



Municipal Development and Lending Fund

“Area C Development Programme in the West Bank Package III” ENI/2017/384-621

Assignment # 5.4

Final Report

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List of Acronyms

EU:	European Union
EUR:	Euro
EUREP:	European Union Representative
ICA:	Israeli Civil Administration
LGU:	Local Government Unit
LTC:	Local Technical Consultant
MDLF:	Municipal Development and Lending Fund
MEHE:	Ministry of Education and Higher Education
MoLG:	Ministry of Local Government
NGOs:	Non-Governmental Organizations
PA:	Palestinian Authority
SC:	Steering Committee
SQM:	Square meter
VC:	Village Council
VO:	Variation Order

EXECUTIVE SUMMARY

This programme is based on the Financing Agreement signed between the EU and the PA, through which, the MDLF is the implementing body of basic infrastructure projects in Area C based on a set of criteria. Under Package III, the programme has been implemented in fifteen localities in Area C (9 new localities and complementary intervention in 6 localities).

The overall objective of the programme is “*to improve the social and economic conditions of Palestinian communities in area C,*” which is critical for the future viability of the Palestinian Economy. The specific objectives are to improve access to essential and public infrastructure in Area C and to strengthen the Palestinian institutions' capacity to deliver essential social and public infrastructure in Area C.

As projects are almost, or have recently been, completed, the scope of this assignment is to evaluate these projects based on criteria established in the Terms of Reference (ToR) focusing on the main evaluation items, which are:

- Relevance: compliance with the project's policies and strategies
- Effectiveness: Achieving the objectives
- Efficiency: Relationship between the actual resources and achieved results
- Sustainability: How sustainable the various projects components are?
- Impact (short-term): since the projects are recently completed and utilized.

The methodology was mainly based on data/information collection and analysis. The collected information was based on desk review of projects' documents, field visits and observations, and interviews with stakeholders (MDLF, EU, MoLG, LGUs Councils, Contractors, and LGUs' technical staff). The analysis was based on the criteria set in the ToR, and based on an established evaluation matrix for the projects covering the above mentioned evaluation items. At the end, recommendations and lessons learnt are highlighted.

The results of analysis showed that there was a sound logical framework and the theory of change is consistent.

Process

The projects have gone through sufficient planning, identification, and selection procedures performed jointly by the SC and the LGUs, and in partnership with the communities. The process went through the normal MDLF requirements and procedures in terms of project identification and selection, tendering, design and construction, time schedule and cost, quality control, and community mobilization processes. The process has proven to be generally efficient as evidenced by the communities' acceptance of projects and their quality of work, as well as community mobilization before and during construction.

Relevance

The projects fall well within the programme's goal and objectives. Those projects are directly related to the national policies and interests of improving the living conditions of people (and youths) living in Area C by providing services and improving the local economic conditions of the people there. The municipal infrastructures have been upgraded, local contractors have been mobilized, and the linkage of these municipalities and VCs with MDLF has clearly improved.

The project sites were visited by representatives of the SC before the final selection; the committee recognized the importance of these projects to the towns/villages. The LGUs selected the projects as priority projects through various participatory approaches with their communities.

Efficiency

As stated before, the projects' selection process was first based on communities' needs and all fall within the scope of the programme. The communities have either participated in the selection of these projects or accepted the selection. Furthermore, these projects are in accordance of the national policies and interests.

The costs for the majority of these projects fell within the estimated budget, with some variation orders (VOs). In general, the cost of construction and installation in Area C is typically higher than the PA controlled area. However, the overall costs are acceptable and compatible with the costs of similar projects (per kilometre of roads or per square meter of building); considering the challenges of construction in Area C, which bring additional costs.

On average, the cost of road projects per km was 279 Euro/km and the average cost of public buildings was 375 Euro/SQM, which fall within the upper range of local prices. This also depends on the projects details, furniture, quality of finishes, and provided equipment.

An initial time schedule for each project was set, and in accordance with the programme's timeframe. The time schedule for several projects was extended through the regular MDLF procedure to accommodate needed variation orders and as a result of Israeli obstructions during construction, sometimes. The delays in the majority of these projects are classified as beyond control.

Effectiveness

The projects are functional and used as intended. Roads are constructed and operational, public buildings are used by the village council (VC) and by the targeted groups, playgrounds are used for entrainment and sports activities, schools are used by students, etc.

The projects are used effectively and frequently; mostly daily. The roads are used by communities' residents and visitors, schools are used by students for the intended grade levels, playgrounds are used by communities' children and the youth

clubs, public buildings are used by the VC, the specific societies/clubs, and by the community for social events, etc.

The projects generated some employment during construction by utilizing local labors, and afterwards. Several projects facilitate improving the economic and living conditions of their communities by providing access to local markets and agricultural lands, generating some income (such as cafés, collecting fees for using the playgrounds and public buildings), and assisting in managing the fees collections by the LGUs, etc.

Outcomes

The short-term outcome is measured through a set of quantitative and qualitative simplified indicators at the outcome and output levels.

At the outcome level, access to essential and public infrastructure in Area C has improved and the Palestinian institutions' capacity to deliver essential social and public infrastructure in Area C has been strengthened. There has been a construction/installation of 1300 SQM of schools, 600 SQM of two public buildings, 2000 SQM of one playground, 3.1 km of roads, one transformer, and furniture. The Programme's plans are updated in a participatory manner and approximately 7% of inhabitants participated in the mobilization activities.

At the output level, new essential social and public infrastructure have been implemented in Area C and the capacity of the concerned LGUs and local communities in Area C for social and public services delivery has been enhanced. Nine GIAs were signed between MDLF and LGUs, and with contractors to implement the social and public infrastructure projects and supply of furniture, with 28% disbursement. Furthermore, communities' mobilization activities were conducted as planned.

In general, for school projects, there is a reasonable level of attendance, students' achievements have improved, and cost of education is reduced. For roads projects, and with the proper design and construction, road safety has improved, travel time was reduced, access to local markets, education, and agricultural land has improved, and projects induced urban/economic developments. For public buildings and facilities, the quality of municipal services has improved, the buildings are used frequently by the VC, target groups, NGOs, etc., the number of and performance level of sports activities have improved, and the number of training, social, and entertainment activities have improved.

Sustainability

Adequate operational plans for each project for the coming years are in place. The projects are new and in good shape; therefore, they are, so far, properly maintained. The LGUs have, and will have, a maintenance budget item (for public buildings and roads) as part of their annual budgets. Daily maintenance of schools and playgrounds are ensured through providing a janitor or a guard. Most importantly, the communities' sense of ownership to these projects is clear; they participated

in identifying the needs and the selection of these projects. The capacities of local labors and LGUs staff have improved through the construction and follow ups on these projects.

Key Findings and Lessons Learnt

The Minister of Local Government indicated that ***“The programme/projects are very important to the PA and its policies for development in Area C. It should be implemented in other communities.”***

Based on analysis, the following findings and lessons learnt are highlighted.

- Residents of the targeted communities viewed these interventions as a critical support for their existence in these areas. The beneficiaries are satisfied with these projects. It is concluded that MDLF interventions are deeply appreciated.
- The implementation of the programme (ENI/2014/032-783) is contributing to bolstering EU’s image in Area C with the willingness to take potential risks. The programme is also increasing EU’s visibility among actors in Palestine. The programme is also reinforcing PA actions in Area C and complementing the other programs in Areas A & B. Therefore, cooperation and integration with other support programmes is recommended.
- The community participation process in the projects’ selection and through the construction phases should be strengthened and documented through sort of public meetings, as much as possible; the role of civil society organizations should also be strengthened.
- Based on experiences throughout these projects, timetable schedules for the projects should be somewhat longer than similar projects in areas A and B, and should consider the special situation for these communities and the risks involved of working in Area C.
- The process of selecting the contractor should be stricter and be based on previous history and qualifications. There should be a reasonable selection formula that favors qualifications over the least cost.
- The role of the LTC is crucial to ensuring quality of deliverables. Therefore, the role of LTC should continue and be strengthened to ensure constant follow up throughout the project.
- To ensure the sustainability of these projects, the MoLG and MDLF should enforce allocating sufficient budgets for maintenance of existing assets.

1. Project's Background

This programme is based on the Financing Agreement “Access to Essential Social and Public Infrastructure in Area C - ENI/2014/032-783”; signed between the European Union and the Palestinian Authority on 17th of March 2015 and amended on 13th of July 2016.

The EU and PA agreed that: “the Implementation of infrastructure projects in communities in Area C may start once a statutory outline plan has been formally approved by the Israeli authorities or is considered as tacitly approved if no major objection has been raised within 18 months following the submission of the plan by the Village Councils to the ICA”.

The MDLF was nominated for implementation of basic infrastructure in Area C based on (i) the recommendation letter of the Ministry of Local Government (MoLG) and (ii) compliance to eligibility conditions and essential selection criteria as stipulated in the Technical and Administrative Provisions of the signed financing agreement [articles 2.3.1 (c+d)].

A Steering Committee composed of the European Union (EU), PA (Palestinian Authority), MDLF and of other donors financing the programme was formed as an organizational set-up of implementing this programme. The Steering Committee is mandated to discuss and endorse the localities as well as the selected projects to be implemented in the target localities in Area C.

The proposed projects are based on the statutory outline plans (accompanied by detailed planning packages for transport, water, and wastewater networks as well as programme plans for essential social and public infrastructure projects). These plans were developed in a participatory manner by the target communities and were supported by Non-Governmental Organizations (NGOs) or private urban planning firms. The statutory outline plans and the detailed planning packages were submitted to the PA and to the Israeli Civil Administration (ICA). At the Israeli Civil Administration, the plans were registered and processed through a complex and cumbersome authorization process.

The communities developed the statutory outline plans and the action plans for essential social and public infrastructure in a participatory inclusive mode, taking the demographic and socio-economic development needs for the next 20 years into account. Accordingly, a set of projects proposed in these action plans were suggested and identified by the local communities with the view to improve the quality of life for the inhabitants within those localities. These projects were re-confirmed during the identification phase of this programme including approvals from the respective governmental bodies or ministries.

Then, the MoLG and MDLF technical teams visited the shortlisted localities and respective projects. The EUREP participated in part of these site visits. Later, the technical teams discussed all nominated localities and projects and finally the Steering endorsed the selected social infrastructure projects; (15 localities and 10 projects).

2. Brief Description of the Project

This programme has been implemented in fifteen localities in Area C (9 new localities and complementary intervention in 6 localities). The target localities are illustrated in Table 1; details of projects under Package III are presented in Annex 1.

Table 1: Summary of Projects under Package III.

No.	Locality	Governorate	New or Complementary
1	Oqban & Al Mrooj	Bethlehem	New
2	Al Ma'asara	Bethlehem	New
3	Ad Deirat	Hebron	New
4	Umm Rihan	Jenin	New
5	Barta'a Ash Sharqiya	Jenin	New
6	Al Funduq	Qalqilya	New
7	Kardala	Tubas	New
8	Habla	Qalqilya	New
9	Dab'a	Qalqilya	New
10	Ras Elwad	Bethlehem	Complementary
11	Imnaizel	Hebron	Complementary
12	T'innik	Jenin	Complementary
13	Abdallah Al-Younis	Jenin	Complementary
14	Ras Tira	Qalqilya	Complementary
15	Um Al-Lahem	Jerusalem	Complementary

The projects are almost completed and MDLF -as the delegated implementation agency- is using part of the (EU) Fund to contract an individual consultant to conduct the evaluation for the project.

➤ Objectives

The overall objective of the programme is “*to improve the social and economic conditions of Palestinian communities in area C,*” which is critical for the future viability of the Palestinian Economy.

➤ **The specific objectives (outcomes)** of the programme are two folds (i) to improve access to essential and public infrastructure in Area C (ii) to strengthen the Palestinian institutions' capacity to deliver essential social and public infrastructure in Area C.

This document is the **Final Report** for the 10 projects (9 new projects in 9 localities and 1 complementary project in 6 localities) evaluation. It is worth mentioning that 5 case studies were subject to in-depth evaluation, as will be discussed later, where the main findings can be generalized as an overall evaluation for the package.

3. Objectives of the Assignment

According to the ToR requirement, an external evaluation must be conducted for the mentioned projects. As stated, the objective of the assignment is to assess to what extent the project objectives and accomplishments have been relevant, efficient, effective, and sustainable. Based on the findings, the consultant is requested to recommend lessons

4. Scope of the Assignment

Based on the ToR requirement, the scope of work that the evaluator is requested to do, includes the following:

The evaluation is expected to assess achievements, challenges, and opportunities of the project through an in depth evaluation of results achieved. The evaluation analysis should be based on Theory of Change of the projects by outlining the results chain to be integrated with the project's logical framework.

- To assess the achievements of intended outcomes and outputs.
- To assess the relevance of the project to the national policy agenda and priorities, relevance with the requirements of the beneficiaries, etc.
- To assess the efficiency and effectiveness of the project in achieving its expected results. This will entail analysis of delivery of actual outcomes, outputs against the expected targets.
- To assess the implemented infrastructure sub-projects in terms of (functionality, usability and utilization, unintended results if any).
- To assess the operation and maintenance arrangements, monitoring and evaluation and the sustainability of the implemented sub-projects.
- To review and assess the processes and the manner, in which the sub-projects have been implemented, norms, specifications construction quality, soundness of the design, quality control, physical progress, compliance with social and environmental safeguard measures.
- To Identify the problems/challenges faced by each stakeholder in fulfilling their roles in the implementation of the sub-projects, particularly “Municipality, contractor, MDLF, LTCs, Beneficiaries, etc.”
- As part of the sub-projects feasibility, the consultant has to assess the cost efficiency and the value of money, by comparing the estimated and final benefits of the project (before vs. after the implementation).
- To Identify the problems/challenges faced by each stakeholder in fulfilling their roles in the implementation of the sub-projects, particularly “LGUs, contractor, MDLF, LTCs, Beneficiaries, etc.”
- Based on the findings and observations made in the field, the consultant is requested to recommend ways and lessons learnt for future improvements.

5. Methodology of Data Collection

It should be mentioned that there are three packages of project evaluation that are conducted simultaneously by three different consultants; this assignment is one the three packages. It was agreed in the kick-off meeting that the three assignments will work closely and used similar forms and general procedure.

The methodology was mainly based on data/information collection and analysis. The sources of primary data and information are:

- **Desk Review:** Several documents covering programme's context, objectives, the role and responsibilities of different actors, contractual compliance matters in which sub-projects are selected and implemented, correspondence between MDLF and the donor, project general information, implementation progress, monitoring and evaluation plans review, projects related studies (baseline studies), etc. were provided by the MDLF. The MDLF has provided the following documents:
 - Grant agreement documents (signed between MDLF and the EU).
 - MDLF operation Manual, which was customized for the small LGUs throughout the implementation.
 - Grants Implementation Agreements signed between MDLF and the target LGUs.
 - Progress reports of the project

Based on the review, the consultant has prepared observation checklists, questionnaires, and other data gathering formats to solicit the required information from the various stakeholders.

- **Field Visits** to the project sites. The consultant visited the five selected project sites and met with the technical municipal and administrative staff. The consultant further investigated the projects' sites for any relevant observation regarding the quality of construction, the status of the project, the usage, cleanliness, maintenance, etc.
- **Face-to-face Consultations** with stockholders and beneficiaries, using "semi-structured interviews" with a key set of questions in a conversational format. A template containing the set of questions and issues to be discussed was prepared. The information from different sources, such as documentation and interviews, or interviews on the same subject with different stakeholders, was also used to check their reliability.

Questions asked in analyzing the projects documentation and during the stakeholder interviews were along the following lines, and were adjusted appropriately for the particular context:

1. Projects Formulation

- Conceptualization/design
- Stakeholder participation
- Replication approach

- Linkages

2. Projects Implementation

- Implementation approach
- Adaptive management
- Operational relationships between groups within the Projects team
- Technical capacities of the projects
- Monitoring and evaluation processes
- Stakeholders participation
- Procurement management
- Sustainability

3. Results

- Attainment of outcomes/ achievement of objectives
- Sustainability of results
- Prospects for scaling

- **Direct Observations** of projects results and activities at a selection of field sites.

Interviews of a sample of five selected projects' stakeholders and beneficiaries were conducted. This sample covers the various projects' nature and geographic areas. The sample includes the areas of

- Barta'a Ash Sharqiya (Jenin), visited on 10/10/2019
- Kardala (Tubas), visited on 12/10/2019
- Habla (Qalqilia), visited on 12/10/2019
- Al Ma'asara (Beithlehem), visited on 15/10/2019
- O'qban (Bethlehem), visited on 15/10/2019

The stakeholders that were interviewed include:

- Municipalities/LGUs, on 3/11/2019
- Contractors, on 3/11/2019
- MoLG, 17/11/2019
- EU, on 1/12/2019
- MDLF throughout the project

The main purpose of these interviews was to get a better idea about the projects from the stakeholders' points of view and to identify the problems/challenges faced by each stakeholder in fulfilling their roles in the implementation of the sub-projects. In addition, the interview focused on their points of view of evaluating the projects in terms of the four basic elements (relevance, efficiency, effectiveness, and sustainability).

The overall evaluation considered the main evaluation items, which are

- Relevance: compliance with the project's policies and strategies
- Effectiveness: Achieving the objectives

- Efficiency: Relationship between the actual resources and achieved results
- Sustainability: How sustainable the various projects components are?
- Impact: As for the impact, and the since the projects are recently completed and utilized, the evaluator would not be able to assess the anticipated impacts. However, and wherever noticeable, immediate impacts are highlighted.

At the end, the Consultants drew the lessons learned. This would highlight the ‘best’ and ‘worst’ practices in addressing issues relating to relevance, performance, and success.

The template of the evaluation matrix was used in these interviews is presented in Annex II.

- **Preparing the Final Report**

The evaluation report was prepared based on the data collection and analysis performed including the list of person interviewed, summary of field visits, issues raised and recommendations by different stakeholders, list of documents reviewed, comments by stakeholders, etc.

6. Evaluation Findings

6.1 Intervention Logic

The Logical Framework (LogFrame) here describes the general approach that was followed in the project or programme planning, monitoring and evaluation, and provides a discrete planning and monitoring tool for these projects and programmes. It shows the theory of change management, which presents the logical flow of causal outcomes between achievement of a project/programme’s activity targets, and the delivery of intended results.

The LogFrame Matrix shown in Table 2 is used to analyse the logical framework for the projects. The focus will be on the goal & purpose, outputs, and outcomes, in addition to the sustainability of the projects. These are anticipated to show how consistent the theory of change is.

In summary, the logical framework and the procedures followed prove that the anticipated theory of change is consistent.

Table 2: Logical Framework Matrix

INPUT	PROCESS EFFICIENCY	OUTPUT EFFECTIVENESS	SHORT-TERM OUTCOMES	SUSTAINABILITY	OUTCOMES
<ol style="list-style-type: none"> 1. Doners, LGUs, Staff (MDLF, LTC). 2. Agreements; 3. Master and action plans 	<ol style="list-style-type: none"> 1. Project identification and Scoping. (Community Needs, perception and acceptance) 2. Relevance to national policy 3. Concurrence with MDLF requirements and procedures 4. Design & Construction quality 5. Time schedule and Cost 6. Stakeholders roles/ challenges 7. Community mobilization activities. 	<ol style="list-style-type: none"> 1. Project functionality: how the project has been used after construction - by whom - since when 2. Project utilization: # of Beneficiaries, users, frequency of use, employment generation 3. Cost-effectiveness: is the cost per direct beneficiary acceptable 	<p>Schools Projects</p> <ul style="list-style-type: none"> • Level of school attendance • Students achievement • Number of students in classes • Impact on student health • Cost of education <p>Roads Projects</p> <ul style="list-style-type: none"> • Accident rate/ road safety • Vehicle operation and maintenance cost • Travel time reduction • Environmental and general health impact • Inducement of urban/ economic development • Providing access to farms/ markets/ education ... <p>Public Buildings</p> <ul style="list-style-type: none"> • Improvement in the quality of the municipal, electricity, water services • The number and frequency VC meetings improve • Number of public awareness events • Number and quality of sport activities • Number of health and cultural events 	<ol style="list-style-type: none"> 1. Is a transparent and adequate operation plan prepared /implemented for the next 5 years 2. Is the project appear properly maintained? 3. Is a Maintenance plan and budget have been prepared and allocated? 4. Is the project has a clear impact on the Community/ area <ul style="list-style-type: none"> • Level of Ownership • Further induced urban development after the project. • Capacity building components 	<p>Construction of New social infrastructures that:</p> <ul style="list-style-type: none"> • Improve access to infrastructure utilities • Improve the quality of life • Improve Social and economic conditions

6.2 Overall Evaluation of the Projects

INPUT: As stated before, the overall objective of the programme is to improve the social and economic conditions of Palestinian communities in area C, which is critical for the future viability of the Palestinian Economy. The EU and PA agreed on “the implementation of infrastructure projects in communities in Area C”. The MDLF was nominated for implementation of basic infrastructure in these areas based on the recommendation letter from the MoLG and the compliance to eligibility conditions and essential selection criteria.

The programme has gone through an extensive planning process before it had been conceptualized. A Steering Committee (SC) was formed, which is composed of the EU, PA, MDLF, and other donors.

The LGUs submitted projects within the scope of the programme (with the view to improve the quality of life for the inhabitants within those localities) based on the statutory outline plans, which were developed in a participatory approach by the target communities and were supported by Non-Governmental Organizations (NGOs) or private urban planning firms.

The MoLG, MDLF, and EUREP technical teams visited the shortlisted localities and respective projects. Finally, the SC endorsed the selected social infrastructure projects on the 10th of April 2017.

Through reviewing the projects’ documents and field visits and observations, it was clear that all projects fit very well within the programme’s goal and objectives.

PROCESS EFFICIENCY:

The process has gone through the various stages of planning, scoping, screening, selection, and implementation, and now evaluation.

The community needs were identified by the various stakeholders of these communities, and were accepted by the municipalities and VCs, and then endorsed and adopted by the SC. Those projects were directly related to the national policies and interests of improving the living conditions of people (and youths) living in Area C by providing services and improving the local economic conditions of the people there.

Furthermore, these projects are in accordance of the national policy of improving the living conditions of people living in Area C by providing services and improving the local economic conditions of the people there. Parts of the projects also fall within the national interest of the youth in terms of providing infrastructure projects for the youth and sports. Some of them are also consistent with the non-governmental organizations’ interests of providing a decent place for societal activities.

The MDLF procedure and requirements were strictly followed throughout all these projects. A Local Technical Consultant (LTC) was assigned for all project to be

responsible for following up the design and quality of the construction.

The projects had an initial time schedule and cost estimate based on the bill of quantity (BOQ). However, based on the specific nature of the area where the projects are located (Area C) and the Israeli's potential obstructions, there were some beyond control delays. And this was sometimes associated with extra cost of bringing the material from Israeli sources at a higher price. There were also some variation orders, which increased the delivery time and cost. Nevertheless, all these were within acceptable limits and justified. With the presence of qualified LTCs, the time and quality of construction was generally within specifications and requirements; any shortcomings are highlighted in the detailed evaluation of specific projects.

On average, the cost of road projects per km is 279K Euro/km, which is within the upper range of local prices (180K – 280K Euro/km); depending on the road details and furniture. Considering the particular conditions of constructing in Area C, and sometimes purchasing material from Israeli sources at a higher cost, this is within acceptable range.

The average cost of public buildings is 375 Euro/SQM, which is also within the local range (350 – 450 Euro/SQM) depending on the type of public building, quality of finishes, and type of furniture.

In accordance with the programme's and MDLF requirements, stakeholders were involved in the selection and, sometimes, follow ups on these projects. These were in the form of projects been part of the community's strategic development plan that was prepared through a participatory approach of the community's stakeholder (particularly for municipalities cases), through public meetings to select priority projects, or through the community mobilization by the dissemination of information to the community via public social media soliciting their inputs. The general stakeholders' involvement procedures were followed; however, this may sometimes have no clear or direct involvement of the civil society (NGOs', for example), which should be strengthened and clear.

OUTPUT EFFECTIVENESS:

The projects have recently been completed. Immediately after construction, they are functional and used as intended. Roads are constructed and operational, public buildings are used by the village council (VC) and by the targeted groups, playgrounds are used for entrainment and sports activities, schools are used by students, etc.

The number of users varies depending on the nature of the project; however, all are used effectively. They are frequently used, mostly daily. The specifics for each project are highlighted through the detailed evaluation of the selected projects. The roads are used by communities' residents and visitors, schools are used by students for the intended grade levels, playgrounds are used by communities' children and the youth clubs, public buildings are used by the VC, the specific societies/clubs, and by the community for social events.

The projects also generated some employment, first during the construction by utilizing local labors, and as appropriate for the nature of the project. Furthermore, several of these projects facilitate improving the economic and living conditions of their communities. Roads provide access to local markets and agricultural lands. Part of some playgrounds provides cafés, which generate income, and the playground and public halls are leased for activities for fees. The presence of public buildings facilitates the organization of VC daily activities, and assists them in managing the fees collections.

The costs for the majority of these projects fell within the estimated budget, with some variation orders (VOs). Although it is not easy to estimate the cost per direct beneficiary; however, the costs are acceptable and compatible with the costs of similar projects (per kilometre of roads or per square meter of building); considering the challenges of construction in Area C, which may bring additional unforeseen expenses, sometimes.

Furthermore, as related to the output of new essential social and public infrastructure implementation in Area C, nine GIAs were signed between MDLF and LGUs, nine contracts were also signed with contractors to implement the social and public infrastructure projects and supply of furniture, and there was 91% disbursement regarding the social infrastructure projects. In addition, as related to enhancing capacity of the concerned LGUs and local communities in Area C for social and public services delivery, communities mobilization activities were conducted by the social expert of the LTC, as planned.

SHORT-TERM OUTCOMES:

Because these projects have recently been completed, it is still early to measure and assess their impacts; therefore, short-term results are highlighted instead. These will be related to the outcomes and outputs.

The programme's and projects' objectives were met. In fulfilment of improving access to essential and public infrastructure in Area C, two school, two public buildings, four roads of 2.9 km, one playground, one transformer, and furniture were constructed and installed. For strengthening the Palestinian institutions' capacity to deliver essential social and public infrastructure in Area C, the programme plans were updated in a participatory manner with 5-7% participation as stated in the LTC reports.

Specific Objective	Indicator	Target	Achieved
SO 1: To improve access to essential and public infrastructure in Area C including: -Schools -Public Buildings -Playgrounds -Roads -Transformer -Supply of furniture and equipment	• # & Sq. of schools developed or expanded,	• 2 Schools (1500 sq.m)	Two schools were completed (1597 sq.m)
	• # & sq. of public buildings constructed	• 2 public buildings, 600 sq.	The two public buildings were completed (654 sq.m)
	• #&Sq. of Playgrounds constructed	• 1 playground, 2000 sq.	completed
	• # & Km of roads constructed/rehabilitated	• 4 roads segments, 2.9 Km	4 road segment were constructed, 3.1 Km
	• # of transformers installed	• 1 transformer will be installed	The transformer was installed
	• The public buildings and kindergartens are provided	• Yes	The furniture was installed

	with furniture and equipment and become operational accordingly: (Yes/No)		
SO 2: To strengthen the Palestinian institutions' capacity to deliver essential social and public infrastructure in Area C.	• Programme plans are updated in a participatory manner (Yes / No)	Yes	Done
	• % of inhabitants participated in the mobilization activities	5%	achieved (7% on average)

Furthermore, specific assessment of outcomes is presented at the sub-project level. In general, for school projects, there is a reasonable level of attendance, students' achievements have improved, and cost of education is reduced. For roads projects, and with the proper design and construction, road safety has improved, travel time was reduced, access to local markets, education, and agricultural land has improved, and projects induced urban/economic developments. For public buildings and facilities, the quality of municipal services has improved, the buildings are used frequently by the VC, target groups, NGOs, etc., the number of and performance level of sports activities have improved, and the number of training, social, and entertainment activities have improved.

SUSTAINABILITY:

There are fairly adequate operational plans for each of the projects for the coming years. The projects are new and in good shape; so far, they are properly maintained. Maintenance and budget plans are / will be allocated as part of the LGU's annual budget. Schools and playgrounds are daily maintained by a janitor or a guard. The communities' sense of ownership to the projects area is clear since these projects were derived from their needs and identified through a participatory approach. The capacities of local labors and LGUs staff have improved through the construction of these projects.

Furthermore, the projects also induced urban development for the surrounding areas. Additionally, the LGU's staffs technical and administrative capacities were also improved as some of these projects are new in its kind (for example, playground). In addition, the quality of construction was also ensured through the provision of LTC for follow ups and quality control.

OUTCOMES (IMPACT):

Goal: *The overall objective of the programme is to improve the social and economic conditions of Palestinian communities in area C, which is critical for the future viability of the Palestinian Economy.*

As general outcomes of the programme and its sub-projects in Package III, new social infrastructures were successfully constructed. The achievements of the overall objectives are assessed satisfactorily. The projects improved access to infrastructure utilities, improve the quality of life, and improve social and economic conditions.

Projects improved the living conditions of the targeted communities and stimulate the economic conditions of these communities with varies degrees. The social infrastructures have been upgraded, local contractors have been mobilized, and the linkage of these municipalities and VCs with MDLF has clearly improved.

6.3 Detailed Evaluation of Sub-Projects

The following sections show the results of evaluation of the selected projects in terms of main evaluation items shown below. The positives and negatives of each item will be addressed. The evaluation will address each project separately, and an overall evaluation will be presented at the end.

- **Relevance:** in the evaluation concerns examining whether the design of the program objectives was appropriate to the needs and problems of the targeted areas in relation to the local context, and its compliance with the project's policies and strategies
- **Effectiveness:** Achieving the objectives.
- **Efficiency:** Relationship between the actual resources and achieved results.
- **Sustainability:** How sustainable the various projects components are? This was evaluated in terms of institutionalization of sustainability; participation, involvement, and integration at all levels; financial sustainability, skills and capacities of human resources; and ownership.

6.3.1 Barta'a Ash Sharqiya

Project's Brief

The project is "Construction and Rehabilitation of Internal Roads". The project consists of:

- Construction of one road with total length of 0.8 Km (locally called the Park Street). The roads' width is 6 m and up to 1 m concrete shoulders each side and;
- Rehabilitation of another road with total length of 0.6 Km (locally named the European Street). The roads' width is 6 m and up to 1 m concrete shoulders each side. The road is considered commercial; the technical design should consider the traffic management and parking areas.

The works will include excavation, levelling, drainage, concrete shoulders/sidewalks, and roads furniture/light, retaining walls where needed. The estimated cost was 450,000 Euros.

The responsible LGU is Barta'a Ash Sharqiya Municipality.

Barta'a Ash Sharqiya is a town that is located behind the Separation Wall. Getting in and out of the town requires passing through a major Israeli check point, and requires getting a permit, except for the people of Barta'a Ash Sharqiya who can pass through using their identification card. Therefore, the town has its own unique challenges, in addition to the regular challenge of being in Area C. This also has brought additional challenge in the construction of the project (internal roads) in terms of contracting, cost, and execution.

Relevance

The roads were in bad shape before the rehabilitation and construction and connections to the residential area surrounding the constructed road was also poor. Therefore, the project upgraded the conditions of these roads and provided convenience to the users as well as good accessibility. The constructed road also provides good access to the park, which is frequently visited by the local residents; several social and cultural activities are held in the park.

The project sites were visited by representatives of the Steering Committee before the final selection; the committee felt the importance of the project to the town. The Municipality selected the project as one of the priority projects in its strategic development plan. Therefore, the project has a public consensus; there was also a decision by the municipal council for the selection of the project. The project also falls within the approved master plan. Furthermore, before the start of the project, a public meeting was held with the local residents to inform them about the project and difficulties during construction, and get their input about the project. Information and brochures were disseminated to the public during the work as well.

There were some objections by the residents due to land acquisition for the project; however, this was resolved by the municipal council and as per the master plan.

One of the key issues is that this project was the first project to be administered by the MDLF, which, in the point of view of the municipality, opens the door for a continuous relationship with MDLF. The municipality and the MDLF consider this as a partnership relationship.

In addition, the project falls within the national policies (MoLG) of improving the living conditions of people living in Area C. The project serves the economical conditions of the people there and provides good access to the surrounding residents. It also falls within the scope of the donors and the agreement with MDLF in terms of providing services and improving the local economic conditions of the people there.

There was no clear role of the non-governmental organizations in the selection process except as being part of the strategic development plan where all community stakeholders participated in the process.

Effectiveness

Obviously the project achieves its objectives of improving the services provided to residents, support the local economy and creating jobs, and strengthen the relationship with the MDLF.

The rehabilitated road was constructed according to the contract's specifications with a good quality; it is located in the town's commercial center. In addition to the road, it provided reasonable sidewalk, good drainage, and pavement marking (including on-street parking). The constructed road provides good access to the residents and to the town's park, as well as providing sewage system. Therefore, the services are improved.

The improved conditions and organization of the street in the commercial area obviously promotes a good shopping environment. There were limited local

employments (labors) during the project. The local shops benefited from the project. As for the constructed road, it raised the land value surrounding the project. It also provides access to the surrounding agricultural lands. Furthermore, the sight distance was also improved there, which will improve road safety.

Furthermore, being the first MDLF project in the area and successful, the project strengthens the relationship between the municipality and MDLF, as well as donors. The MDLF and the municipality view this as a partnership relationship, and it is envisioned to open the door for new projects. Other MDLF supported projects have already started.

Efficiency

Cost:

The final cost of the project (480,132.42 Euro) falls close to the estimate. There were some variations in the bill of quantities as compared to the field conditions; field quantities were less than estimated. The project was extended to provide milling and overlay of additional 400 m in the commercial area. Therefore, the final cost fell close to the estimates.

Also, since the area is behind the Separation Wall, all materials were obtained from Israel; therefore, the cost per item was higher as compared to the prices in the Palestinian controlled area.

The average cost of the constructed road is approximately 400K Euro/km. The typical average cost of road projects in the Palestinian area is within a range of 180K – 280K Euro/km. Therefore, this was higher than the average cost because of the aforementioned reasons (all construction materials and some equipment were obtained from Israeli sources), which have a higher cost in addition to the variation order. Nevertheless, the overall cost of the project was close to the estimated budget (approximately 6% higher).

Time

The overall project's execution time was higher than scheduled. Initially, the project was scheduled for 4 months; and it took a longer time. The overall timeframe of the agreement, which was initially set to be ended by 14-2-2019; however, it was amended for additional 11 months, meaning that the agreement will end by 14-1-2020.

The Israeli authority restricted the entry of the Contractor's equipment for two months and restricted the entry of some of the contractor's workers for claimed security reasons, which was a delay. In addition, there were some variation orders. Furthermore, the MDLF took some time to review and approve the variation orders, according to the MDLF procedures. The contractor submitted the project within 6 months (on 27/12/2018) before the variation order. Then the variation orders were executed, for a total project time of 11 months.

Although the execution time has gone beyond estimates, the delay is beyond control and expected because of the political situation of the area, and the variation orders.

The population of the town and its visitors is approximately 15,000. All residents

and visitors would benefit from the rehabilitated road (European Street) in the commercial area. As for the Park Street, it provides direct access to 60 houses/families as well as for the town's park. It is also an alternate route to the commercial center; therefore, reducing congestion. The park itself has also been improved. The park is used actively by residents and visitors. There are continuous activities in the park by the local residents, schools (open days), and during Ramadan for dinner events.

Therefore, the project is efficient in terms of its cost as related to benefits.

Sustainability

The project is sustainable. First, the project is new and is in good shape; therefore, it is anticipated that its maintenance work is limited for a short time. The quality of work is good. Surface water drainage is also provided along the roads, which will add to its sustainability. The supervision was continuous throughout the project, which ensured good quality of work. Second, there is a one-year maintenance warranty by the contractor. There is also a road maintenance item in the municipal budget for an amount of 200,000 – 300,000 NIS (56,000 – 80,000 USD). Therefore, its maintenance is accommodated within the existing system.

The project was a good exposure for the municipal staff. Two municipal engineers participated in this project, and gained sufficient experience in terms of technical (road construction and specification) as well as dealing with the public. This is a valuable experience that increases the staff's capacity.

Furthermore, the project achieved its objectives. Some of the immediate impacts of the project include improves the local economic conditions, reduces congestion, provides access to residents, improves the social environment by providing good access to the park, and improves the relationship with the MDLF. The public are satisfied with these results.

6.3.2 Habla

Project's Brief

The project is “Rehabilitation and Development of Habla Playground”. The project consists of construction of changing rooms for players and bathrooms (toilets and showers) including boundary fence with a gate.

The works will include, also, the construction and development of the stadium seating on both sides and stadium grassing including mechanical, electrical, and lightening works. The estimated cost was 270,000 Euros.

The responsible LGU is Habla Municipality.

Relevance

The playground is located in Area C, and was in a bad shape with no services before rehabilitation. There was a dire need for a place for the youth to explore their potentials and for entertainment. The project upgraded the condition of the

playground, provided services (locker, fitting rooms, amenities, and a café). Therefore, the youth found a good place for sports activities and scouting.

The Habla Sports Club submitted a request to the municipality to rehabilitate the old playground place, which was not suitable for conducting sports activities. As for the municipal council, there was a need to search for a reasonable project in Area C. Therefore, there was a mutual interest in this regard. The municipality announces about the project on Facebook, and there were positive feedbacks from the public without objection.

The project site was visited by representatives of the Steering Committee before the final selection; the committee felt the importance of the project to the town. The MoLG and MDLF made sure that the land is available. The project has a public consensus and there was also a decision by the municipal council for the selection of the project.

Before and during the construction, posts on Facebook, videos, photos, and banners were disseminated to the public. There were also interviews on local TV stations with the head of Habla Sports Club. Therefore, there was sufficient promotion for the project that gained the public acceptance. The Municipality assisted in the bill of quantities for the project

During construction, there were no objections except by the people of the adjacent lands, not because of the project, but rather because the road leading to the project is not paved.

The project falls within the national policies (MoLG) of improving the living conditions of people living in Area C. And it also falls within the national interest of the youth in terms of providing infrastructure projects for the youth and sports. The project provides a place for the youth and youngsters for social and entertainment. It also falls within the scope of the donors and the agreement with MDLF in terms of providing services of the people in Area C.

The project also is in agreement with the Ministry of Youth and Sports and the MoLG's agenda in terms of improving the social and cultural services. Furthermore, Habla Sports Club is a non-governmental organization and is fully behind the project. However, the role of other non-governmental organizations in the selection of the project is not clear.

Effectiveness

The main objectives of the project are to accommodate the youth, to provide a place for entertainment and training, and to improve the sports activities in town. Therefore, the project achieved its objectives. The project is used daily on an average of 5 days per week.

As for improving the local economy, there were local labors during the construction of the project (about 20 labors). The site has a café, which improves the income of Habla Sports Club. Furthermore, the playground can be rented by other clubs for 400 NIS.

Various capacity building sessions, sports games, and sports training activities are held there. Approximately 70 – 80 children received training on the project site.

The project also strengthens the relationship between the municipality and MDLF.

Efficiency

Cost

The initial estimated budget was about 250,000 Euros and end up with 289,000 Euro due to some variation orders in addition to supply of prefabricated caravan for changing clothes of 18500 Euros. There was a problem with the playground's layers, there was a need to provide drainage, and there was a need to provide a fence around the playground. These variation orders were necessary for its proper functioning. Furthermore, the project was initially designed with one fitting room for players. When the donor representative visited the site, a decision was made to add another one because it was not sufficient. All these variation orders added to the original cost. The cost was reasonable and within the limits. The bill of quantities was also reasonable with no major deviation.

In comparison with other playground facilities, a full-scale playground (soccer field) might cost around 800,000 Euro. Therefore, the cost of this size of playground seems reasonable; in addition it was within the estimated budget without the variation orders.

On the other hand, the playground provides a place for 500 members of Habla Youth Club, town's children, other nearby sports clubs, and the youth in general. It also provides a place for the café's attendants. On the larger scale, it provides a good social and cultural place for youth.

Time

Based on the contract, the project's schedule was 4 months, and it ended up in 7 months. There were delays during the winter season, and due to the variation orders. The MDLF took some time to approve these variation orders as per their required procedures. The execution of the variation orders took additional time. Therefore, it was completed in 7 months instead of 4 months, which was reasonable. The project is operational since April 2019.

The municipality and the supervising engineer followed up with the project to ensure its timely deliverable with its variation orders. There was no clear delay by the contractor.

Sustainability

The project will contribute to the objectives of improving the social and cultural environment and activities. It will also contribute to improving local economy; however, it is not easy to quantify this at the current stage.

The number of sports activities has increased. The skills level of Habla Sports Club athletes have also improved as evidenced by their score boards in the games.

The project itself generates income from renting the facility for other sports clubs, from the cafeteria during the games, and from the café. Part of this money generation will be dedicated to the facility's maintenance.

The project is new and in good shape and no major maintenance is anticipated for some time. Furthermore, there is a one-year maintenance warranty by the contractor. The quality of work is generally good and according to the

specifications.

The maintenance of the facility is the responsibility of both Habla Municipality and the Habla Sports Club. The daily maintenance and cleanliness is Habla Sports Club's responsibility. There is also a security guard for the place to ensure its safety. The major maintenance is the responsibility of Habla Municipality. The municipality has a budget item for maintaining of public buildings. Although there is some budget for its maintenance, however, it is still early to evaluate its adequacy since the project is new and is in good shape.

However, the field observation for the site showed that it needs proper cleaning of the playground and the rest rooms. There was a clear deficiency in these services.

The project itself is the first of its kind in Habla. This added a unique experience for the municipal staff (two engineers). They were exposed to a new set of standards and specifications. Their skills were improved, as well as the skills of the some of the labors who worked on the project.

6.3.3 Kardala

Project's Brief

The project is "Construction of Multipurpose Building". The project consists of construction permanent premises for the village council, a health clinic, a centre for the women and civil society centres, and a kindergarten.

The total area is 300 SQM in addition to the external garden. The project will provide basic furniture and equipment to make the building functional. The estimated cost was 250,000 Euros

The responsible LGU is Kardala Village Council.

Kardala is located in the Jordan Valley and is surrounded by several Israeli settlements; the entire area is C, and they are not allowed to construct any building without the Israeli approval, which denied all the time. The town has 500 people; mostly working in agriculture, and had no public place/building before this project. The town was in dire need of an "*address*", as the village council stated.

Relevance

The project was selected as part of Kardala's strategic development plan; it was one its top priorities. Before the construction of this project, there was no public place/building for the residents or the village council. The village council submitted a master plan for the Israeli authority and still waiting for approval. The village needed a place to hold its public meetings, village council meetings, and to host guests from outside including donors. They also were in need to provide basic services for the residents such as elementary education, playground, basic health services, etc. As such, the multi-purpose building provided the residents with such services. Therefore, it was a strategic choice.

The project was selected by the village council as part of its strategic plan, which was prepared by public participation. There was a discussion between the village council and the MoLG about their needs. The MoLG, MDLF, and donors visited the

project and all agreed on it. The supervising engineer (LTC) participated in preparing the project's documents and during the construction.

The project clearly within the national policies (MoLG) of improving the living conditions of people living in Area C, and improving their local economic conditions. It also falls within the scope of the donors and the agreement with MDLF in terms of providing services and improving the local economic conditions of the people there. The project was the first one in cooperation with the MDLF; therefore, it strengthens the relationship with MDLF and opens the door for additional support, which has already continued through supporting the construction of the road that leads to the project; currently un-paved.

The town is only 500 residents; therefore, dissemination of information about the project is easy through the word of mouth. There was a public meeting with the residents about the project before its initiation; there was an overall agreement on the project.

Effectiveness

The objectives of the project were clearly achieved through the construction of the multi-purpose building. The building is the place for the village council, it provides basic health services two days a week, and it provides class rooms for 45 students up to the sixth grade.

Before the construction of the building, the village council used to meet infrequently at one of the member's place of residence, and on a needs basis. Nowadays, the council meets regularly every one to two weeks. There were no health services provided to the residents; nowadays, the clinic provides basic services and for chronic diseases and for maternity offered by the Medical Relief Committees. Young children used to go Ein Al-Baida schools, which is nearby, for education. The children had to cross Highway 90, which is dangerous with high speed traffic, while going to school. In addition to crossing areas surrounded by Israeli settlers, which was not safe for them. Class rooms are crowded in Ein Al-Baida. Nowadays, young children attend school in their own village, do not need to cross any major street, and class rooms are comfortable with an average of no more than 10 students per class. Furthermore, the building's yard is a playground for kids after school. One must see the joy in the children's faces while using the facility. In short, this is a good success story.

There were no services for the community before, and now there are services provided through this building; therefore, the services have improved. The services there are also offered for the surrounding Bedouins who also used to go to Ein Al-Baida for schooling and services.

One of the parents indicated that the educational attainment level for his kids have improved clearly.

The main working force in the village is in agriculture. During the construction, there were some local employment for providing air conditioning system and blacksmith. However, with the availability of the school and playground for their children, the families can have more time for their agricultural and other works. Furthermore, the clinic is provided for free. The cost of bus transportation for

school is also saved (40 NIS/month/student).

The building was also used for scouting for children (25 children), training on agricultural extensions, first-aid course, and meetings with the public

The gains, as stated by the council, are opening new connection with MDLF and MoLG, improving the capacity of the farmers, improving children's skills and education, providing entertainment facilities for kids, and above all this has become "*the address*" for the community where visitors (donors and supporting agencies) have a place to meet and be hosted. Furthermore, the lives of the kids were saved by not crossing Highway 90.

Efficiency

Cost

The approximate project cost was 263,885 Euros; in addition to furniture supply of 14,434 Euros, access road with pipe culvert of 26,280 Euros, construction of metal shed for kindergarten playground of 6,930 Euros. Initially it was estimated at 250,000 Euros. There were some variation orders. The project was initially intended to provide a place for women's quarter, which was converted temporarily to class rooms for primary school. The project is a two-story building with a playground.

The average cost of building construction is approximately 720 Euro/SQM, which is higher than the typical average price for public buildings in the Palestinian area. This was due to nature of the building of providing schooling, medical clinic with some basic medical equipment, playground for children, and the type of furnishing (AC in each room due to the hot weather in the Jordan Valley area). All of these added to the average cost per SQM. Nevertheless, considering the benefits it provides for the community, the project is well worth it and fell below the estimated budget without the VOs.

Time

The project was initially scheduled for 5 months. Due to several interruptions by the Israeli military forces, the project was completed in 9 months. The concrete mixer of the contractor was confiscated by the Israeli military forces. The work on the project were put on hold several times when the Israeli authorities were in the area for the fear of been stopped by them. In addition, there were some delays due to the weather conditions.

The supervising engineer (LTC) followed up promptly on the project, and assisted in the timely delivery as much as possible. The MDLF procedure was seen appropriate without any undue delays.

Sustainability

The project achieved its objectives of improving the living conditions and service provided to the community. It also helps in promoting the sense of community and ownership for this marginalized area, which is highly threatened by the Israeli occupation.

The project's quality is good. The construction and furniture are in good condition.

Therefore, no major maintenance is expected for some time. In addition, the project has a one-year maintenance warranty. This secures its sustainability for some time.

There are some limited issues with the contractor regarding some current maintenance work for the building and undue delays. If not responding in due time, the maintenance warranty item will be liquidated.

The village council has no maintenance item in their budget before; however, they intend to add such an item since they have a public building to maintain. The building is currently in a very good condition in terms of its cleanliness. Current staffs do their own cleaning of the building.

There have been some capacity improvements. The school children's skills have improved through the educational facility and scouting activities. The farmers' skills have also been improved through some training activities. First aid skills were added to the community through the training course.

Finally, the relationships with the MDLF, MoLG, and donors have improved through this successful project. Another project is already underway, paving the road to the building.

6.3.4 O'qban

Project's Brief

The project is "Construction of Al O'qban Elementary School and Kindergarten".

The project consists of construction of elementary school comprised of nine (9) classrooms, laboratory premises, teacher's room, library premises, technology lab, sanitary unit (toilets and septic tank), and external works.

Additionally, the project includes the construction a kindergarten comprised of two (2) classrooms, teacher's room, sanitary unit (toilets), furniture and external works including playing equipment.

The furniture and equipment for the secondary school will be provided by the Ministry of Education and Higher Education (MEHE). The estimated cost was 600,000 Euros.

The responsible LGU is O'qban Village Council – Janata Municipality.

Relevance

The school provides education from first to ninth grade in addition to a kindergarten. It provides services for O'qban and Beit Tamor communities. One of the key issues, in addition to providing education, is the safety of school children who used to cross a major highway (the By-pass road) while going to school to Harmallah or Farhat; tragic accidents had occurred for these children.

The O'qban village is related to Janata Municipality. Construction of new schools was one of the priorities of the strategic development plan for Janata. The strategic plan was prepared in partnership with the community. Therefore, there was an

agreement among the community on this project. The area where the school is located is Area C, where a master plan was prepared and submitted for the Israelis for approval, and still waiting for such an approval.

The project was discussed between Janata Municipality and the MDLF and MoLG, and there was joint decision that the school is a strategic choice.

The project is in full agreement with the national policies of strengthening the existence and living conditions, and providing the needed services of the people living in Area C. It also falls within the scope of the donors and the agreement with MDLF in terms of providing services and improving the local economic conditions of the people there.

The supervising engineer (LTC) followed up through the project construction to ensure the proper delivery of services.

There were some minor issues with the surrounding residents, and these were resolved directly by the Municipality.

Effectiveness

With the construction of the school building, the objectives of the project were achieved. Educational services were provided for children up to the ninth grade, and their safety while crossing the street was saved. The average class occupancy is reasonable of 30-35 students per class room.

In terms of improving the local economic conditions, there was a good use of local labors during the construction; it was estimated that about 100 local labors were used.

Janata Municipality has already an established relationship with MDLF; this project will further strengthen such a relationship. The municipality's capacity had also improved in such projects.

Efficiency

Cost

The initial cost of the project was estimated at 698,000 Euros, and it ended up with a budget of 722,000 Euros in addition of 17,195 Euros for supply furniture and metal shed for kindergarten and 18,299 Euros for supply of electrical and electronic equipment. There were some adjustments to the bill of quantities during construction, which was reasonable.

The average construction cost is approximately 550 Euro/SQM of building area. The typical average of school construction in the Palestinian area is up to 450 Euro/SQM. However, considering the type of additional furnishing, playground, laboratories, and equipment provided, cost higher than average is expected. The initial cost was close to the estimated budget.

The project is obviously used daily for schooling, and it provides a school for 320 – 370 students including the kindergarten. The population of Q'qban is approximately 400 people, but the school serves the surrounding community of totally about 2000 people.

Time

The project was initially scheduled for 6 months to fit with package time frame, and it extended for 10 months. The time extension was due some delays by the contractor, the weather condition, and the presence of the month of Ramadan with its limited working hours. There also some minor delay at the beginning, during excavation, by the Israelis; however, it was resolved quickly.

For such a project, the final cost and delivery time is till reasonable.

Sustainability

The project achieves its objectives; educational services are provided and the lives of school children are saved.

The quality of construction is generally good. There are still some existing problems. The finishes of the playground seating (stadium) is average, the school yard's slope for drainage needs adjustment, and there were some issues regarding the aluminium and steel work. Some steel edges are sharp, and jeopardize the safety of children. Furthermore, the soil and green area needs fencing. Some of the door locks need maintenance, as well as the school's kitchen. However, the general shape of the building is very good as well as for the playgrounds. All these items would be fixed as part of the contract with the contractors.

The supervision during the project was average; some of these problems should have been caught and fixed during the construction.

The building is new and no major maintenance work is expected for some time. The building has a one-year maintenance warranty, which extends its sustainability. The school has a janitor to ensure its cleanliness.

Janata Municipality has a budget item for maintaining public buildings.

The capacity of the municipal staff has improved through the supervision and the follow up on the project. The children's educational capacities have also improved with the construction of the new school. Scientific labs and computer were provided as part of the project.

6.3.5 Al Ma'asara

Project's Brief

The project is "Construction of Multipurpose Building". The project consists of construction a multipurpose building including women centre, village council premises, and the youth club with a total area of 300 SQM.

The works will include, also, the external works including a gate and the staircase. The project will provide basic furniture and equipment to make the building functional. The estimated cost was 280,000 Euros.

The responsible LGU is Al Ma'asara Village Council.

Relevance

The project was selected based on the strategic development plan for the village,

and was approved by the village council. The rationale behind it was to offer something for the youth and women as there are no facilities for them in town in addition to provide premises for the VC. The strategic plan was prepared with participation from the various community sectors including the youth, women, and the disadvantaged groups. The project is located within the village's approved master plan.

At the beginning there were negotiations with the MDLF and MoLG about the need for such a project, and it was a participatory process with partnership. The MDLF and MoLG also visited the project during the construction.

There were also several announcements and information dissemination about the project before and during the work. These were posts on Facebook, at the village council's web site, through various official and non-official meetings, on the mosques, and through the Women Center. There were no objections to the project.

The project clearly within the national policies (MoLG) of improving the living conditions of people living in Area C, and improving their local economic conditions. It also falls within the scope of the donors and the agreement with MDLF in terms of providing services and improving the local economic conditions of the people there. It is also consistent with the non-governmental organizations' interests of providing a decent place for societal activities.

The project was the first one in cooperation with the MDLF; therefore, it strengthens the relationship with MDLF and opens the door for additional support.

The supervising engineer (LTC) followed up with the project during construction.

Effectiveness

The project's objectives were providing a place for the village council, a place for women, youth, and societal activities, as the area was completely lacking such a place. Clearly, the project achieves these objectives. The project improves the services provided for the citizens. It also contributes to improving the local economy through the capacity building and training activities there, as well as through the local employment during the construction. It also provides a good environment for the village council to administer their work and services for the public, and to manage their fees collection system.

Furthermore, through the project, the relationship with MDLF has been strengthened.

Efficiency

Cost

The initial estimate for the project was 280,000 Euros. The cost of construction and furniture of the building was approximately 250,000 Euros; additional fund became available. Therefore, paving the road leading to the building was added to the project.

The average construction cost is approximately 930 Euro/SQM, which is clearly higher than the typical average.

The project provides a place for the village council and its staff. It also provides a

place for the youth club and the women club. The youth club has approximately 50 members, and the women club has 70 members. When visited, the project was partially operational.

The place has a gym for women and a hall that is used for public activities and events. The hall was used four times so far at the time of the visit. Each event hosted more than 100 persons.

An additional note, the fire hydrant system in the building was used to extinguish a fire occurred in the adjacent building.

The women club held activities for the economic development of the youth.

Time

Initially, the project was scheduled for six months. Due to some variation orders and the addition of the new road and its associated construction, the project was completed in eight months, which is still reasonable.

There were some delay during the construction, particularly during the excavation due to the presence of old quarry; the original soil test was not accurate. Variation orders were carried out to accommodate the situation. There were no obstructions from the Israelis.

Sustainability

The project would achieve its intended objectives. It improves the service delivery for citizens, contributes to improving the local economy, and strengthens the relationship with MDLF.

The project is new and in good condition; therefore, expected maintenance work after the finalization is not expected for some time. The project has a one-year maintenance warranty, which will assist in sustaining the project.

The quality of work is generally good. There were some observed problems of drainage for the added road and the backyard. The level of soil in the green areas is low; needs more soil. The door locks are not tight. There were some minor problems with the water tanks and the windows as well with the plastering of some walls. All these comments were addressed to the contractor, and should be fixed by the contractor as part of the project submission and approval.

The village council has maintenance of public buildings item in their budget.

Through the project, several capacity building activities were held and would continue to be held for the various sectors of the community. First, the village council staff gained a new experience throughout the planning and construction phases of the project. The women and youth were (and would be) exposed to capacity building activities related to societal and economic issues. Several community activities (wedding, funeral, community and reconciliation) were already held there.

7. Lessons Learnt and Recommendations

The evaluation was carried for a representative sample of the projects; however, the conclusion could be safely extended to the rest of projects.

Previously, there were very limited supported projects directed towards communities in Area C. These are marginalized communities and threatened of been confiscated by the Israelis. This has been seen by the residents of these communities as a critical support for their existence in these areas.

The beneficiaries are generally satisfied with these projects. It was clear that in most cases the communities were in a dire need for the intervention, and results have illustrated their level of satisfaction and the accomplishment of the program. One can conclude without hesitation, that MDLF interventions are deeply appreciated.

Based on the previous evaluation process, the following lessons are learnt.

- The implementation of the programme (ENI/2014/032-783) is contributing to bolstering EU's image in Area C with the willingness to take potential risks. The programme is also increasing EU's visibility among actors in Palestine.
- The initiative by the EU, MoLG, and MDLF of supporting the communities in Area C, to improve their living conditions, improve the quality services delivered, and improve their local economy is critical for their existence. This initiative has been successful so far, and should continue.
- Communities in Area C should all prepare master plans and submit them for approval to the Israeli authorities. Although the process is lengthy and outcome is not guaranteed, but this provides them with a partial legal ground for some of these projects.
- The community participation process in the projects' selection and later through the construction phases was reasonable. Nevertheless, it should be strengthened and documented through sort of public meetings, as much as possible. The role of civil society organizations should be strengthened.
- The timetables set for most of these projects were short considering the special situation for these communities and the risks involved. The processing of variation orders by the MDLF was one of the sources of delay; the MDLF should explore alternative processes to expedite the delivery of the projects. In general, the period should be slightly extended and there should always be a contingency plan/timetable to accommodate the potential risks and delays.
- There were some problems with some of the selected contractors. The process of selecting the contractor should be stricter and be based on previous history and qualifications. The balance between the least cost and qualifications should clearly favour the qualification.
- The role of the LTC was generally good in ensuring quality of deliverables. Therefore, the role of LTC should be strengthened throughout the project.

There were some limited variations in the quality level and commitment of the LTC in these projects.

Therefore, it is recommended that a specific schedule LTC follow ups on the projects be prepared for the duration of the project, and the MDLF should follow up to ensure such commitments.

Furthermore, the normal process of hiring the LTC for the initial scheduled duration of project with its known potential risks and associated delays should be revised. Projects are normally extended and the LTC contract might end project's completion. The MDLF should explore the possibility of hiring the LTC based on tasks rather than for a specific duration. During the meeting with LGUs councils from all packages (I, II, and II), it appeared that ending of the LTC contract before completing the project created some difficulties in quality of deliverables for some projects (for example Daher Al'Abed in Package II). Although this was outside Package III, but the potential of similar risk may extend to all packages.

- The MoLG and MDLF should enforce allocating sufficient budgets for maintenance of existing assets. This assists in the sustainability of these projects.

8. Appendices

Annex I: List of Projects under Package III

Annex II: Template of the Evaluation Check List

Annex III: Sample photos of projects

- 1. Photos of Barta'a Ash Sharqiya**
- 2. Photos of Habla**
- 3. Photos of Kardala**
- 4. Photos of O'qban**
- 5. Photos of Al Ma'asara**

Annex I: List of Projects Under Package III

No.	Locality	LGU	Governorate	Recommended Project	Brief Description	Estimated Cost ¹ (EUR)
1 11 (25)	O'qban	O'qban Village Council – Janata Municipality	Bethlehem	Construction of Al O'qban Elementary School and Kindergarten	Construction of elementary school comprised of nine (9) classrooms, laboratory premises, teacher's room, library premises, sanitary unit (toilets and septic tank), and external works. Additionally, the project includes the construction a kindergarten comprised of two (2) classrooms, teacher's room, sanitary unit (toilets and septic tank), furniture and external works including playing equipment. The furniture and equipment for the elementary school will be provided by the Ministry of Education and Higher Education (MEHE).	600,000
2 24 (2)	Umm Rihan	Umm Rihan Village Council	Jenin	Rehabilitation of Internal Roads in Umm Rihan	The project consists of reconstruction and rehabilitation of about 1 Km length. The works will include excavation, levelling, concrete sidewalks, street lighting, and roads furniture. The roads' width is 6 m and up to 1.5 m sidewalks each side.	250,000
3 39 (27)	Ad Deirat	Khallet Al Maya Village Council	Hebron	Construction of Internal Roads	The project consists of construction of about 0.5 Km length. The works will include excavation, levelling, and concrete sidewalks and roads furniture. The roads' width is 5 m and up to 1 m concrete shoulders each side.	110,000

¹ Excluding VAT. The estimated cost might change upon the final design of the projects which will be conducted by the local technical consultant.

No.	Locality	LGU	Governorate	Recommended Project	Brief Description	Estimated Cost ¹ (EUR)
4 42 (3)	Barta'a Ash Sharqiya	Barta'a Municipality	Jenin	Construction and Rehabilitation of Internal Roads	<p>The project consists of:</p> <ol style="list-style-type: none"> 1. Construction of one road with total length of 0.8 Km. The roads' width is 6 m and up to 1 m concrete shoulders each side and; 2. Rehabilitation of another road with total length of 0.6 Km. The roads' width is 6 m and up to 1 m concrete shoulders each side. The road is considered commercial; the technical design should consider the traffic management and parking areas. <p>The works will include excavation, levelling, drainage, concrete shoulders/sidewalks, and roads furniture/light, retaining walls where needed.</p>	450,000
5 43 (13)	Al Funduq	Al Funduq – Jinsafout Village Council, – Hajja Village Council	Qalqilya	Development and Expansion of Al Funduq Secondary Mixed School	The project consists of adding multi-purposes room, resources room (natural science room), arts and crafts room, in addition to the rehabilitation and development of the school playground. The furniture and equipment for the elementary school will be provided by MEHE.	140,000
6 47 (18)	Kardala	Kardala Village Council	Tubas	Construction of Multipurpose Building	The project consists of construction a permanent location for the village council, a health clinic, a centre for the women and civil society centres and a kindergarten. The total area is 300 SQM in addition to the external garden. The project will provide basic furniture and equipment to make the building functional.	250,000

No.	Locality	LGU	Governorate	Recommended Project	Brief Description	Estimated Cost ¹ (EUR)
7 57 (15)	Habla	Habla Municipality	Qalqilya	Rehabilitation and Development of Habla Playground	The project consists of construction of changing rooms for players and bathrooms (toilets and showers) including boundary fence with a gate. The works will include, also, the construction and development of the stadium seating on both sides and stadium grassing including mechanical, electrical and lightening works.	270,000
8 20 (6S)	Al Ma'asara	Al Ma'asara Village Council	Bethlehem	Construction of Multipurpose Building	The project consists of construction a multipurpose building including women centre, village council premises and the youth club with a total area of 300 SQM The works will include, also, the external works including a gate and the staircase. The project will provide basic furniture and equipment to make the building functional	280,000
9 2 (5N)	Dab'a	Habla Municipality	Qalqilya	Supply and Install of an Electrical Transformer	This project consists of supply and install of a new electrical transformer with all accessories including underground cables.	100,000
10	Abdallah Al-Younis, T'innik, Ras El wad, Imnaizel, Ras Tira, Um Al-Lahem	This tender will be managed centrally at the MDLF level for the benefit of the listed localities	Jenin Bethlehem Hebron Qalqilya Jerusalem	Supply and Install Furniture and Equipment for Abdallah Al-Younis, T'innik, Ras El wad, Imnaizel, Ras Tira and Um Al-Lahem Public Social Buildings	Supply of furniture and equipment for the following public social buildings: 1. Abdallah Al-Younis multipurpose building; 2. T'innik kindergarten; 3. Ras El wad kindergarten; 4. Imnaizel kindergarten; 5. Ras Tira kindergartten and; 6. Um Al-Lahem Services Centre.	230,000
Total Estimated Cost (Excluding VAT)						2,680,000

Annex II: Template of the Evaluation Check List
PROJECT CHECK LIST

A.	PROJECT INFORMATION	
1	Project name	
2	Type of facility	
3	Implementing Institution	
4	Currently in charge of the facility	
5	Amount per contract	
6	Scope of Works	
7	Date: F.H.O / Month since completion	
B.	PROCESS EFFICIENCY	
1	<u>Project selection criteria (How the project has been selected)</u>	
2	<u>Community needs as explained by local representatives and locals (why the project is needed)</u>	
3	<u>Concurrence with the master plan</u>	
4	<u>Role of MoLG, MDLF and LTC in project selection and identification</u>	
5	<u>Design quality and completeness</u>	
6	<u>Work completion and construction quality (VS. contract, lacking, deficient)</u>	
7	<u>Project implementation schedule</u>	
8	<u>Project Costs corresponds to country standard</u>	
9	<u>Stakeholders challenges</u>	
	<u>VC</u>	
	<u>Contractor</u>	
	<u>MDLF & LTC</u>	
	<u>Others</u>	
10	<u>Concurrence with MDLF requirements and procedures</u>	
C	OUTPUT EFFECTIVENESS	
1	<u>Project functionality: how the project has been used after construction - by whom - since when</u>	
2	<u>How often is the facility in use:</u>	
3	<u># of direct beneficiaries:</u>	
4	<u>Employment generation - # of permanent jobs created :</u>	
5	<u>Is Cost per beneficiary acceptable:</u>	

D SHORT-TERM OUTCOMES	
1	<u>Satisfaction of the beneficiary communities for the new infrastructures (project achievements as they describe it - before & after)</u>
2	<u>Schools Projects</u> <div> <div>School attendance</div> <div>Students achievement</div> <div># students/ classes</div> <div>Impact on student health</div> <div>Cost of education</div> </div>
3	<u>Public Buildings</u> <div> <div>Municipal services improved</div> <div># and frequency of VC meetings increased</div> <div># of public awareness events increased</div> <div># and quality of sport activities improved</div> <div># of health and cultural events increased</div> </div>
4	<u>Roads Projects</u> <div> <div>Percentage of households connected to rehabilitated or newly constructed roads increased</div> <div>Traffic Volume increase</div> <div>Accident rate decrease / road safety improved</div> <div>Environmental and general health improved</div> <div>Inducement of urban/ economic development</div> <div>Improving access to farms/ markets/ education ...</div> </div>
E SUSTAINABILITY	
1	<u>Is a transparent and adequate operation plan prepared / implemented for the next 5 years</u>
2	<u>Does the facility appear properly maintained? Is there a maintenance budget available? Who actually maintaining the facility?</u>
3	<u>Comments on construction material durability and quality of construction works</u>
4	<u>Community Mobilization</u> <div> <div>Participation of the community members in all stages of project implementation.</div> <div>Level of Ownership.</div> <div>Further induced urban development after the project.</div> <div>Capacity building components.</div> </div>

1. Barta'a Ash Sharqiya



Street Name Sign



Commercial Center Street (The European Road)



The Park Street Condition



The Park Street Adjacent to the Town's Park

2. Habla



Entrance to the Soccer Field



Image of Field's Grass



The Fitting Room



The Café's Place

3. Kardala



General View of the Multi-Purpose Building



Playground



Class Room and Rest Rooms



The Clinic



Principle's Room



Rest Rooms



Teachers' Room



The Kitchen

4. O'qban



General View of the School



Playground



School's Canteen



Computer Lab



Courtyard's Seating (needs better finish)



Classroom



The Kindergarten



Teachers' Room

5. Al Ma'asara



The Project



The Yard (with poor drainage)



The Green Area (low soil level)



The Multi-Purpose Room



The Toilets and Kitchen



Meeting Room



Cracked Plastering



Reception Area