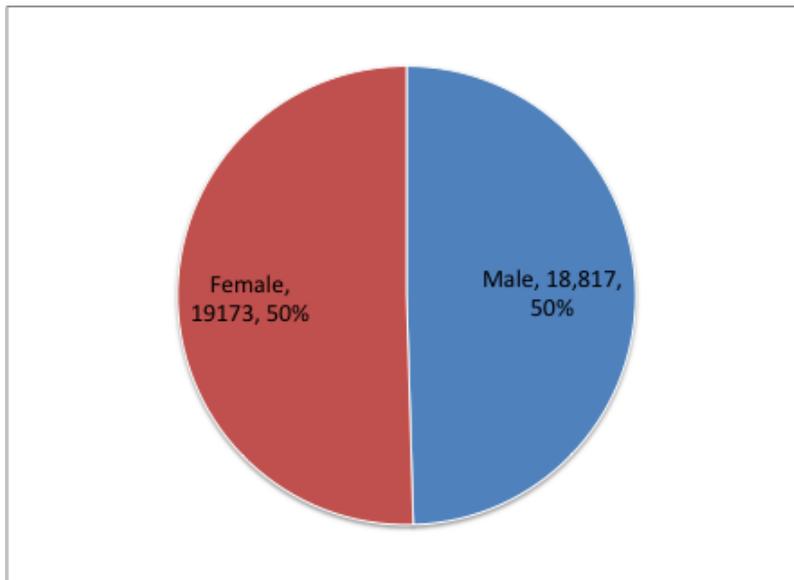
Overall the JP’s direct and indirect beneficiaries varied in terms of geographic area, type, and gender. They included a variety of institutions ranging from governmental agencies to the grass root level civil society groups in addition to individuals with a good representation of females. The number of direct beneficiaries as estimated by the programme team is about 38,000. Over two million indirect beneficiaries could be estimated. These are impressive figures. The extent to which these groups have benefited of course varies very significantly: Some attended short trainings, others were the subject of specific initiatives or attended cultural events.

Charts 2 and 3 present the distribution of JP beneficiaries (institutions and individuals) with a detailed breakdown of beneficiaries is presented in Annex D.

**Chart 2: Distribution of JP beneficiaries- Institutions**



**Chart 3: Distribution of JP beneficiaries- Individuals**



## **Challenges and Lessons Learned**

Several challenges have faced the JP design and implementation, these challenges and related lessons learned are presented below. Some were already identified in the previous Mid-Term Evaluation and the various mission reports:

### **General Challenges:**

- In general, the contextual challenges that face the Palestinian cultural sector, which were originally the motivation behind the design and implementation of the JP presented major obstacles during implementation. Some of these included: the Israeli occupation policies and restrictions, in particular, the blockade and isolation of Gaza, which result in territorial and consequently social fragmentation in Palestine; the low priority and allocated budget for culture on the agenda of the PNA and many donors and international agencies; weak organization of cultural sector due to the lack of related data and indicators as well as the absence of related national strategies, unclear and often conflicting roles and responsibilities of different actors; an out-dated and uncoordinated legal framework related to culture; significant lack of qualified and trained human resources especially in the fields of knowledge management and culture administration; the isolation of Palestinians from their Arab environment which hinders the possibility of

benefiting from Arab expertise in the field of culture, and finally a weak cultural infrastructure in the oPt.

- This JP is one of the first experiences in oPt where different UN Agencies partnered together to implement a comprehensive multi disciplinary intervention. This approach is aligned with the global UN Strategy toward “Delivering as One” which aims at making UN system more coherent, effective and efficient. Adapting to this approach was a key challenge that faced the four UN agencies due to the specific culture of each agency as well as procedures that differs from one agency to another.
- The process of reaching a common understanding of a real and equal partnership between the UN Agencies and PNA Ministries; UN agencies need to empower PNA Ministries as owners and drivers of the design and implementation of the JP, while PNA Ministries should also graduate from acting as beneficiaries to be the “owner” of the change.
- In the past years, tremendous efforts have been spent to raise the capacity of PNA ministries and improve their ability to deliver; both MoC and MoTA in particular, are still in need for more support in terms of capacity building, and institutionalization.
- Without undermining the achievements of the JP, it should be noted that maintaining most of the activities and outputs of the JP despite 75% reduction in the original budget was too ambitious and affected the efficiency of the JP.
- Several comments were raised during the interviews related to the role of the lead agency and the level of control that was exercised by the lead agency on the JP. Given that the adapted implementation modality assumes full accountability on the lead agency whom tried to expedite the implementation and overcome delays, it was necessary -according to UNESCO- to intervene to accelerate the process and to overcome some delays.
- The absence of PM for several months, and the turn over of the three PMs during the implementation of the JP was a serious issue that affected the implementation and added burdens on the staff of UNESCO and other agencies.
- The continuous change of representatives and focal points during the JP implementation resulted in weakening the collective understanding of the vision behind the intervention as well as discontinuity in the implementation.
- Despite the serious interest and attempts by the PNA in improving gender equality, particularly empowering women and youth to assume more responsibility in senior positions and decision making, still gender mainstreaming and inclusiveness of gender in planning and implementation of different activities is not a high priorities in many ministries.

- As any other donor's programmes English is the official language of communication, reporting, and meetings. Many local partners have limited capacity in dealing with English language, which hinders the understanding, discussion, and most importantly the level of ownership of local and national partners of the programme. This is without mentioning the specificity of a cultural-focus programme where national language plays a significant role in the development of culture and identity.

### **Operational Challenges:**

- The UN procedures related to procurement and hiring of staff and consultants was long and hindered the communication and understanding between UN agencies and Ministries in several cases.
- The weak coordination between the JP communication consultant and the communication specialists of UN Agencies (if available). In addition, some UN Agencies lack a communication strategy which-if existed- would have informed the communication strategy and action plan that were developed for the JP.
- In some instances, it was difficult to present the activities as part of the MDG-F JP and not as separate projects of UN Agencies. Thus, the visibility in some cases was credited to UN Agencies and not to the MDG-F. This was due to lack of early and proper communication and outreach as well as the delay in producing the necessary promotional tools.
- Communication with Gaza, as well as coordinating activities in Gaza was difficult due to the current political and security situation. Although representatives of UNW and UNESCO have visited Gaza during the implementation and alternative tools such as Skype, telecommunication, and video conferencing were utilized, it would have helped if the PM and other management team members visited Gaza during the implementation.
- Despite several warnings and attempts from UNESCO to solve the issue of constructing the tourism facility at Sabastiya historical site, the project has been delayed due to the inability in finalizing the archeological excavation on time, as well as the unpredicted change in the position of MoTA regarding the design of the proposed facility.
- The implementation of specialized training activities faced some delays due to the lack of adequate expertise in delivering specialized trainings in culture of the UN Agency that was responsible for conducting this training. It is important to consider the capacity and appropriateness of the implementing agency for each activity in the intervention in the early stages of design and planning.

## **Recommendations**

### **Strategic Recommendations:**

- The lessons learned and experiences of the MDG-F JP for Culture and Development along with the other two JPs in the oPt (The MDG-F for Gender Equality and Women's Empowerment and the UNTHS) should be evaluated to inform the global discussion about the efficiency and effectiveness of UN joint programming. Questions like whether the JP approach is improving the efficiency of UN system and utilization of comparative advantage of the specific experience of each agency? How much has the JP added value to the work and mentality of the UN agencies? Did the JP contributed to improving and developing activities, culture, style of UN agencies and not just supporting routine activities that UN agencies do everyday? and is the JP approach still worth the time/efforts/resources spent to coordinate and manage complex structure, and interdisciplinary interventions? should be addressed.
- Knowledge management tools and venues (e.g. exchange of information, documentation of stories and lessons learned, dissemination and promotion of best practices, etc) should

be improved and utilized to improve sharing of information, draw lessons, and build capacity of partners as well as inform the UN Country Team (UNCT) planning processes

- One of the challenges identified in this JP was the use of the English language in communications and meetings. Both the Mid-Term evaluation, and JP mission reports recommended translating key documents and reports to the national language (Arabic) to allow for better understanding and ownership by the local partners. In addition, this evaluation suggests that both the national language (in this case Arabic) and English should be used at the same level and not just for key documents. Thus, the required resources (financial, staff, and translators) should be considered in the planning of future interventions.
- Related to the previous point, and to set a model for other programmes, it is recommended that this evaluation report and the final progress report of the JP be translated to Arabic and made available to the national and local stakeholders. The evaluator will translate the executive summary of the report to Arabic although it wasn't part of the ToR.
- The UNSCO role is critical in ensuring a smooth implementation and coordination with different stakeholders mainly the national government. Although the Resident Coordinator in the oPt has been keen in providing the political and oversight support to the JP, still his role was limited if compared to other countries. This might be due to the fact that the JPs (culture and gender) represented only a small portion of the UN portfolio and funding in the oPt and other crucial humanitarian and political priorities had to be taken care of. Further discussion is needed on what is expected from the UNSCO office and the resource (financial and staffing) needed for UNSCO to fulfill its role. This should be assessed and considered during the early stages of the intervention (from the design level) and agreements between UNSCO and JP implementing agencies should be reached in advanced.
- The roles and responsibilities of the different partners of future JPs should be clarified and reflected in written TORs that shall guide the implementation process. This includes both UN and PNA partners including the technical lead agency, UNSCO and MOPAD depending on the adopted implementation modality.
- The role of UNSCO and MOPAD should be empowered at the coordination level while the technical lead agency should focus on providing technical advice and guidance, troubleshooting-when needed-, quality control, and oversight. In an ideal situation, where sufficient budget is available to allow for hiring highly qualified staff, the day-to-day operation and management should be the task of the programme management team (manager/coordinator and other staff).

- To enhance ownership of local partners and facilitate continuous communication between the JP and the national counterparts, it is recommended that JP management team be located at one of the leading national institutions and not in UN agencies offices.
- More emphasize should be given to communication and outreach activities as a tool to promote the JP, facilitate learning and understanding, and educate the community about the objectives and outputs of the programme. Sufficient budget and resources need to be allocated at the design phase of the programme.
- Although a certain level of coordination between the two JPs (gender and culture) has been taking place, synergies must be further explored. This includes, at a minimum, developing joint monitoring and evaluation elements as well as joint communications and advocacy initiatives.
- Gender mainstreaming should be considered as a priority and integral part of the JP and not in isolated activities. Awareness, advocacy and lobbying activities should be integrated in the various activities of the programme.
- In future programmes it is recommended that attention is given to promoting and embedding the economic development potential of culture in economic development strategies by all relevant development agencies and government agencies.
- As mentioned in the report, the JP budget was reduced by 75 % at the early stages of the JP development, which-according to the MDG-F Secretariat- was related to the feasibility of the proposed intervention considering the challenging Palestinian context and the likelihood of implementing the budget originally requested considering the existing constrains. It is important for future programming to take this issue into consideration since, in certain contexts, more funding does not necessarily mean more results particularly considering that the absorption capacity of national counterparts or the contextual constrains may require small scale, focused interventions that can be upscale once successful approaches have been identified
- Related to the previous point, it is recommended that future programmes consider supporting fewer but more focused strategic interventions to maximize long term impact.

#### **Specific/Management:**

- A management team should be empowered and given the resources, space, and authority to perform the required duties. Roles and responsibilities, job descriptions, lines of communications should be clarified and agreed upon between implementing agencies from the beginning of the programme.

- A realistic monitoring and evaluation (M&E) framework should be designed and put in place in consultation with UN agencies and national partners. It is crucial to engage all relevant counterparts in the various M&E activities including: establishing baselines, setting indicators, and mid-term and final evaluation).
- Members of the PMC should have decision-making capacity so that the outcomes of the PMC discussions can be submitted for endorsement to the NSC. For this reason, it is recommended that Heads of Agency (HoA) and high-level representatives from the relevant line Ministries should participate in the PMC. Differentiation between members of NSC, PMC and technical level committees should be encouraged.
- An exit strategy and plan should be developed before the end of the programme and should include actions, and resources needed from JP partners, in particular national counterparts. UN agencies should provide technical assistance and advise to national partners on this regard.
- To the extent possible, the use of national systems of procurement and M&E as examples should be encouraged. Furthermore, the applied UN procedures related to procurement should be explained to national counterparts to avoid any misunderstanding or confusion.
- Special attention should be given by relevant parties to ensure the endorsement of the drafted culture and heritage laws in the near future
- Options to sustain the activities in Hebron (i.e. Music Academy) should be explored and included in the exit plan of the JP as to not lose the momentum and the achievement of this activity.
- Dissemination and awareness of the newly developed ICH archive and database is still needed. Linkage with other similar projects/archives should be established (for example with Academic institutions and research centers).
- A documentary should be developed as soon as possible for the Sabastiya Interpretation Centre so that the mission of the facility can be realized. PNA ministries and UN Agencies should explore options for securing funding for this documentary.

## **Annex A: Terms of Reference for Final Evaluation**

**August 2012**

### **List of Acronyms**

<b>oPt</b>	Occupied Palestinian Territory
<b>MDGs</b>	Millennium Development Goals
<b>MDG-F</b>	Millennium Development Goals Fund
<b>MDG-FS</b>	Millennium Development Goals Fund Secretariat
<b>JP</b>	Joint Programme Culture and Development in Occupied Palestinian Territory
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNDP</b>	United Nations Development Program
<b>FAO</b>	United Nations Food and Agriculture Organisation
<b>UN Women</b>	The Entity for Gender Equality and the Empowerment of Women
<b>MoC</b>	Ministry of Culture
<b>MoTA</b>	Ministry of Tourism and Antiquities

<b>MoA</b>	Ministry of Agriculture
<b>MoPAD</b>	Ministry of Planning and Administrative Planning
<b>MoWA</b>	Ministry of Women's Affairs
<b>MEHE</b>	Ministry of Education and Higher Education
<b>MoLG</b>	Ministry of Local Governance
<b>PRDP</b>	Palestinian Reform and Development Plan
<b>PNP</b>	Palestinian National Plan
<b>UNEG</b>	United Nations Evaluation Group
<b>M&amp;E</b>	Monitoring and Evaluation
<b>PA</b>	Palestinian Authority
<b>MTRP</b>	United Nation Mid Term Response Plan
<b>CE</b>	Evaluation Commissioner
<b>EM</b>	Evaluation Manager
<b>ERG</b>	Evaluation Reference Group
<b>PMC</b>	Programme Management Committee
<b>PMT</b>	Programme Management Team
<b>NSC</b>	National Steering Committee

## 1. Preamble: the MDG-F

In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €528 million with the aim of contributing to progress on the MDGs and other development goals through the United Nations System. In addition, on 24 September 2008 Spain pledged €90 million towards the launch of a thematic window on Childhood and Nutrition. The MDG-F supports joint programmes that seek replication of successful pilot experiences and impact in shaping public policies and improving peoples' life in 49 countries by accelerating progress towards the Millennium Development Goals and other key development goals.

The MDG-F operates through the UN teams in each country, promoting increased coherence and effectiveness in development interventions through collaboration among UN agencies. The Fund uses a JP mode of intervention and has currently approved 128 joint programmes in 49 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs, National Ownership and UN reform.

### The MDG-F M&E Strategy

A result oriented monitoring and evaluation strategy is under implementation in order to track and measure the overall impact of this historic contribution to the MDGs and to multilateralism. The MDG-F M&E strategy is based on the principles and standards of UNEG and OEDC/DAC

regarding evaluation quality and independence. The strategy builds on the information needs and interests of the different stakeholders while pursuing a balance between their accountability and learning purposes.

The strategy's main objectives are:

1. To support joint programmes to attain development results;
2. To determine the worth and merit of joint programmes and measure their contribution to the 3 MDG-F objectives, MDGS, Paris Declaration and Delivering as one; and
3. To obtain and compile evidence based knowledge and lessons learned to scale up and replicate successful development interventions.

Under the MDG-F M&E strategy and Programme Implementation Guidelines, the Culture and Development in the oPt (JP) designed an M&E system, establishing baselines for (quantitative and qualitative) indicators and is currently preparing for a final evaluation with a summative focus (please revise annex V- JP M&E system description).

The MDG-F Secretariat also commissioned mid-term evaluations for the JP with a formative focus that recommended an improvement plan that has been carried out since January 2011 (See JP improvement plan summary and document).

## **2. Joint Programme Culture & Development in the oPt**

The JP was designed to support the Palestinian national development plans which define the strategic priorities of the PA; many of which are directly relevant to, and supportive of, attainment of MDGs. These plans are the Reform and Development Plan (PRDP, 2008-2010) and the Palestinian National Plan (PNP, 2011-2013). Furthermore, the JP is naturally aligned with the UN Mid-Term Response Plan (MTRP, 2008-2010) which represents the strategic UN planning framework guiding the United Nations Country Team development work in the oPt including the Culture and Development joint programme.

The JP contributes to these efforts by providing Palestinian institutions, organizations, professionals and the society at large with the skills and tools necessary to better understand, access, enjoy, protect and profitably manage their rich cultural diversity. The JP adopted an innovative, interdisciplinary and holistic approach using interlinked components such as capacity building, policy making, partnerships and best practices.

### **2.1. Scale of complexity**

#### **2.1.1. Palestinian Context**

The JP faces multi-layered challenges, rooted in its operational context, which is heavily affected by the political instability in the oPt. In a context of conflict, the Culture sector in the oPt has been neglected completely during the Israeli Civil Administration of Palestinian cities and towns (1967-1994). The Civil Society was the only actor who developed the cultural scene during those years; however, due to the lack of sovereignty and control, this scene was based on individual scattered efforts and leaving the initiatives underdeveloped.

To date, after eighteen years since the establishment of the Palestinian Authority in 1994, the cultural environment is still affected by the lack of sovereignty, fragmentation, institutional weakness and poor investments. The deteriorating socio-economic conditions caused by the Israeli occupation which recurrently led to humanitarian crisis, have shifted the attention of the national and international actors away from investing in cultural development in a country where 25% of Palestinians live below the national poverty line (\$609, where \$1 equals 3.73 shekels): 18.3% in the West Bank and 38% in Gaza which have certainly increased in the wake of the “Cast lead” operation in 2009 and the ongoing siege (Palestinian Central Bureau of Statistics, PCBS, 2010).

The lack of a sovereign Palestinian state has led to a major shortcoming that tremendously hindered the development of the sector which is the absence of all national cultural institutions (such as national archives, national library, national museums, national theatre, etc) as well as specialised higher education institutions for performing and visual arts. It also deprived Palestinian creative professionals and institutions from their basic right to benefit from a national trust fund responsible for promoting cultural development and creativity, and left them dependent on foreign aid which is designed on short term delivery basis that consequently does not lead to cultural development which requires long term investments.

In addition, the Palestinians living in the oPt have been historically disconnected from their Arab neighbouring environment denying the natural cultural exchange limiting the possibility of benefiting from Arab and regional expertise. More importantly, different research studies have identified the inadequacy of the education system to deliver quality education, in relation to curricula, teachers’ capacities, teaching methodologies and institutions’ infrastructure, as one of the critical factors undermining the development of the culture sector.

### 2.1.2. Design and implementation of the JP

The JP brought together non-traditional partners; UNESCO, UNDP, UN Women, FAO, MoPAD, MoC, MoA, MoTA, and MoWA to work in a holistic integrated approach for the safeguarding of the Palestinian heritage and the development of cultural industries<sup>12</sup>. This entailed an extensive long consultation and planning process to ensure a unified vision and approach and consensus among the involved partners including refining the scope of some activities and devising the proper implementation modalities.

The broad scope of the JP, addressing the development of the Culture Sector as a whole, constitutes another key factor of complexity considering the joint implementation approach adopted by the JP. Moreover, the different programmatic approaches, administrative modalities

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<sup>12</sup> The JP’s approved budget is 3 million USD. The JP has the following human resources at its disposal:

- Full-time programme manager;
- Part-time monitoring and evaluation consultant;
- Full-time driver;
- Four part-time programme assistants within the participating UN agencies;
- Two full-time coordinators at MOTA and MOC.

In addition to the above mentioned staff, the JP substantially benefits from the staff of UN and PA partners participating in the JP.

and procedures of the participating UN agencies, including but not limited to procurement, recruitment, contractual arrangements, experience in the field of culture, added another layer of complexity on the JP which has been also exposed and affected by the weak institutional capacities of the PA participating agencies including human resources, regulations and procedures, and the lack of an enabling work environment equipped with the necessary infrastructures.

Finally, Ensuring quality delivery and ultimate benefit from the designed activities requires certain levels of technical capacities for the JP local implementing partners (institutions and individual consultants) and in some cases the beneficiaries themselves. However, and due to the reasons mentioned at the beginning of this section and analysed in depth in the Sector Strategy for Culture and Heritage, the Palestinian culture sector lacks equipped human resources in different domains of Culture and its supporting professions as well as necessary cultural infrastructure<sup>13</sup>.

## 2.2.JP Outcomes and Outputs

All 17 JP activities are implemented jointly by JP's partner, MoTA, MoWA, MoC, MoTA, local authorities, in cooperation with 28 community based organisations, universities and research institutes, private sector and civil society at large. The JP activities have been structured in order to achieve the following integrated outcomes and outputs: (For further details on activities, please refer to detailed description of JP activities)

- Outcome 1: institutional development: policies and practices for safeguarding cultural heritage are established as a contribution to the updating of the PRDP and implemented in the selected areas.
  - Output 1.1. The capacity of MoC, MoTA, MoA, MoWA and MoLG to cooperate and jointly work to upgrade and implement the National Plan for Palestinian Culture (NPPC) focusing on three components of the Palestinian cultural diversity: tangible heritage (including cultural landscapes), intangible heritage and creative industries are enhanced.
  - Output 1.2. NPPC related activities are piloted in selected sites. Lessons learnt from pilot activities at the grassroots and sub-central levels are fed the central institutional planning and capacity building process.
- Outcome 2: socio-economic development: the potential of cultural and eco-tourism as well as of creative industries for inclusive economic growth and social cohesion is identified and enhanced.
  - Output 2.1. Tourism Industry is enhanced and diversified through the creation of an integrated system of cultural and natural heritage sites and facilities.
  - Output 2.2. Cultural diversity and pluralism are promoted by media, educational and cultural activities and events.

## 2.3.JP Achievements and Implementation Status

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<sup>13</sup> According to the PCBS mapping of cultural institutions in 2006, 80% of the cultural centres in the oPt lack adequate premises, while 91% lack necessary equipment for delivering their core activities and 86% lack access to the media. 7 local museums out of 13 and 79 cultural centres out of 306 are currently closed.

Although the JP had faced several challenges in the first year (March 2009-March 2010) that resulted in accumulated delays, it has succeeded in taking off strongly adopting various mitigation measures such as parallel implementation, dedicating additional human resources by the participating UN agencies, recruitment of two full time coordinators at MOTA and MOC and enhancing the monitoring mechanisms. The JP is currently implementing the last stages of its activities and the exit phase developed by the partners based on mid-term evaluation recommendations. It is expected that most of the activities and the exit phase actions will be concluded by August 2012. (The JP was granted a six months no cost extension that will be concluded in September 2012.)

The JP implementing partners worked jointly, following the official start date, on defining a unified vision and approach as well as building consensus for the implementation of the JP. This included refining the scope of some activities and devising proper implementation modalities as well as adjusting other planned modalities to ensure meeting national priorities, quality delivery and ultimate benefit of the targeted participants considering the available financial resources and timeframe.

The JP succeeded in introducing an innovative and interdisciplinary work strategy seeking to reach an integrated and holistic approach for the promotion of cultural diversity as a venue for development. This strategy is built along a circular feedback process system structured along with the following interlinked components: capacity building, policy making, piloting activities, partnerships establishment and implementation of best practices. The work strategy actively involves local communities, private sector, civil society at large and government officials in the protection and promotion of Palestinian cultural diversity. More concretely, the JP contributed to the following: (for further details on JP achievements on outcomes and activities' levels, please refer to latest biannual report submitted by the JP).

- Policies and practices for safeguarding cultural heritage such as the culture sector strategy, model integrated conservation plans, amendment of related laws and its bylaws, development of national inventories documenting Palestinian tangible and intangible cultural heritage.
- Enhancement of eco-tourism and creative industries as venues for inclusive economic growth and social cohesion. This contribution was on different levels where research, assessment and lobbying are combined with capacity building for coalitions and fair-trades organizing eco-tourism and creative industries.
- Socio-economic development where implemented activities substantiated that culture serves as a vehicle for socioeconomic development and that it can contribute to the attainment of the MDGs with special emphasis on poverty reduction and women's empowerment. Established initiatives introduce quality sustainable models of interventions that enable the society at large to better access, enjoy, protect and profitably manage the rich Palestinian cultural diversity for example the definite design of the community-based tourism basic facilities/infrastructures to be established in Sebastiya.

### **3. Final Evaluation Description**

#### **3.1. Overall Goal of the Evaluation**

The commissioner of the evaluation is seeking high-qualified consultants to conduct the final evaluation, of this JP. JP final evaluation is summative in nature and seeks to:

1. Measure the efficiency, effectiveness, sustainability and relevance of the JP.
2. Generate substantive evidence based knowledge, on one or more of the MDG-F thematic windows by identifying best practices and lessons learned that could be useful to other development interventions at national and international level.

As a result, the findings, conclusions and recommendations generated by this evaluation will be part of the thematic window Meta evaluation, the Secretariat is undertaking to synthesize the overall impact of the fund at national and international level.

### 3.2. Scope of the Evaluation and Specific Objectives

The final evaluation will focus on measuring development results and potential impacts generated by the JP, based on the scope and criteria included in these terms of reference. This will enable conclusions and recommendations for the JP to be formed within a period of seven weeks.

The unit of analysis or object of study for this evaluation is the joint programme, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the JP document and in associated modifications made during implementation.

This final evaluation has the following specific objectives:

1. Measure to what extent the JP has fully implemented its activities, delivered outputs and attained outcomes and development results.
2. Measure to what extent the JP has contributed to solve the needs and problems identified in the design phase.
3. To measure joint programme's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised.
4. Measure to what extent the JP has attained development results to the targeted population, beneficiaries, participants whether individuals, communities, institutions, etc.
5. To measure the JP contribution to the objectives set in their respective specific thematic windows as well as the overall MDG fund objectives at local and national level. (**MDGs, Paris Declaration and Accra Principles and UN reform**).
6. To identify and document substantive lessons learned and good practices on the specific topics of the thematic window, MDGs, Paris Declaration, Accra Principles and UN reform with the aim to support the sustainability of the JP or some of its components.

### 3.3. Evaluation Questions, Levels of Analysis and Evaluation Criteria

The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them. These criteria are, in turn, grouped according to the three levels of the programme.

### 3.3.1. Design level

**Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and the Millennium Development Goals.**

- a) How much and in what ways did the JP contributed to solve the (socio-economical) needs and problems identified in the design phase?
- b) To what extent this programme was designed, implemented, monitored and evaluated jointly? (Please refer to MDG-F JP guidelines.)
- c) To what extent joint programming was the best option to respond to development challenges stated in the programme document?
- d) To what extent the implementing partners participating in the JP had an added value to solve the development challenges stated in the programme document?
- e) To what extent did the JP have a useful and reliable M&E strategy that contributed to measure development results? (please revise JP improvement plan and its explanatory document)
- f) To what extend did the JP have a useful and reliable C&A strategy?
- g) Are the activities relevant to the identified outputs? And are the outputs relevant to the identified outcomes and outputs?
- h) Is the project relevant tot the local community and their needs?
- i) If the programme was revised, Did it reflect the changes that were needed?

### 3.3.2. Process level

**Efficiency: Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results.**

- a) To what extent did the JP's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) was efficient in comparison to the development results attained?
- b) To what extent did the joint implementation help in conducting and managing the programme in an efficient manner?
- c) To what extent the governance of the fund at JP level (PMC) and at national level (NSC) contributed to efficiency and effectiveness of the JP? To what extent these governance structures were useful for development purposes, ownership, for working together as one? Did they enable management and delivery of outputs and results? (please revise PMC meeting minutes)
- d) To what extent was the JP efficient in delivering outputs and attaining outcomes?
- e) What are the positive and negative, expected and unexpected outcomes of the project?
- f) What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one?
- g) What type of (administrative, financial and managerial) obstacles did the JP face and to what extent have this affected its efficiency?
- h) To what extent and in what ways did the mid-term evaluation have an impact on the JP? How was the evaluation results utilized? Did the JP implement the improvement plan?

**Ownership in the process: Effective exercise of leadership by the country's national/local partners in development interventions.**

- a) To what extent did the targeted population, citizens, participants, local and national authorities make the JP their own, taking an active role in it? What modes of participation (leadership) have driven the process?
- b) To what extent and in what ways has ownership or the lack of it, impacted in the efficiency and effectiveness of the JP?

**3.3.3. Results level**

**Effectiveness: Extent to which the objectives of the development intervention have been achieved.**

- a) To what extent did the joint programme contribute to the attainment of the development outputs and outcomes initially expected /stipulated in the programme document?
  - a. To what extent and in what ways did the JP contribute to the Millennium Development Goals at the local and national levels?
  - b. To what extent and in what ways did the JP contribute to the goals set in the thematic window?
  - c. To what extent (policy, budgets, design, and implementation) and in what ways did the JP contribute to improve the implementation of the principles of the Paris Declaration and Accra Agenda for Action?
  - d. To what extent and in what ways did the JP contribute to the goals of delivering as one at country level?
- b) To what extent were joint programme's outputs and outcomes synergistic and coherent to produce development results? What kinds of results were reached?
- c) Have any good practices, success stories, lessons learned or transferable examples been identified? Please describe and document them.
- d) What types of differentiated effects are resulting from the JP in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?
- e) To what extent has the JP contributed to the advancement and the progress of fostering national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, UNDAF, etc)
- f) To what extent did the JP help to increase stakeholder/citizen dialogue and or engagement on development issues and policies?

**Sustainability: Probability of the benefits of the intervention continuing in the long term.**

- a) To what extent the JP decision making bodies and implementing partners have undertaken the necessary decisions and course of actions to ensure the sustainability of the effects of the JP? At local and national level:
- b) To what extent did national and/or local institutions support the JP?
  - a. Did these institutions show technical capacity and leadership commitment to keep working with the JP or to scale it up?
  - b. Have operating capacities been created and/or reinforced in national partners?
  - c. Did the partners have sufficient financial capacity to keep up the benefits produced by the JP?

- c) To what extent will the JP be replicable or scaled up at national or local levels?
- d) To what extent did the JP align itself with the National Development Strategies?

### 3.4. Methodological Approach

This final evaluation will use methodologies and techniques as determined by the specific needs for information and the questions set out in the TOR and the availability of resources and the priorities of stakeholders. In all cases, the consultant is expected to analyse all relevant information sources, such as reports, programme documents, internal review reports, programme files, strategic country development documents, mid-term evaluations and any other documents that may provide evidence on which to form judgements. The Consultant is also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tool as a means to collect relevant data for the final evaluation. The evaluation team will make sure that the voices, opinions and information of targeted citizens/participants of the JP are taken into account.

The methodology and techniques to be used in the evaluation should be described in detail in the desk study report and the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory techniques.

### 3.5. Evaluation Deliverables

The consultant is responsible for submitting the following deliverables to the commissioner and the manager of the evaluation:

- Inception Report (to be submitted within 15 days of the submission of all programme documentation to the evaluation team). This report will be 10 to 15 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The desk study report will propose initial lines of inquiry about the joint programme. This report will be used as an initial point of agreement and understanding between the consultant and the evaluation managers. The report will follow the outline stated in Annex 1.
- Draft Final Report (to be submitted within 20 days after the completion of the field visit, please send also to MDG-F Secretariat). The draft final report will contain the same sections as the final report (described in the next paragraph) and will be 20 to 30 pages in length. This report will be shared among the evaluation reference group. It will also contain an executive report of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. The draft final report will be shared with the evaluation reference group to seek their comments and suggestions. This report will contain the same sections as the final report, described below.
- Final Evaluation Report (to be submitted within 10 days after reception of the draft final report with comments, please send also to MDG-F Secretariat). The final report will be 20 to 30 pages in length. It will also contain an executive summary of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and

recommendations. The final report will be sent to the evaluation reference group. This report will contain the sections establish in Annex 2.

### 3.6. Key Roles and Responsibilities in the Evaluation Process

There will be 3 main actors involved in the implementation of JP final evaluation:

1. The Resident Coordinator Office as commissioner of the final evaluation will have the following functions:
  - Lead the evaluation process throughout the 3 main phases of a final evaluation (design, implementation and dissemination)
  - Convene the evaluation reference group
  - Lead the finalization of the evaluation ToR
  - Coordinate the selection and recruitment of the evaluation team by making sure the lead agency undertakes the necessary procurement processes and contractual arrangements required to hire the evaluation team
  - Ensure the evaluation products meet quality standards (in collaboration with the MDG-F Secretariat)
  - Provide clear specific advice and support to the evaluation manager and the consultant throughout the whole evaluation process
  - Connect the evaluation team with the wider programme unit, senior management and key evaluation stakeholders, and ensure a fully inclusive and transparent approach to the evaluation
  - Take responsibility for disseminating and learning across evaluations on the various JP areas as well as the liaison with the National Steering Committee
  - Safeguard the independence of the exercise, including the selection of the evaluation team
2. The programme manager as the evaluation manager will have the following functions:
  - Contribute to the finalization of the evaluation TOR
  - Provide executive and coordination support to the reference group
  - Provide the evaluators with administrative support and required data
  - Liaise with and respond to the commissioners of evaluation
  - Connect the evaluation team with the wider programme unit, senior management and key evaluation stakeholders, and ensure a fully inclusive and transparent approach to the evaluation
  - Review the inception report and the draft evaluation report;
  - Ensure that adequate funding and human resources are allocated for the evaluation
3. The Programme Management Committee that will function as the evaluation reference group, this group will comprise the representatives of the major stakeholders in the JP
  - Review the draft evaluation report and ensure final draft meets the required quality standards.
  - Facilitating the participation of those involved in the evaluation design
  - Identifying information needs, defining objectives and delimiting the scope of the evaluation.

- Providing input and participating in finalizing the evaluation Terms of Reference
  - Facilitating the evaluation consultant's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods
  - Oversee progress and conduct of the evaluation the quality of the process and the products
  - Disseminating the results of the evaluation
4. The MDG-F Secretariat that will function as a quality assurance member of the evaluation in cooperation with the commissioner of the evaluation. The MDG-F Secretariat will review and provide advice on the quality the evaluation process as well as on the evaluation products (comments and suggestions on the adapted TOR, draft reports, final report of the evaluation) and options for improvement.
  5. The evaluation consultant will conduct the evaluation study by fulfilling the contractual arrangements in line with the TOR, UNEG/OECD norms and standards and ethical guidelines; this includes developing an evaluation matrix as part of the inception report, drafting reports, and briefing the commissioner and stakeholders on the progress and key findings and recommendations, as needed

#### **4. Use and Utility of the Evaluation**

Final evaluations are summative exercises that are oriented to gather data and information to measure to what extent development results were attained. However, the utility of the evaluation process and the products goes far beyond what was said during the field visit by programme stakeholders or what the evaluation consultant wrote in the evaluation report.

The momentum created by the evaluations process (meetings with government, donors, beneficiaries, civil society, etc) it's the ideal opportunity to set an agenda on the future of the programme or some of their components (sustainability). It is also excellent platforms to communicate lessons learnt and convey key messages on good practices, share products that can be replicated or scale up in the country as well as at international level.

The commissioner of the evaluation, the reference group, the evaluation manager and any other stakeholders relevant for the JP will jointly design and implement a complete plan of dissemination of the evaluation findings, conclusions and recommendations with the aim to advocate for sustainability, replicability, scaling up or to share good practices and lessons learnt at local, national or/and international level.

#### **5. Ethical Principles and Premises of the Evaluation**

The final evaluation of the JP is to be carried out according to ethical principles and standards established by the United Nations Evaluation Group (UNEG).

- Anonymity and confidentiality. The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality.
- Responsibility. The report must mention any dispute or difference of opinion that may have arisen between the consultant and the heads of the JP in connection with the findings

and/or recommendations. The team must corroborate all assertions, or disagreement with them noted.

- Integrity. The consultant will be responsible for highlighting issues not specifically mentioned in the TOR, if this is needed to obtain a more complete analysis of the intervention.
- Independence. The consultant should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof.
- Incidents. If problems arise during the fieldwork, or at any other stage of the evaluation, they must be reported immediately to the Secretariat of the MDGF. If this is not done, the existence of such problems may in no case be used to justify the failure to obtain the results stipulated by the Secretariat of the MDGF in these terms of reference.
- Validation of information. The consultant will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report.
- Intellectual property. In handling information sources, the consultant shall respect the intellectual property rights of the institutions and communities that are under review.
- Delivery of reports. If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference will be applicable.

## **6. Qualifications of the Consultant**

As explained, the consultant is expected to assess and evaluate different dimensions of the JP (design, process and results) based on the terms of reference.

The evaluation will follow a 3 stage process comprising, the review and analysis of documents and archives, the conduction of field work and developing a final draft and a final report of the evaluation. The missions to conduct fieldwork will typically last 10 to 15 days; as per the evaluation time line. Payments will be disbursed on tranches against products delivered, the first one, upon submission and acceptance by EC, ERG, MDG-FS, and EM of the inception report. A second payment upon delivery and approval of a final draft of the evaluation report. And the balance after delivery and approval of the final report.

### **6.1. Competencies**

- Conceptual and critical thinking as well as analytical skills.
- Conversant in monitoring, evaluation and/or social research methodologies (qualitative/quantitative).
- Extensive knowledge and analytical skills based on studies, research, experience, or occupation in MDG-F one or more thematic areas in particular in Culture and Development.
- Proficiency in English (written and spoken).
- Knowledge on:
  - MDGs, Development Effectiveness (Paris Declaration, Accra Agenda for Action) United Nations and other Multilateral Development Actors as well as bilateral donor processes and interventions.

- Evaluation experiences and knowledge within United Nations system will be considered an asset.
- Evaluation experiences and knowledge on Palestinian Context and Palestinian Culture is an asset.
- Excellent communication skills.
- Computer proficiency.

## 6.2. Qualifications

- Academic Qualifications: a master degree or equivalent in international development, public policy, social sciences, or related fields. Further education or a concentration in monitoring and/or evaluation would be an asset.
- Years of experience: A combination of 5 years of recognized expertise in:
  - Conducting or managing evaluations, assessments, audits, research or review of development projects, programmes, countries or thematic areas and
  - Having thematic expertise in assessing or evaluating cultural diversity and development.

## 7. Assessment of Received Proposals

The contract should be awarded to the individual consultant whose offer has been evaluated and determined as:

- Responsive/compliant/acceptable, and
- Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.

The JP team will do cumulative analysis in selecting the best candidate 80% for Technical and 20% for financial. The following explains the scoring basis:

- Technical expertise on evaluation 20%
- Technical expertise on development and specific thematic expertise 20%
- Knowledge on MDGs, Development Effectiveness and UN Reform (Delivering as One) 10%
- Past experience or relevant thematic experience and/or knowledge on Palestinian context 25%
- Evaluation or relevant thematic experience and/or knowledge within the United Nations system 5%

## 8. Documents to be Reviewed

### 8.1. MDG-F Context

- MDGF Framework Document
- Summary of the M&E frameworks and common indicators
- General thematic indicators
- M&E strategy

- Communication and Advocacy Strategy
- MDG-F Joint Implementation Guidelines

## 8.2. Specific JP Documents

- JP Document: results framework and monitoring and evaluation framework
- Mission reports from the Secretariat
- Biannual monitoring reports
- Activities' evaluation reports prepared by JP M&E expert
- Detailed description of activities
- Mid-term evaluation report
- JP improvement plan (including M&E system, C&A strategy, exit phase)
- PMC meeting minutes
- Annual work plan
- Financial information (MDTF)

## 8.3. Other in-country documents or information

- Evaluations, assessments or internal reports conducted by the JP
- Relevant documents or reports on the Millennium Development Goals at the local and national levels
- Relevant documents or reports on the implementation of the Paris Declaration and the Accra Agenda for Action in the country
- Relevant documents or reports on One UN, Delivering as One

## 9. Annexes

### 9.1. Outline of Inception Report

0. Introduction
1. Background to the evaluation: objectives and overall approach
2. Identification of main units and dimensions for analysis and possible areas for research
3. Main substantive and financial achievements of the JP
4. Methodology for the compilation and analysis of the information
5. Criteria to define the mission agenda, including "field visits"

### 9.2. Outline of draft and final evaluation reports

1. Cover Page
2. Executive Summary (include also Glossary page)
3. Introduction
  - a. Background, goal and methodological approach
  - b. Purpose of the evaluation
  - c. Methodologies used in the evaluation
  - d. Constraints and limitations on the study conducted

- e. Description of the development interventions carried out
- 4. Detailed description of the development intervention undertaken: description and judgement on implementation of outputs delivered (or not) and outcomes attained as well as how the programme worked in comparison to the theory of change developed for the programme.
- 5. Levels of Analysis: Evaluation criteria and questions (all questions included in the TOR must be addressed and answered)
- 6. Conclusions and lessons learned (prioritized, structured and clear)
- 7. Recommendations
- 8. Annexes

## Annex B: Evaluation Tools

Tools	Objective	Target
<b>Preliminary Interviews</b>	<ul style="list-style-type: none"> <li>• Define Programme stakeholders and partners.</li> <li>• Develop and define tools and activities to be used in the final evaluation that most suits the Programme’s activities.</li> <li>• Develop a realistic time frame and schedule to conduct each activity defined previously.</li> <li>• Confirm the evaluation general objective as well specific objectives.</li> <li>• Prevent any future misunderstandings.</li> </ul>	<ul style="list-style-type: none"> <li>• The Four UN Agencies Representatives (UNESCO, UNDP, FAO, UNW)</li> <li>• The last PM.</li> <li>• The M&amp;E Consultant.</li> </ul>
<b>Desk Review</b>	<ul style="list-style-type: none"> <li>• Analyze the Programme:               <ul style="list-style-type: none"> <li>○ structure</li> <li>○ implementation mechanism</li> <li>○ plans</li> <li>○ previously conducted mid-term evaluation</li> </ul> </li> <li>• Understand the Programme M&amp;E framework and Cycle</li> <li>• Understand the specific activities conducted under the Programme.</li> </ul>	<ul style="list-style-type: none"> <li>• Relevant documents.</li> </ul>
<b>Structured Interviews</b>	<ul style="list-style-type: none"> <li>• Gather information about:               <ul style="list-style-type: none"> <li>○ programme designing process</li> <li>○ management setup</li> <li>○ stakeholders’ and partners’ involvement</li> <li>○ obstacles and challenges faced</li> <li>○ methods of overcoming obstacles and challenges</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• PNA line ministries: MoC, ICH unit, MoTA, MoPAD, MoA, NARC, and MoWA.</li> <li>• Local authorities: Sebastia, Arraba, and Ya’bad.</li> <li>• Spanish Government representative in the SC.</li> </ul>

		<ul style="list-style-type: none"> <li>• Consultants: UNW consultants in MoA and MoC, UNDP Grants Consultant, Wafa Mari (crafts), and Zakariya Al Hayek (crafts trainer-Gaza) via video conference</li> <li>• MDG-F Secretariat</li> <li>• Media and Communications Consultant.</li> <li>• NGOs in West Bank and Gaza: Edward Said Music Conservatory, Al Housh, Rosana, Al Mahata, YEP, AL Mersah, and PADHP</li> </ul>
<b>Focus Groups</b>	<ul style="list-style-type: none"> <li>• Acquire an in-depth assessment from large group of beneficiaries</li> <li>• Analyze impact on livelihood</li> <li>• Gather lessons learned from the beneficiaries perspective</li> <li>• Assess stakeholders' involvement in the Programme</li> </ul>	<ul style="list-style-type: none"> <li>• Review of focus groups reports as conducted by the M&amp;E Specialist of the JP</li> </ul>
<b>Observations and site visits</b>	<ul style="list-style-type: none"> <li>• Obtain observations and collect data from the field.</li> <li>• Validate information and data.</li> <li>• Interact with beneficiaries on the ground.</li> <li>• Observe the dynamics between different partners in the PMC meeting.</li> </ul>	<ul style="list-style-type: none"> <li>• Participate in the JP PMC meeting.</li> <li>• Site visits to Sebastia, Ya'bad, Arrabeh, and Hebron.</li> </ul>

## **A. Structured interviews:**

Several interviews were conducted with key stakeholders, including:

- I. MDG-F Secretariat:
  1. Patricia Fernandez Pacheco- UN Coordination Specialist, New York
  
- II. UN Agencies:
  2. Mr. Giovanni Fontana Antonelli-UNESCO
  3. Ms. Sima Khouri – UNESCO.
  4. Dr. Azzam Saleh, - FAO.
  5. Mr. Nader Ata-UNDP.
  6. Ms. Siham Rashid-UN WOMEN.
  7. Ms. Arij Hijazi-former UNESCO.
  
- III. PNA Agencies:
  8. Dr. Hamdan Taha-MoTA
  9. Mr. Yousef Tartouri- MoC
  10. Dr. Ali Ghayyada- MoAg
  11. Mr. Samer Titi- MoAg
  12. Somoud Yasin- MoWA
  13. Dr. Azzam Al Hjoui- MoLG
  14. Mohamoud Ataya- MoPAD
  15. Eng. Sameh Jarrar- NARC
  16. Eng. Nasr Abbadi- NARC
  
- IV. JP team
  17. Ms. Hiba Taha-3rd JP Manager
  18. Ms. Luna Shamieh- M&E Specialist
  19. Ms. Majd Beltaji- Communication Specialist
  
- V. JP Consultants and Contractors
  20. Basma Abo Eker-Gender Consultant at MoAg
  21. Mr. Ahmad Abo Baker- Small Enterprise Center (SEC)
  22. Eng. Elias Khouri- Architecture
  23. Local Authorities, and NGOs
  24. Mr. Mohammad Houari -Former Mayor, Sabastiya
  25. Eng. Jihad Ghazal- Sabastiya Municipality
  26. Eng. Yousef- Yabad Municipality
  27. Eng. Yousef – Yabad Municipality
  28. Mr. Jalil Elias- Edward Said National Conservatory of Music, Bethlehem

29. Mr. Mohammad Fadel- Palestinian Child Home Club, Hebron
30. Eng Zakariya Al Hayek- Trainer and Designer, Gaza

VI. Selected beneficiaries of the grants activity:

31. Tareq Shabaro- Nablus
32. Rasha Sakha-Sabstiya
33. Yasmin Halayka- Hebron
34. Nidal Makhalfeh-Sebastia
35. Samah-Nablus
36. Raed Shorafa-Gaza
37. Amal Obaid-Gaza
38. Wesam Abed-Gaza

**B. Documents Review**

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

I. MDG-F Context:

1. Spain Millennium Development Goals Achievement Fund Framework Document
2. Summary of the M&E frameworks and common indicators
3. General thematic indicators
4. M&E strategy
5. Communication and Advocacy Strategy
6. MDG-F Joint Implementation Guidelines

II. MDG-F Specific Reports:

7. JP Document: results framework and monitoring and evaluation framework
8. Inception workshop report
9. Mission reports from the Secretariat
10. Biannual monitoring reports
11. Activities' evaluation reports prepared by JP M&E expert
12. Detailed description of activities
13. Mid-term evaluation report
14. JP improvement plan (including M&E system, C&A strategy, exit phase)
15. Project Management Committee (PMC) meeting minutes
16. Annual work plan
17. Financial information (MDTF)
18. NSC meetings minutes
19. Special report prepared for the mid-term evaluation
20. The media materials prepared for the JP including the spot and the documentary

21. Designs and technical reports related to Sabastiya project

III. Other in-country documents:

22. Evaluations, assessments and internal reports conducted by the JP

23. Relevant documents or reports on the implementation of the Paris Declaration and the Accra Agenda for Action in the country

24. Independent Evaluation Report of Delivering as One

25. Implementation Guidelines for MDG Achievement Fund Joint Programmes

26. Various PNA strategies including: Palestinian Reform and Development Plan (PRDP), National Development Plan (NDP), the Culture Strategy, Tourism Strategy, Agriculture Strategy, and Gender Strategy.

**C. Site Visits:**

Three sites visits were conducted to selected activities/components of the Programme. These are:

1. A site visit to Sabastiya, and Ya'bad on October 21, 2012.
2. A site visit to Hebron on November 3, 2012.

## Annex C: Questions used in the Interviews

The structured interviews have focused on:

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

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

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

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

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

## Annex D: JP Beneficiaries

### A- Beneficiaries-Institutions

Type of Beneficiaries	Achieved	Description
<b>Ministries &amp; national NGOs</b>	21	<p>8 ministries: MoC, MoTA, MoEHE, MoL, MoLG, MoPAD, MoA, MoWA</p> <p>13 national NGOs and research institutes: Edward Said National Conservatory of Music, RIWAQ, Center for Cultural Heritage Preservation, Center for Architectural Heritage, Center of Agricultural Studies, al Mirsat, New Vision, YEP, Sunbula, Kanaan, Small Enterprise Center, Popular Art Center, NEPTO coalition &amp; al zayzafouna.</p>
<b>Local government units and NGOs</b>	25	<p>6 municipalities: Sabastiya, Yaabad, Arrabeh, Nablus, Hebron, Birzeit.</p> <p>9 Village councils: Kabatiya, Selfit, Awarta, Doma, Nakura, Burka, Nos Jbeil, Ejnesia &amp; Aqraba</p> <p>10 Sabaya Centers (local women associations): Ouja, Jordan Valley, Anata, Yaabad, arrabeh, Kuf al Dik, Kufur Laqi, Itquo', Jerish &amp; Talfeet.</p>
<b>Organizations working in main cities:</b>	47	<p>4 Universities: Birzeit, al Najah, Islamic, American university at Jenin.</p> <p>38 NGOs: Islamic museum in Jerusalem, Hebron Rehabilitation Committee, Community Development Group, Dar al Nadwa, Abu Jrhad Museum, Center for Urban Planning, workshops and factories producing handcrafts, organizations members at NEPTO, Palestinian Association for Heritage Development, Olive leave &amp; Bethlehem Fair-trade.</p> <p>5 women associations partnering for the marketing shop in Jenin</p>

<b>Organizations working in rural areas</b>	100	<p>57 NGOs &amp; cultural groups: Beit Qad Station, Child Home Association, Hebron France Cultural Exchange, groups participated at the cultural festivals.</p> <p>7 Women Associations: Rabeh Women Association Arrabeh Rural Women Association, Yaabad Rural Women Association, Sabastiya Rural Women Association, Sabastiya Rural development Society, Jenin Women association for Culture, Muntajat al bait al Rifi.</p> <p>10 public schools at Yaabad, Arrabic, Nablus, Tubas, jenin, Selfit &amp; Kabatiya.</p> <p>9 Touristic facilities: guest house, 2 antique institutions, mosaic center, 2 restaurants, 3 souvenir shops</p> <p>17 women associations from YEP activity</p>
<b>Total</b>	<b>193</b>	

#### **B- Beneficiaries-Individuals (Females)**

<b>Achieved (females)</b>	<b>Description</b>
69	53 trainees of different TCs & embedded experts at the ministries (including ICH & Sabastiya ministries personnel). 16 national orchestra members.
45	3 municipalities staff, 11 NRM trainees, 2 ICH research assistants, 4 Sabastiya plan junior team, 25 students from Birzeit- Sabastiya,
11,053	90 trainees of Al Mirsat, 6 trainees of activity 1.1.1. courses, 19 crafts courses, 8 grantees, 50 designers from al Housh, 5 members from NEPTO At least 50% of 21,803 Festivals attendees, fourth forum participants, birzeit heritage week, jenin cultural summer participants, attendees of the national orchestra and young explorer summer camps, receivers of al zayzafouna magazine.

8,006	55 students of music program, 6 students Freedom Theatre, 140 Women trained on food processing, 28 women trained by trainers of home hospitality 25 trainees of home hospitality and trekking, 50% of 7000 kids at Yaabad and Arrabeh benefiting from demonstration plots, 8 trainees by SEC- DEEP program, 50 % of 8000 receiving JP publications 9 from Sabastiya touristic facilities 69 trainees from placement program, 70 students benefiting from contest on NRM 44 from YEP activities 151 women from Al Mirsat courses
<b>19,173</b>	

### C- Beneficiaries-Individuals (Males)

<b>Achieved (males)</b>	<b>Description</b>
91	67 trainees of different TCs & embedded experts at the ministries (including ICH & Sabastiya ministries personnel). 24 national orchestra members.
73	15 municipalities staff, 24 NRM trainees, 11 ICH research assistants, 8 Sabastiya plan junior team, 15 students from Birzeit- Sabastiya,
11,001	9 trainees of activity 1.1.1 courses, 24 trainees of crafts 8 grantees, 50 designers from al Housh, 10 members from NEPTO 50 % of 21,803 Festivals attendees, fourth forum participants, Birzeit heritage week, Jenin cultural summer participants, attendees of the national orchestra and young explorer summer camps, receivers of al Zayzafouna magazine.
7,652	37 students of music program, 24 students Freedom Theatre, 15 trainees of home hospitality and trekking, 50 % of 7000 kids at Yaabad and Arrabeh benefiting from demonstration plots, 10 trainees by SEC- DEEP program, 50 % of 8000 receiving JP publications 15 from Sabastiya touristic facilities 1 trainee from placement program, 50 students benefiting from contest on NRM
<b>18,817</b>	