



# Towards a Gender Sensitive Palestinian Constitution

## Mid-Term Project Evaluation Report

*Project funded by UN Women and implemented by PCPD and JWC in the West Bank, occupied  
Palestinian territory (June 2012 – September 2014)*

*11 March 2014*

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### **Submitted to:**

#### **Palestinian Centre for Peace and Democracy**

P.O. Box 2290, Ramallah, Palestine.

Tel: +972(2)2965981/2

Fax: +972(2)2965983

Email: [pcpd@palnet.com](mailto:pcpd@palnet.com)

#### **Jerusalem Centre for Women**

P.O. Box 21929, Beit Hanina, Palestine.

Tel: +972(2)6568532/4

Fax: +972(2)6568291

Email: [info@j-c-w.org](mailto:info@j-c-w.org)

**ALSAH**  *Partners in Performance Improvement*

### **Prepared by:**

Al-Sahel Company for Institutional Development & Communication

Tel: +972-2-242-4292/3

Facsimile: +972-2-242-3257



After climbing a great hill, one only finds that  
there are many more hills to climb

- Nelson Mandela



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## **Abbreviations and Acronyms**

DAC	Development Assistance Committee
CBOs	Community Based Organizations
CEDAW	Convention on the Elimination of Discrimination against Women
CSC	Constitutional Shadow Committee
FGE	Fund for Gender Equality
JCW	Jerusalem Centre for Women
M&E	Monitoring and Evaluation
NGOs	Non-Governmental Organizations
OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Co-operation and Development
oPt	occupied Palestinian territory
PCPD	Palestinian Centre for Peace and Democracy
PDI	Palestinian Declaration of Independence
PLC	Palestinian Legislative Council
PMF	Project's Monitoring Framework
PMT	Project Management Team
PNGO	Palestinian Non-Governmental Network
RBM	Results Based Management
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WATC	Women Affairs Technical Committee

## 1. Introduction

### 1.1. Brief description of the Project

Supported by the multi-donor Fund for Gender Equality (FGE) of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), the Project, entitled '*Towards a Gender Sensitive Palestinian Constitution*' (hereinafter, the Project) is currently being implemented by the Palestinian Centre for Peace and Democracy (PCPD) in partnership with the Jerusalem Centre for Women (JCW), over a period of two years (2013-2014). Its overall budget is USD \$200,000, distributed between PCPD (\$160,000), as the lead organization, and JCW (\$40,000), as the co-lead organization. Consequently, each organization signed a separate Project Cooperation Agreement with UN Women.

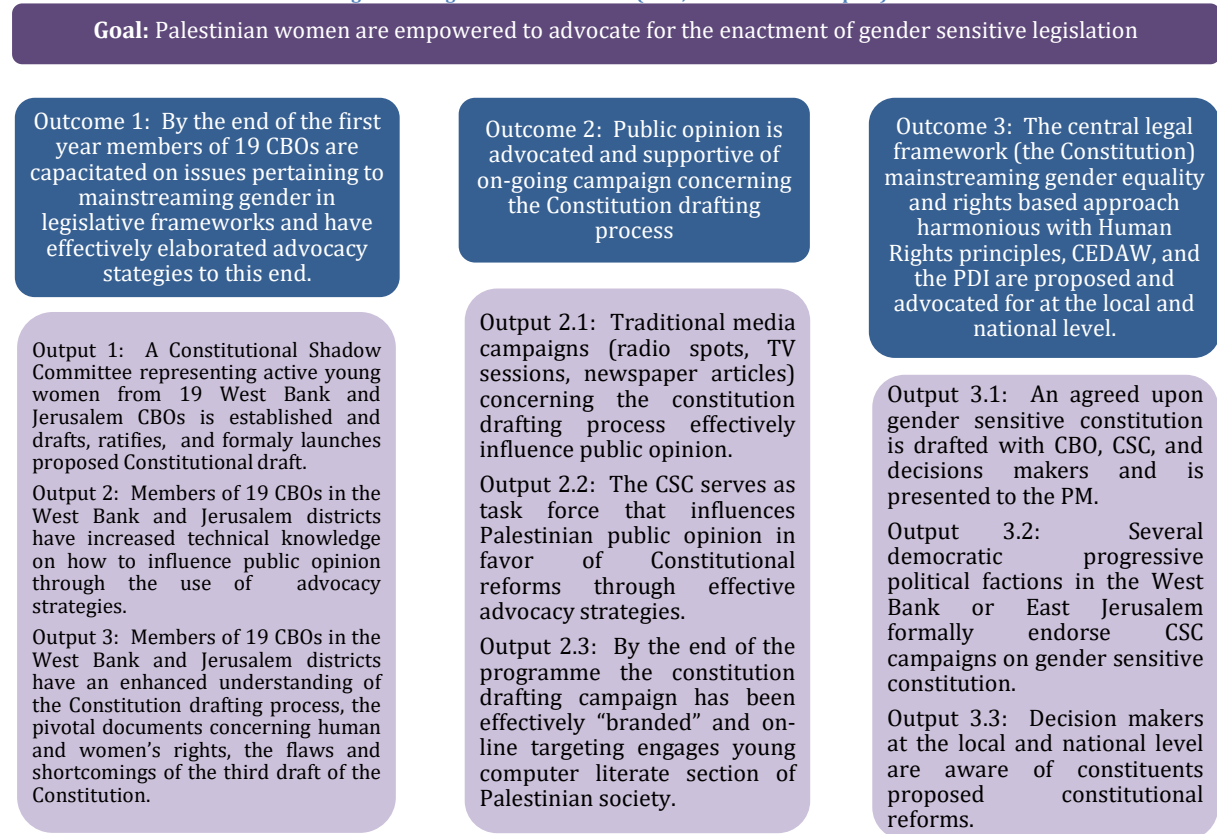
The Project's goal entailed that '*Palestinian women are empowered to advocate for the enactment of gender sensitive legislation*'. Women's empowerment in this area is perceived by an increase in the number of women (leaders of the civil society) in local and national decision making, as well as proposed amendments pertaining to women's rights are adopted for the National Committee for the Drafting of a Palestinian Constitution when it re-convenes. The Project's two key strategies were to activate civil society organizations through *capacity building and advocacy* on the importance of, and steps to attaining a gender sensitive Palestinian constitution. Hence, in achieving this goal, and working on the third draft of the Palestinian constitution as a showcase, the Project aspired to achieve three key outcomes:

- ***Outcome 1: By the end of the first year members of 19 Community Based Organizations (CBOs) are capacitated on issues pertaining to mainstreaming gender in legislative frameworks and have effectively elaborated advocacy strategies to this end.*** Through capacity building activities (training of youth members of CBOs and organizations of awareness sessions), CBOs are expected to reach consensus on the importance of the Palestinian constitutions and key articles that need to be changed in relation to women's rights, particularly the importance of these changes on the development of secular state constitution that enshrines gender equality and affirms women's rights. CBOs will have better awareness on constitutional issues, increased degree of confidence in constitutional reform, while other CBOs (not targeted by the Project) would be influenced and develop interest in the constitution.
- ***Outcome 2: Public opinion is advocated and supportive of on-going campaign concerning the Constitution drafting process.*** Advocating for a gender sensitive constitution, through demonstrations, TV spots, radio debates, will eventually pressure decision makers to take women's issues into consideration. In the advocacy campaign, rural males and female youth will constitute a force in demanding women's rights in the creation of a Constitution that codifies their rights as equal citizens in the public and private spheres. In measuring the public's opinion support and advocacy efforts towards the constitution drafting process, the Project will focus on the public's reported satisfaction with the proposed constitution, the importance and relevance of such an initiative and outreach capacity of the campaign.
- ***Outcome 3: The central legal framework (the Constitution) mainstreaming gender equality and rights based approach are proposed and advocated for and the local and national level.*** First, the Project will focus on drafting a constitution mainstreaming gender equality and rights based approach harmonious with human rights principles, CEDAW and the PDI. Secondly, the drafting of a Constitution harmonized with human rights principles is argued by the Project to guarantee social

rights for women, as the Project intends to influence the political process to address and amend shortfalls in the current draft of the Palestinian Constitution, redefining the social contract, in which women’s rights will be equally protected under the law.

The above development objectives –as coined in the Project’s results chain- were to be realized through nine outputs and a set of activities under each output (see Figure 1).

Figure 1: Programme results chain (Goal, outcomes and outputs)



## 1.2. Evaluation objectives

The objectives of the evaluation have been clearly identified in the ToRs, and include namely:

- To assess progress in project implementation, identifying results achieved in relation to proposed outputs and outcomes, as well as detecting problems at managerial and technical levels.
- To propose corrective measures in order to improve performance towards achieving results and learning at the project level during the final period of project implementation.
- To prepare for final evaluation ensuring the evaluability of the project<sup>1</sup>.

## 1.3. Evaluation timeframe and scope

The evaluation covers the mid-time period of the Project’s lifetime (2013-2014), including both the Project’s design phase and implementation phase. Furthermore, the evaluation covers 27 community-based organizations partners in the Project and covering eight districts in the West Bank to include

<sup>1</sup> Integrating results from the Evaluability Assessment of the programme into recommendations on how to strengthen the programme’s framework (i.e. the programme’s logframe or PMF, etc.).

Hebron, Bethlehem, Ramallah, Jerusalem, Nablus, Jenin, Qalqiliya and Tulkarem. The scope of the evaluation will also cover members of the Constitutional Shadow Committee (CSC) that was established in the Project and representing 27 CBOs.

## 1.4. Evaluation overall approach

### 1.4.1. Conceptual model

Taking into consideration the Results-based Management (RBM) approach that focuses on planning for and achievement of results, the evaluation will be underpinned by the RBM's strong notion of causality, whereby it hypothesises that processes, products and services contribute to a higher order of results (outputs, outcomes, and impact).<sup>2</sup> Typically, these changes are shown in a 'results chain' that depicts cause-effect-relationships. In reference to the UN Women's terms, the results chain depicts that inputs and activities are needed to produce outputs which result in short- and/or medium-term outcomes and longer-term impacts. The results chain is based on the theory of change, including underlying assumptions.

Since its initiation early 2013, the Project has completed mainly outputs and activities under its first outcome. Bearing this framework in mind, this evaluation will focus on the Project's first outcome, while addressing the five key criteria in coherence with the principles for evaluation of development cooperation, as elaborated by the Development Assistance Committee (DAC)<sup>3</sup> of the Organisation for Economic Co-operation and Development (OECD), and the United Nations Evaluation Group in its two key documents: Standards for Evaluation in the UN System<sup>4</sup> and Integrating Human Rights and Gender Equality in Evaluation<sup>5</sup>. As specified in the ToRs and agreed in the inception meeting, the review of the Project's relevance, effectiveness and efficiency will be undertaken<sup>6</sup>, providing hence the core conceptual and referential framework for this mid-term review:

- **Relevance** is defined as the appropriateness of the Project's goal (*Palestinian women are empowered to advocate for the enactment of gender sensitive legislation*) to the problems that it was supposed to address, and to the policy environment within which it operated, especially pertaining to the socio-economic and political context of women in Palestine. Furthermore, it will investigate the problem's definition and beneficiary identification, the feasibility of the Project (the logic and completeness of the Programme's planning process, and the internal logic and coherence of its design), the capacity of implementing partners; and the contribution of the Project to the overall Programmatic goals and priorities of UN Women, PCPD and JCW.
- **Effectiveness** is the extent to which the Project produces the desired outcomes referring to various proposed indicators and relevant questions (*see Annex 1*). In evaluating the Project's effectiveness, the consultants will scrutinize the level to which the Project's outcomes have been achieved (on the basis of the Results chain outcome-level indicators), as well as the level to which the different purposes of all the Programme's strategies and interventions have been met. The effectiveness evaluation will rely on both qualitative and quantitative data from secondary sources (Programme's monitoring documents and reports) and primary sources (evaluation tools).

<sup>2</sup> UNDP, Strengthening RBM harmonization for improved development results, 24 March 2014.

<sup>3</sup> OECD DAC Network on Development Evaluation, Evaluating development co-operation, Summary of Key Norms and Standards, Second Edition, June 2010, pp. 13-14.

<sup>4</sup> United Nations Evaluation Group, Standards for Evaluation in the UN System, April 2005.

<sup>5</sup> United Nations Evaluation Group, Integrating Human Rights and Gender Equality in Evaluation - Towards UNEG Guidance, P.26-28.

<sup>6</sup> Impact and sustainability were not assessed during this mid-term evaluation, as it was still early to analyze these aspects, as only one outcome was achieved.

- **Efficiency** is defined as the optimality of the transformation of inputs into outputs; i.e. the cost, speed and management efficiency with which inputs and activities were converted into results, and the quality of results achieved. Thus, the evaluation of the efficiency will involve -inter alia- an assessment of the Project's planned versus actual outputs; implementation and coordination arrangements; cost effectiveness of the different interventions; beneficiary selection processes; training approach used; monitoring and evaluation (M&E) systems and processes; and, general satisfaction levels among beneficiaries.

#### 1.4.2. Methodology

The evaluation was undertaken by Al-Sahel Company for Institutional Development (hereinafter, the evaluation team) throughout the month of February 2014. In realizing the aforementioned objectives of the evaluation, the evaluation team relied on a participatory evaluation framework that was initially presented in an inception report and then discussed in close collaboration with the Core Reference Group during a preparatory inception meeting held in Ramallah on 6 February 2014.

Four inter-related and complementary evaluation tools were employed to gather information from different sources regarding the performance of the Project. These tools essentially included *literature review, semi-structured individual and group interviews with various Project stakeholders, workshop and a questionnaire for the Shadow Constitutional Committee and a validation meeting with the Core Reference Group (see Annex 1)*:

- **Literature/documentation review:** This included a comprehensive review of all available literature in relation to the previous experiences of constitutional reform, national policies and strategy on gender equality and empowerment, as well as all Project documents. Notably, the evaluation team reviewed the Project document, its annual work plans, narrative and financial progress reports, Project Monitoring Frameworks (PMF), baseline survey data conducted, training materials produced and training evaluations, the draft constitution, etc. Other sources of information included PCPD's strategy (2013-2015), the Fund for Gender Equality Project Document and the Cross-Sectoral National Strategy: Promoting Gender Equality and Equity (2014-2016). All of these documents were fundamentally employed to assess the Project's relevance, efficiency, effectiveness, impact and sustainability.
- **Semi-Structured individual interviews:** With the main objective of deepening the understanding of the Project intermediate results, as well as foreseen impact and sustainability, a total of 24 *in-depth semi-structured interviews* were conducted with the following Project's stakeholders:
  - **PCPD and JWC staff:** Nine interviews were conducted with PCPD and JWC Project key staff, who participated in the design and implementation. These included the General Directors of PCPD and JWC, the Project Manager, the Project and field coordinators, as well as all trainers. These interviews mainly focused on discussing the project's design, planning and implementation arrangements, reported achievements, assessing the Project staff capacity to undertake their responsibilities, as well as validating initial findings with the Project Management Team (PMT).
  - **UN Women:** Interviews with UN Women representatives were conducted with the FGE Programme Specialist for Arab States in Lebanon, the Administrative Assistant in Amman,<sup>7</sup> and the Monitoring and Evaluation Associate/national focal officer in the occupied Palestinian territory (oPt). The aim of these interviews was to assess the Project's relevance and importance to UN Women strategy in the oPt, as well as M&E mechanisms and challenges encountered during the design and implementation phases.

<sup>7</sup> A skype interview was conducted with the FGE Programme Specialist for Arab States in Lebanon and the Administrative Assistant in Amman on 11/03/2014.

- *CBO representatives:* A total of six interviews were conducted with representatives from CBOs targeted by the Project.
- *Non-governmental Organizations and experts working on women issues, gender empowerment and equality:* With the aim of investigating the Programme's relevance as well as the NGOs current interventions in terms of advocacy and legal reform related to the Palestinian constitution, semi-structured interviews with 6 key NGOs and experts (Miftah, Women's Center for Legal Aid and Counseling (WCLAC), Women's Affairs Technical Committee (WATC), the General Union of Palestinian Women and Palestinian Working Woman Society for Development) working on women issues, gender empowerment and equality were conducted. These interviews were crucial in determining the NGOs perceptions on the importance of working on gender mainstreaming in legislations, and in particular the drafting of the constitution. These interviews provided an opportunity to rapidly apprehend what are the best practices and processes for mobilizing women towards their empowerment, experience in working in coalitions, and advice on the best way to lobby and advocate for any proposed changes in the constitution, especially in addressing the duty bearers from the government, to political parties and decision makers. To draw lessons learned for the Programme and advise on future change processes, specific attention were given in these interviews to tap the experience the interviewed NGOs and experts in working with women on advocacy issues, including work done to amend the Basic Law and the constitution.
- *Ministry of Women Affairs:* Similar to interviews with NGOs, an interview was conducted with the Ministry of Women Affairs. More focus, nevertheless, was dedicated on the government's role, as a duty bearer, and in particular, the Ministry of Women Affairs in gender mainstreaming of the constitution. (Not conducted yet)
- **Group interviews:** A total of 11 group interviews (26 participants) were conducted with the Project beneficiaries to include namely CBO Board and General Assembly members, directors, volunteers and youth participating in the Shadow Constitutional Committee, or who have attended the first awareness sessions. The distribution of the group interviews by targeted localities took into consideration the geographical dimension, as 4 CBOs were selected from the north (2 from Nablus, 1 in Tulkarem, and 1 in Jenin), 2 from the centre (2 in Ramallah and 1 in Jerusalem) and 3 from the south of the West Bank (2 in Hebron and 1 in Bethlehem).
- **Questionnaire:** A short questionnaire was distributed to all members of the Shadow Constitutional Committee. The questionnaire assessed their selection process and representation, their opinion in the new draft constitution, the impact of the Project on them and their CBOs, their ability to participate in the second phase and key recommendations (see Annex 2).
- **Participatory workshop with the Shadow Constitutional Committee:** A one day workshop was organized on 21 February 2014, with members of the Shadow Constitutional Committee to assess the strengths and weaknesses of the Project's approach. This workshop analysed their level of awareness around women rights and gender-sensitive legislations, their satisfaction from the trainings conducted, as well as their key recommendations.
- **Validation of results with the core reference group:** To validate the evaluation key findings, a meeting with the Core Reference Group was organized on ??? March 2014. This meeting served as a feedback opportunity to engage the Project's stakeholders in verifying key results and providing their feedback and comments.

## 1.5. Report structure

With the view of providing insight to both PCPD and its donors on how well the former has been progressing towards achieving its goal, this report presents the key findings of the evaluation in five main sections. Following this introduction, which sets out the background of the Project and the methodology used in conducting the assessment, the *second section* presents the Project context, followed by the *third section* that discusses the strengths and weaknesses of the Project design, in terms of the validity of the theory of change, coherence of the results framework, as well as the degree of risk and conflict analysis. The *fourth section* portrays the Project's relevance to the country context and to UN Women, PCPD and JWC strategies in the oPt, as well as target beneficiaries needs.

The *fifth section* presents the evaluation findings related to project efficiency, where it assesses how the Project has achieved its planned activities and outputs, the Project's management and implementation arrangements, cost efficiency, and degree of stakeholders' participation in the Project. Building on the preceding section, the *sixth section* presents an assessment of the Project's effectiveness in terms of achievement towards the first outcome and expected number of beneficiaries, as well as quality of services provided and beneficiaries' satisfaction. In the last two sections, the report summarizes the key conclusions and recommendations of the evaluation. Finally, the *Annexes* include the lists of stakeholders interviewed, questionnaire for CSC members and comments on the baseline data for some indicators.

## 2. The Project's operating context: High political fragility and weak legal frameworks

The socio-political and economic context of the oPt remained challenging. The prolonged Israeli occupation and its continued access restrictions and discriminatory measures against Palestinians, impact negatively the achievement of any development goals. The internal Palestinian divisions, the sustained political and geographical divide between the Gaza Strip and the West Bank and limited progress in reconciliation increases further the fragility and uncertain context in the oPt. While these conditions have an impact on all Palestinians, women and girls experience them differently due to additional gender-based inequalities and discrimination.

Peace negotiations between Israel and the Palestinians remained at an impasse, with a great possibility in the political process eroding. In September 2011, the Palestinian President Mahmoud Abbas officially applied to become the 194 member state of the UN, which resulted in the support voting of over 120 members of the UN General Assembly (UNGA). On 29 November 2012, the General Assembly resolution 67/19 passed, upgrading Palestine to "non-member observer state" status in the United Nations, through a 138-9 votes, and 41 abstaining.<sup>8</sup> The Permanent Observer Mission of the State of Palestine to the United Nations became the title for Palestine's representative office at the UN.<sup>9</sup>

Nevertheless and despite the progression of the Palestinians' State-building programme further, the sustainability of these achievements, whether in the economic or the security fields, is at increased risk. East Jerusalem and Area C within the West Bank are further isolated. The on-going restrictions on the movement of people, exports and a range of imports in Gaza continue.

The Israeli government persists to expand illegally its settlements within the West Bank resulting in the forced eviction and displacement of Palestinians, and causing direct physical insecurity, disruption of livelihoods and basic services, a decreased standard of living and increasing dependence on humanitarian aid.<sup>10</sup> There are recurring instances of Israeli incursions throughout the oPt, including areas officially under Palestinian control and increasing incidents of settler violence against Palestinians in the West

<sup>8</sup> United Nations, Sixty-seventh General Assembly, General Assembly Plenary 44<sup>th</sup> & 45<sup>th</sup> Meetings (PM & Night), 29 November 2011, <http://www.un.org/News/Press/docs/2012/ga11317.doc.htm>.

<sup>9</sup> State of Palestine, Permanent Observer mission to the United Nations. <http://www.un.int/wcm/content/site/palestine/>.

<sup>10</sup> United Nations Economic and Social Council, Situation of and assistance to Palestinian women, Report of the Secretary-General, 18 December 2012.

Bank. The Office for the Coordination of Humanitarian Affairs (OCHA) highlights that the impact on women's and families' psychosocial well-being particularly can be devastating.<sup>11</sup>

In terms of legislative frameworks, the oPt is still characterized by differing legal frameworks and a weak rule of law. The existing frameworks contain laws that are outdated and discriminate against women, particularly in matters of divorce, custody of children, inheritance and violence against women. Slight progress in legal reform was observed throughout the last six years, as the Palestinian Legislative Council (PLC) has not been convened since 2007. A study conducted in the West Bank by the United Nations Development Programme indicated that women face significant challenges to accessing justice, including a lack of legal literacy, a lack of legal assistance, and the insensitivity of justice and security institutions to their needs.<sup>12</sup>

In relation to the Project specifically, the following sections provide more details about the current status of the Basic Law, which is considered the provisional constitution, until achieving a sovereign state. It also presents the early constitutional drafting process up until now.

## **2.1. The Basic Law: A Provisional Constitution**

Following the creation of the Palestinian Authority and upon signing the Oslo Accords in 1995, the PLC drafted the Basic Law serving as a temporary constitution for the interim period until Palestine gains status as a state to draft a permanent constitution.<sup>13</sup> Despite its approval by the PLC in 1997, the Basic Law was signed into law by President Yassir Arafat in 2002, and was amended again in 2005 to address the terms and elections of the President and the PLC.

As a framework for democratic governance and the protection of human rights, the Basic Law has several weaknesses. First, it is the heritage of several different jurisdictions throughout the centuries (Ottoman law, British law, Jordanian law, Israeli law) resulting in overlapping jurisdictions and ambiguity. Despite the disparity in protection, the Basic Law protects a wide range of human rights, as it guarantees the rights to equality, freedom of belief and expression, freedom of movement, along with other rights, including numerous socio-economic rights. Women are particularly protected and their welfare during maternity is considered a public duty. Nevertheless, many articles incorporated in the Basic Law permits limitation of many of the rights called for, including the right to freedom of expression, to form and join political parties, and the right to privacy. In addition, the Basic Law guarantees a free market economy and the principles of Islamic Shari'a as a main source of legislation. Protection of socio-economic rights is weak, stating that the government will regulate disability and health insurance and other social benefits, but without guaranteeing social welfare for citizens.<sup>14</sup>

## **2.2. The early constitutional drafting process**

**3.** Following the adoption of the Basic Law, the Executive Committee of the Palestinian Liberation Organization (PLO) established a Constitutional Committee in 1999 to draft a constitution prior to the creation of an independent state. The first draft was prepared in March 2001 that was followed by another two drafts. All of the three drafts, including the latest from 2003, treat women as second class citizens: Sharia law is still mentioned as one of the major resources to legislation as superior to constitutional law (Article 23), which restricts women's rights and contradicts with the Universal Declaration of Human Rights (although the draft makes references to this document) and the

<sup>11</sup> United Nations Office for the Coordination of Humanitarian Affairs occupied Palestinian territory, Demolitions and forced displacement in the Occupied West Bank, January 2012, and Settlements in Palestinian residential areas in East Jerusalem, April 2012.

<sup>12</sup> UNDP, Public perceptions of Palestinian justice and security institutions, December 2011.

<sup>13</sup> Middle East Media Research Institution (MEMRI), About the Palestinian Constitution, Inquiry and Analysis Series, No. 126 03/04/03, <http://www.unitedjerusalem.org/index2.asp?id=249983&Date=3/12/2003>.

<sup>14</sup> Hallie Ludsin, Women and the Draft Constitution of Palestine, Women's Centre for Legal Aid and Counselling, 2007, p.36.

Convention on the Elimination of Discrimination against Women (CEDAW), which was ratified by Palestine in 2008.

The third draft of the constitution also contradicts the principles of democracy and Human Rights that are enshrined in the Palestinian Declaration of Independence (PDI) of 1988. Rights of women are only acknowledged in a general and vague manner, for example, stating that the term "Palestinian" or "citizen" refers to male and female, but scarcely using the term and instead using "person", or "individual", or "refugee". Similar to the Basic Law, the third draft of the constitution still contains ambiguity and contradictions as it contains a mixture of secular and Islamic elements, leaving consequently margin for interpretation.

Moreover, the drafting of the third version neglected women's participation. Despite that the Palestinian Consultative Committee included eight women out of total 40 members, the Committee for Drafting the Constitution was constituted only of men. In addition, there is no record that these women had any influence on the drafting of the Constitution. Interviews with national stakeholders further reveal that the third draft of the constitution was not widely circulated among participants in the process. Any comments presented during the consultation workshops and advisory councils with different groups, NGOs, legal and foreign figures might not have been fully integrated. The constitutional drafting process was hence very hierarchical, with the Committee for Drafting the Constitution taking all major decisions in finalizing drafts. Furthermore, consultation with organizations and national figures focused more on political issues and neglected any gender equality concerns.

Since these efforts in 2003, the constitutional drafting process was completely dormant and it was only re-initiated in August 2011, upon a presidential decree instating the chairman of the Palestinian National Council as the president of the Committee for Drafting the Constitution, and Nablil Sha'ath as a deputy president. And although the Committee's membership includes wider stakeholders representing civil society organizations, academics, politicians, judges, etc., some stakeholders interviewed still believe that women's representation in this Committee is still weak. Furthermore, the Committee met only twice upon its establishment, discussing the process for the revision of the constitution and areas of agreement and disagreement between members. Since then, the committee has been inactive.

On 29 November 2012, the United Nations formally granted Palestine a non-member state status at the General Assembly. Nevertheless, the Israeli occupation, along with its imposed restrictions severely limiting movement between the West Bank and Gaza Strip, as well as its overall occupation policies of separation and fragmentation, and the continued internal political split between the West Bank and Gaza Strip continue to seriously compromise efforts to undertake or recommend national level policies and legislations. The political context under which the Project operates is very volatile and extremely challenging.

However, it is important that community debate, movement and legal analysis around 'a constitution aligned with Palestinian aspirations' is initiated until the time is right. In South Africa, the African National Congress started developing constitutional principles years before Nelson Mandela was released from prison to lead negotiations with the apartheid regime. Many stakeholders interviewed that the current context represents an opportunity and a momentum towards instigating discussion and national dialogue around 'a constitution that Palestinians really want'.

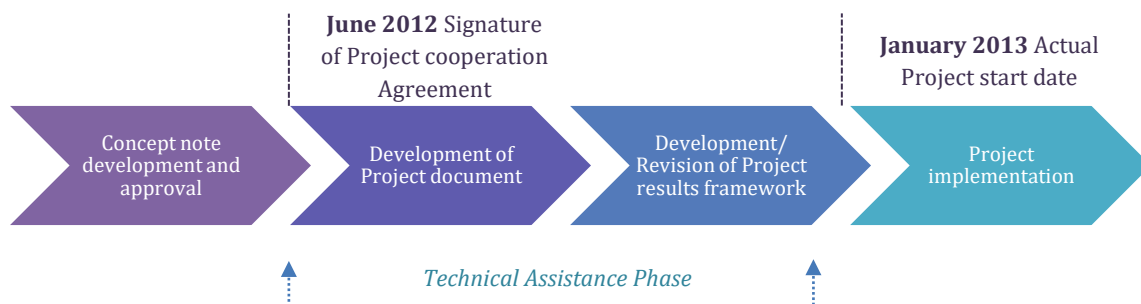
#### 4. The Project as designed: Overview and coherence of design

##### 4.1. Background of the design process

The idea of the Project initially emanated from PCPD’s previous development interventions with CBOs and youth, through which one key lesson learnt emerged: ***Palestinian legislations need to be harmonious with human rights principles and mainstreaming gender in order to pave the way for any future democratic and human rights practises.*** Furthermore, the involvement of PCPD in the discussion of the draft constitution in 2002-2003, along with other NGOs and social and political actors, provided a good base and experience on tackle the current gaps in the Palestinian Constitution.

Within the framework of UN Women Fund for Gender Equity, a concept note was prepared by PCPD in December 2011 and approved by an independent technical committee in March 2012. The Project Cooperation Agreement was signed in June 2012, initiating a Technical Assistance Phase (see Figure 2). UN Women is one of the very few donors that give much importance on the process of transferring a concept Project idea into a full-fledged project document, while ensuring that the design is really home-grown, fully owned by implementing partners and reflecting their local contexts and specificities.

Figure 2: Evolvement of Project design from concept to implementation



During this Technical Assistance Phase, PCPD and JWC developed the Project document employing resources dedicated from the Project for this purpose. An international consultant was contracted to write the Project document, which was, consequently, developed and submitted on 10 July 2012. In addition, the FGE Programme Specialists for Arab States at UN Women in Lebanon assisted PCPD and JWC in revising the results framework and developing the indicators, which was complete in October 2012.

This design process was restricted to consultations between PCPD, JWC and UN Women only. Targeted areas and CBOs were planned to cover 12 West Bank including East Jerusalem, but no specific communities or CBOs were consulted or selected as partners at this stage. It was envisaged to refer to JWC and PCPD network of partner CBOs, which is valid and highly commendable as will be elaborated further in the report. The Project design process, nevertheless, could have undoubtedly benefited from a more rigorous participatory problem analysis involving these CBOs at the design stage. Such a participatory problem identification would have further strengthened the responsiveness of the Project to CBO needs, especially in areas related to how to engage them in the advocacy, whether at local and national level. It would have also developed better mitigation strategies for involving CBOs in East Jerusalem, in particular.

#### 4.2. Validity of the theory of change

The Project's Theory of Change<sup>15</sup>, outlined in the Project document provides a clear description of the transformation process that the Project seeks to facilitate, including the intermediate term changes that are needed to reach its articulated long-term goal, which entails that *'Palestinian women are empowered to advocate for the enactment of gender sensitive legislation'*.

The evaluation team believes that the *Project's theory of change is valid*. The intervention theory has considered human rights and gender equality issues, as it is argued that women empowerment to advocate for the enactment of gender sensitive legislation is achieved via *expanding and strengthening women's leadership*, and mainly measured through improvements in women's voice, agency and engagement in civil society. The Project's theory further explains that despite the representation of women's interests by civil society organizations, women's issues are not brought forward to the forefront of political debate. This is mainly attributed to two key reasons, namely political conflict and patriarchal society. The political conflict, whether as a result of the Israeli occupation or the internal Palestinian conflict, hinders effective development of women's rights.

On the other hand, the continued domination entrenched in the patriarchal system prevents women's equality and empowerment. It is for these reasons that the Project desires to activate civil society organizations through capacity building on the importance of, and the steps to attaining a gender sensitive constitution, thereby guaranteeing equal rights under the law. Women's leadership is perceived as essential to bring women into the public sphere of decision making at the local and national level.

The conceptual foundations on which basis the Project interventions have been designed, and as more clearly elaborated in the contextual analysis of the Palestinian situation and legislative framework for developing the constitution, demonstrate a solid understanding by PCPD and JWC of the key factors hindering effective empowerment of women towards advocating gender sensitive legislations. This is evident by the Project's choice of strategies, which focus on two key areas:

- ***Capacity building of CBOs on issues pertaining to mainstreaming gender in legislative frameworks:*** Here, the Project focuses on right-holders and enhancing the role of civil society organizations in advocating for women's rights and empowerment through their participation in gender mainstreaming in legislative frameworks. The capacity building component of CBOs focuses on two areas:

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<sup>15</sup> The theory of changes maps out the pathway of change or the change framework towards the long-term goal that the Project wants to achieve.

- *Awareness raising* through the organization of awareness sessions for CBO members on the constitution drafting process, the pivotal documents concerning human and women's rights, the flaws and shortcomings of the third draft of the Constitution.
  - *Training of young female and male CBO representatives* (employees and volunteers) on the use of advocacy strategies, negotiation, leadership and media skills, constitution drafting process and flaws of the third Palestinian constitution, human and women's rights principles, as well as international conventions related to women's rights.
  - *Formulation of a Constitutional Shadow Committee (CSC)* from CBO members that drafts a gender sensitive Palestinian constitution harmonious with human rights principles.
- **Advocacy and lobbying:** Here, the Project focuses on influencing duty-bearers, whether policy makers, or political parties or decision makers to integrate gender mainstreaming in legislations through the adoption of proposed changes in the new constitution that is proposed by 27 CBO member representatives that are part of the

The plan to focus CBOs capacity building activities and awareness raising on marginalized areas of the West Bank is commendable, so is the plan to target young educated women and men. This notwithstanding, the Project's theory could have benefited from a more in-depth analysis of the existing bottlenecks, opportunities and methodology for enhancing capacities of CBOs and widening partnership with other stakeholders at national level. Such analysis could have strengthened the overall design of the capacity building interventions of CBOs, especially in areas relevant to activating the role of Board of Directors, outreaching CBOs in East Jerusalem, enhancing CBOs interventions towards gender equality and women's rights interventions. Furthermore, more specific details on CBO selection would have strengthened the project document, and, as we shall examine later, may have prompted the Project design team to consider the need for planning for other CBO organizational capacity building interventions around women's rights initiatives within the framework of the Project. This will effectively require more allocation of resources, as will be further elaborated.

At a conceptual level, the Project reflected a clear goal, but made a key implicit assumption that the National Constitutional Committee will be active and will adopt proposed changes in the constitution. The new gender sensitive constitution was the cornerstone of the Project while in reality the political context of the oPt, on the one hand, and the timeframe, as well as the human and financial resources dedicated for the Project to lobby for a gender sensitive constitutional reform is very challenging, and constitutes a high contribution gap towards the achievement of the goal (*see section on Coherence of the results framework*).

### 4.3. Coherence of the results framework

The Project's design process culminated in a two year Project document with an extremely comprehensive results framework detailing the Project's goal, three outcomes, nine outputs and underlying activities (*see Figure 1*). Key performance indicators were also detailed at the goal, outcome and output levels. Overall, this general framework formed the basis for the Project's progress monitoring and implementation. The exerted effort by UN Women, PCPD, and JWC in developing such a framework should be highly appraised. The following observations can be made about the coherence of the Project's results framework:

- **Linkage between Project outcomes and goal:** As previously elaborated in the Project's theory of change, it is believed that the Project's outcomes will contribute to realizing the goal. Enhancing the capacities of CBOs and instigating a general public opinion represented by CBOs, NGOs, political factions and social actors at local and national level towards gender sensitive legislations and women's rights, provided that the Project present the Constitution as a showcase, will contribute

eventually and on the long-term to women's empowerment in advocacy towards gender sensitive legislations. This is particularly true if a gender sensitive draft constitution is adopted so that it will compromise a key basis for revising and enhancing Palestinian legislations. Thus, the Project's articulation of the goal and its underlying hypothesis entails that if the Constitution is gender sensitive, then women can lobby for gender sensitive legislations, which is highly logical and evidently extremely strong.

However, a missing link exists: the assumption that the articles in the new drafted constitution will be adopted by the National Constitutional Committee is highly unlikely given the current complex political context of the oPt under occupation, the 2007 governance split in Palestine, in which Hamas gained power in the Gaza strip. Furthermore, the inactive status of the National Constitutional Committee at the moment and the freezing of the Palestine Legislative Council will limit what could feasibly be achieved in terms of the constitutional reform process. This will significantly constrain the contribution of the Project to the achievement of its goal, and presents a high risk that was missing in the Project's risk assumption. Here, this uncertainty in the attribution of outcomes to the goal; i.e. the attribution gap, is high.

- **Project outcomes:** The three outcomes identified in the Project design, as a rational and concept, are extremely important and remain valid to the Project's goal. The causality linkages as a result of their classification as such in three outcomes, however, could be better strengthened. Outcome 2 (*Public opinion is advocated and supportive of on-going campaign concerning the Constitution drafting process*) measures the same area of change as Outcome 1, and is in fact a result of Outcome 1 (*By the end of the first year members of 19 CBOs are capacitated on issues pertaining to mainstreaming gender in legislative frameworks and have effectively elaborated advocacy strategies to this end*), especially since the same 19 CBOs (represented by the Shadow Constitutional Committee) will be implementing the process towards achieving Outcome 2, as a result of their enhanced capacity in mainstreaming gender in legislative frameworks and elaborating advocacy strategies. Having a 'supportive public opinion', as an intermediate result, is actually an indicator on the use of CBO's enhanced capacity.

Furthermore, the articulation of Outcome 2 is mixed between an output (Public opinion is advocated) and as an intermediate change as a result of the advocacy (Public opinion is supportive). On the other hand, the articulation of Outcome 3 (*The central legal framework (the Constitution) mainstreaming gender equality and rights based approach harmonious with Human Rights principles, CEDAW, and the PDI is proposed and advocated for at the local and national level*) is more of an output/activity based under Outcome 1 and Outcome 2.

- **Project Outputs and activities:** DAC defines the program's outputs as *'the products, capital goods, and services that result from a development intervention; may also include changes resulting from the intervention that are relevant to the achievement of outcomes'*<sup>16</sup>. Some of the Project's outputs overlap with each other and could be strengthened by merging them in one output, such as Output 1.2 and 1.3, as well as Output 2.1 and 2.2. On the other hand, the articulation of some outputs was higher than their outcomes. For example, Output 1.2. is partially higher than Outcome 1, and Output 3.3. is higher than Outcome 3. In addition, some outputs were similar to their corresponding outcomes, such as Output 2.2. (The CSC serves as task force that influences Palestinian public opinion in favor of Constitutional reforms through effective advocacy strategies), which was similar to Outcome 2 (Palestinian public opinion in favour of Constitutional reforms through effective advocacy strategies), especially since the indicators for these measure similar change, as detailed below.

In fact, given the similarities of activities under some outputs, outputs could be grouped, which could be consolidated into smarter outputs under an Advocacy and Lobbying component. Formulating

<sup>16</sup> Glossary of Key Terms in Evaluation and Results Based Management, OECD, DAC, 2002.

many outputs for similar activities could risk scattering inputs (financial and human) over multiple outputs, while simultaneously reducing efforts to achieve the Project's results.

- **Key performance indicators:** The effective formulation of performance indicators to measure results and outputs is crucial for the monitoring and evaluation process. As designed, the Project developed a comprehensive monitoring and evaluation framework, with the specification of many Specific, Measurable, Achievable, Relevant and Time-bound (SMART) indicators, and an M&E matrix detailing the data source, baseline and final target planned. Despite the lack of information about the responsibility of data collection and frequency for each indicator, the development of this M&E matrix is commendable.

In terms of the formulation of indicators, the indicators at the goal level are too ambitious and highly unlikely to be achieved. The first indicator (% of increase of women in local and national decision making (leaders of civil society) is irrelevant to the goal, but rather constitutes a higher level change as a result of women empowerment in advocacy. In addition, indicators at Outcome 1 missed to measure the enhanced capacities of CBOs in advocacy. Furthermore, some of the outcome-level indicators were repeated at output level indicators, such as % of respondents who agree with the campaign's cause, measuring outcome 2, but was also repeated for output 2.1.

Overall, the Project's ability to develop many SMART indicators is impressive, but some indicators need further revision.

- **Adequacy of the Project's budget/inputs dedicated to achieve results:** In general, the allocation of resources to achieve the stated outcomes and outputs is perceived as adequate. Outcome 1 was allocated around \$67,252, while Outcome 2 a total of \$65,439 and Outcome 3 \$66,542 (see Table 1), taking into consideration that also management expenses were included. PCPD, however, mobilized other extra resources from its core funding towards Outcome 1, which is perceived as highly commendable and has enhanced Project's efficiency and effectiveness, as will be later elaborated.

Table 1: Allocation of financial resources from UN Women funding and PCPD's core funding per outputs and outcomes

Outcomes	Budget per outcome	Outputs	Budget per output	Core funding mobilization
Outcome 1	67252	Output 1.1.	33960	\$25,000 - \$ 30,000
		Output 1.2.	18718	
		Output 1.3.	14574	
Outcome 2	65439	Output 2.1.	26269	-
		Output 2.2.	22196	
		Output 2.3.	16974	
Outcome 3	66542	Output 3.1.	23634	-
		Output 3.2.	13074	
		Output 3.3.	29834	

#### 4.4. Level of integration of human rights and gender equality principles

This section considers the extent to which the Project design process integrated human rights and gender equality principles.

- **Alignment with Human Rights and Gender Equality Principles:** The Project document identifies the key human rights instruments and related documents that will guide the Project, such as the Universal Declaration of Human Rights, the Convention on the Elimination of Discrimination against Women (CEDAW) and the Palestinian Declaration of Independence (PDI) of 1988.

The measures proposed in the Project document support the inclusion of human rights based approach and gender equality principles. In fact, the Project's focus to propose and advocate for a

central legal framework, i.e. the Constitution, mainstreaming gender equality and rights based approach harmonious with human rights principles, CEDAW and the Palestinian Declaration of Independence is one of the key aspects integrating Human Rights and Gender Equality dimensions of the intervention. Other measures include the involvement of CBOs in rural communities and refugee camps, which are considered as the most marginalized areas in the oPt; awareness raising and training of right holders on key conventions and frameworks around women's rights such as CEDAW.

The three Outcome areas are fully geared to human rights and gender equality concerns in efforts to build the capacity of CBOs on issues pertaining to mainstreaming gender in legislative frameworks, as well as advocating public opinion to support a constitution mainstreaming gender equality and rights based approach.

- **Inclusion of voices of rights holders in design:** The Project document references women as vulnerable groups whose rights need protection, especially in terms of inheritance, rights following divorce and land ownership. At the exception of targeting 20 decision makers, the Project document focuses more on women as direct beneficiaries and does not provide explicit reference to engaging men, who are often the primary gatekeepers at the household, society and workplace levels; and whose attitudes and behaviour fundamentally affect the likelihood of women realising their rights.

More importantly, supporting rural women is perceived by the Project to integrate human right based approach, as often rural areas are the most vulnerable in the oPt, and women's voices and participation is consequently more marginalized.

In terms of rights-holder involvement in design, however, the involvement of CBOs and youth in the Project's design process was based on PCPD's previous relations and experience with partner CBOs and youth volunteer. Despite that the Project idea emanated from CBOs and youth needs to work on Palestinian legislations that were expressed through previous PCPD's interventions and partnership with CBOs, the in-depth articulation of rights holder views during the design process itself was not integrated. A greater range of CBOs were approached as the Project was launched, but from the perspective of supporting implementation. In an attempt to integrate CBOs as shapers of the strategic direction of the Project in a broad-based partnership, PCPD relied on its existing partnerships with CBOs.

- **Responsiveness to the priorities of rights holders:** The project is generally responsive to some identified needs of Palestinian women, particularly their social and political rights.<sup>17</sup> The Project document contained a general analysis of the legislative framework related to the constitutional reform process, and a short analysis of key gaps in the third draft constitution of 2003 restricting women's rights and contradicting with the Universal Declaration of Human Rights and CEDAW. The Project document also referred to other GEWE issues pertaining to political empowerment of women, particularly in relation to the weak participation of women in decision making and political process, as well as weak advocacy and lobbying skills around gender sensitive legislations.
- **Inclusion of duty bearers and capacity development strategies for right holders:** The direct beneficiaries of the projects are secondary moral duty-bearers<sup>18</sup> in the form of civil society organisations serving right holders (women, youth, etc.). The Project focused on the empowerment of these CBOs through trainings targeted to their volunteers and employees. It also entailed conducting awareness sessions towards CBO beneficiaries (mostly women right holders) in the community.

<sup>17</sup> The evaluation team interviewed a number of Palestinian gender experts and NGOs working in women's empowerment and representatives from the women's movement in Palestine who were not connected to the project.

<sup>18</sup> UNICEF identifies secondary duty bearers as non-state entities that have obligations to respect, protect and fulfill the rights of people, available at: [http://www.advocate-for-children.org/advocacy/rights\\_based\\_approach/rights\\_holders\\_duty\\_bearers](http://www.advocate-for-children.org/advocacy/rights_based_approach/rights_holders_duty_bearers).

In addition, the Project's focus on lobbying and advocacy interventions geared towards governmental organizations, decision makers and other duty bearers through the advocacy component, encapsulates the transparency principle in the right-based approach.

Interviews with various stakeholders confirm that the Project addressed and responded to the needs of the particular rights-holders it targeted (*see section on Relevance*). Despite its shortcomings in in depth consultation and analysis with right holders, the design has proactively responded to well-documented needs. The Project design does not, however, contain a clearly elaborated strategy or approach for involving other right holders and duty-bearers, such as building coalitions with other right-holders and NGOs at regional and national level, and working in women's empowerment and gender equality.

#### **4.5. Partnership model adopted by the Project**

In principle, the nature of partnership established within the Project as designed and as a concept is perceived as a valuable instrument and is highly commendable in development interventions. The partnership model entailed the involvement of two national Non-Governmental Organizations (NGOs) – i.e. PCPD and JWC, as well as 27 CBOs located across the West Bank and having relevant mandates to both national organizations.

This partnership model presents a key strength to the Project, as each organizations has an added value: PCPD is specialized in democracy and rights, and implements a Women Program that aims to secure women's rights and enabling their participation in the establishment of a democratic Palestinian state in which they enjoy equal relationships with men. JWC, on the other hand, has long experience working on women's rights. In addition, CBOs are considered as a key stakeholder for outreaching women in rural areas, with the majority of women representing them and are actively involved in advancing women issues. In fact, many of CBOs targeted work on awareness raising of women and youth specifically around social issues, which some incorporate human rights and gender equality principles. Furthermore, it is perceived that mobilizing CBOs in legislative reform as a tool for mobilizing public opinion or raising awareness, towards a gender sensitive Palestinian Constitution in this case, is a necessary step in creating a force and a guiding voice to enhance credibility and the lobbying power for the Project.

Having CBOs as partners in the Project in fact integrates one of the human rights principles, which is participation through ensuring active, free and meaningful participation (as opposed to consultation) of duty bearers- including women, youth and appropriate representative actors, such as CBOs. The ability of the Project, however, to sustain this partnership model as conceived in the design is significantly linked with the implementation arrangements and Project's effectiveness aspects, as will be further discussed in this report.

### **5. Relevance**

The program is considered congruent with key national priorities. First, the cross-sectoral national strategy for promoting gender equality and equity (2014-2016) has set as its vision '*A Palestinian Society, where men and women, girls and boys enjoy equal citizenship rights and equal opportunities in the public and private spheres*'. This vision highlights that decent life will not be attained without a democratic society reigned by social justice, and non-discrimination on the grounds of race or sex or color or religion or political opinion or disability.

The Project, as a concept, is congruent with all the strategic objectives of the cross-sectoral national strategy for promoting gender equality and equity, because any gender sensitive constitutional changed proposed or debated at national level and on the long-term will ensure women's rights social, economic and political arenas.

Interviews with stakeholders reveal that the Project is also highly relevant to their needs and aspiration. All interviewees believe that there is ‘no perfect moment’ to bring forward to the public the discussion of a democratic constitution. Given the Israeli occupation, and the internal political division between Gaza and the West Bank, stakeholders strongly deem that such a Project could represent a catalyst hopeful discussion on such an important issue to all Palestinian citizens, particularly women. Unanimously, CBOs, NGOs and human rights experts all agreed that the idea behind the Project is certainly innovative as it creates a space to amplify the diverse voices and perspectives of Palestinians. The Project is deemed as an instigator to help both Palestinian women and men to understand more fully the various meanings and implications of concepts, like nation, state, citizenship, accountability as well as issues such as gender equality and social justice. And there is certainly a need to enhance the level of awareness of Palestinian in this regard.

In terms of relevant to JWC and PCPD, the Project is considered as a strategic component of their work. The current project Towards a Gender Sensitive Palestinian Constitution falls within the organizations’ missions and is congruent with their strategic directions. As an independent civil society organization working on issues of true democracy (political, social and participatory), PCPD’s mission contributes to the achievement of just peace and independence based on the Palestinian Declaration of Independence Document of 1988 and the international legitimacy. PCPD works to empower the democratic practices of all its community target groups, but with main focus on youth and women. On the other hand, JWC’s mission calls for providing Palestinian women with venues for training in democracy, human rights, advocacy and life skills in order to advance women’s status and role in the decision-making process, as well as to protect human rights and democratic principles.

In conclusion, the Project concept is perceived as relevant and timely in addressing the needs and opportunities of women empowerment in Palestine, and that its goal is in-sync with the development priorities and directly responds to the needs of the involved stakeholders. Both JWC and PCPD locate the Project as a key component in their current strategies and interventions.

## 6. Efficiency

### 6.1. Planned versus achieved outputs

The main obstacle faced in assessing the Project’s efficiency in relation to planned versus achieved outputs was the lack of clear measurement of some indicators, as elaborated further in this report (*see section 5.4.2. Monitoring and Evaluation*). The evaluation team, hence, depended on the measurement of available indicators, along with evidence from the various interviews with stakeholders. It can be concluded that throughout its mid-life cycle extending from January 2012 up until December 2013, the Project was able to undertake most of its planned outputs and activities under Outcome 1, i.e. CBO Capacity building Component (*see Table 2*).

Some of the planned targets were surpassed, especially those related to the number of CBOs participating, and hence youth representing these CBOs in the Shadow Constitutional Committee. The Project was, in fact, very successful in establishing partnership with 29 CBOs across the West Bank, in comparison to 19 CBOs originally planned. A Constitutional Shadow Committee consisting from 25 female and 4 male youth (originally planned to only represent 19 women) was established and worked on drafting a new constitution integrating human rights and gender equality principles.

**Table 2: Planned versus planned targets at output level and level of achievement**

Outputs	Indicators	Planned	Actual	% Achievement
Output 1.1.	# of stakeholders participating in the drafting of the proposed constitution	19 women and 19 CBOs	29 participants (25 women and 4 men) representing 27 CBOs.	153%

Outputs	Indicators	Planned	Actual	% Achievement
	# of women and CBO members enrolled in the Constitutional Shadow Committee	19 women and 19 CBOs	29 participants (25 women and 4 men) representing 27 CBOs.	153%
	Proposed constitutional draft	The current draft Constitution is rewritten by the Constitutional Shadow Committee and is based on the International Human Rights declarations and adheres to CEDAW	Completed.	100%.
	# of articles published by CBOs in local newspapers	5	6	100%
	# of proposed and "ratified" articles put forth by the CSC	6	Six key amendments were proposed by the CSC. These are related to the contradiction between Sharia and the international conventions; the equality between men and women; the political system, the economy; the decentralization of the local governments and the security forces.	100%
Output 1.2.	# of advocacy strategies comprehended by the 19 targeted CBOs	7	In progress.	-
	# of articles published by CBOs in local newspapers <sup>19</sup>	5	6	100%
	% increase in the awareness of the need to have a modified Constitution that pertain to women's rights	90%	Not measured correctly from Project's M&E process.	-
Output 1.3.	training manuals produced in the following subjects: the Constitution drafting process, the pivotal documents concerning human and women's rights, the flaws and shortcomings of the third draft of the Constitution	10	7 Training materials were prepared.	70%
	% of women of designated CBOs capacitated through trainings	Questionnaires administered to workshop participants during the eighth month indicate that 90% of the participants agree to the appropriateness of a modified Constitution, and can cite Constitutional articles that pertain to women's rights	Not measured correctly from Project's M&E process.	-

In addition, three members of the SCC have written six articles, compared to five originally planned in local newspapers, but only one was published in a local newspaper (Al-Quds Newspaper), whereas the other articles were published on Maan news and Raya sites, as well as on the Project's blog and social media.<sup>20</sup> It is expected, nevertheless, that the anticipated targeting of public has not been affected, but probably enhanced. According to the Project's calculations, around 75,000 have most probably read the articles and Project's news published on Maan and Raya websites, in comparison to 25,000 newspaper readers. In addition, around 399 individuals are currently active on the Project's social media space (*see Annex 5*).

<sup>19</sup> This indicator is the same as the same articulated indicator under Output 1.1.

<sup>20</sup> Visit <https://www.facebook.com/ProposedPalestinianConstitution> and <http://pcpdblog.blogspot.com/p/the-palestinian-center-for-peace-and-13.html>.

The Project’s ability to surpass its planned targets for certain outputs is mainly attributed to the high level of commitment and dedication of the implementing partners to the Project, as well as PCPD’s increased mobilization of financial and human resources - outside the UN Women fund – dedicated to boost the Project’s activities. PCPD mobilized around \$30,000 from its core funding, and employed its field coordinators in the south and north of the West Bank to strengthen further its outreach for CBOs at the launch of the Project. In addition, PCPD and JWC referred to its strong and historic relationship with CBOs, which influenced the Project’s ability to outreach a greater number of CBOs than originally planned. This is a commendable effort and has enhanced the Project’s efficiency. PCPD and JWC are applauded for surpassing the planned targets.

It should be noted that Outputs 1.2 and 1.3 are still not fully complete, because not all training materials have been prepared, and the CSC is still developing their advocacy strategies.

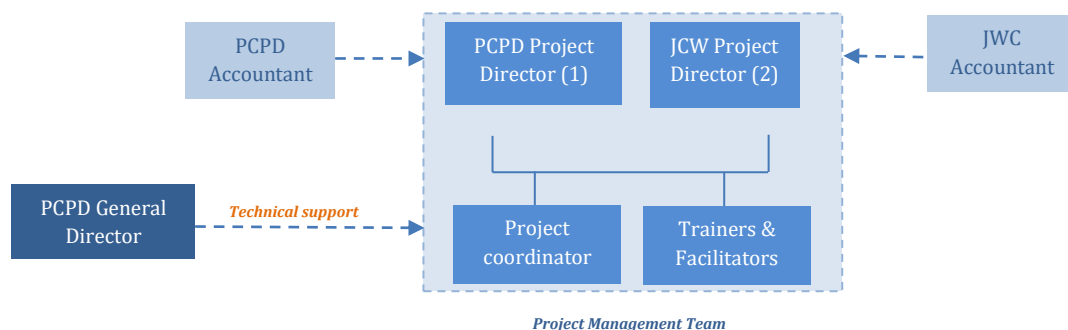
## 6.2. Project management and implementation arrangements

### 6.2.1. Project management structure and responsibilities

A description of the Project’s management structure was integrated into the Project proposal, where details of the Project Management Team (PMT) were specified. The PMT is responsible for carrying out the activities to achieve the projects results. Two *joint Project Directors*, representing the lead and co-lead organizations, were assigned to undertake the principal managerial responsibilities of the Project (see Figure 3). They are both directly accountable for the overall planning, management and technical supervision of the Project, in addition to overseeing all aspects of its implementation and maintaining external relations with the relevant stakeholders.

*One Project coordinator* oversees activities in the field, serves as a direct relay between the numerous and geographically diffuse CBOs and the joint directors. The coordinator reports directly to the Project Directors. Furthermore, the project document identified *trainers and facilitators* as responsible for the design and delivery of the envisaged training sessions and drafting of the constitution. For an identified daily fee of around \$300-360\$, trainers would be commissioned to deliver ten training sessions in two key areas: 1) women’s issues/Constitution and nation building, as well as 2) Leadership, Negotiation and Communication skills, Media Skills, Conflict resolution. On the other hand, the facilitator would be responsible for assisting the CBO representatives in the drafting process of a gender sensitive constitution.

Figure 3: Project’s management structure



*PCPD’s General Director* also provides regular technical supervision and monitoring of the Project by communicating directly with the Project team to support implementation of activities on the ground, such as the facilitation of workshops with decision makers and communication with other national stakeholders whenever needed. Furthermore, because the Project’s budget is divided between PCPD and JWC, two accountants from the two organizations, provide the financial support for the Project. They are

in charge of all financial aspects including maintaining transparent financial management and control, as well as producing periodical and financial reports to be presented to UN Women.

Within the framework of the aforementioned examination of the Project's management arrangements and while providing a judgment whether these, in both theory and practice, have effectively and efficiently facilitated the achievement of planned outcomes and will continue to do so in the remaining lifetime of the Project, the evaluation team observed the following:

- **Staff turnover:** During its first year of implementation, the Project has encountered turnover of its coordinators. Although in the Project document, one coordinator was assigned in the PMT, two coordinators worked on the Project upon its initiation: One coordinator was responsible for the south and centre area of the West Bank, including East Jerusalem, whereas the other was responsible for the northern parts of the West Bank. However, during the first six months of implementation, the coordinators were unable to resume their responsibilities. As a result, their contracts were ended and the project team restructured. They were replaced by one coordinator, whose contract was also ended later. The Project then allocated one of PCPD's internal staff member for the position of the Project coordinator. The ability of the staff to continue the execution of tasks as presented in the annual plan in spite of these transitions is to be highly commended as it shows high level of management commitment and dedication.
- **Number of project directors:** Having two project directors seems a bit top heavy, particularly when considering that a rationale for such structure was not clearly justified in the project proposal nor did it clearly delineate or reinforce accountability for results. The justification provided in the project document for assigning two project directors, which is 'to minimize the risk of key programme staff leaving during the programme's lifetime', is only partially valid, given that risks of staff turnover could have been easily mitigated through other means. In terms of financial and human resources, as well as the scope and structure of the Project are unlikely to have warranted two project directors.

In fact, during implementation the dual project management structure weakened management processes resulting in limited lines of communication between both Project Directors. In addition, pay received, when divided between the two Project Directors was disproportionate with a Project management position (PCPD Project Director received \$600 in comparison to \$300 for JWC Project Director). Discussion with PCPD and JWC revealed that PCPD's Project Director assumed the bulk of management responsibilities, in terms of planning, reporting and monitoring of Project progress and implementation of activities on the ground.

This current nature of dual project management with the lack of clear and distinct roles and responsibilities may have also restrained fostering a sense of partnership between the two organisations, and to a lesser degree the same sense of ownership between the two organizations.

- **Number of coordinators:** The Project management structure envisaged and as planned at the time of the design was duly instituted. However, as discussed earlier, the human resources planned, in terms of number of coordinators designated are slightly under what would have been needed for capacitating CBOs and enhancing the advocacy and lobbying efforts at local and national level. This is particularly true when considering the focus of the Project on mobilizing CBOs (not only selected trainees, but also directors and Board members), as well as the relatively large number of targeted West Bank districts, spread out in the northern, centre and southern areas. This meant less than optimal time for enhancing CBO mobilization and conducting effective lobbying and advocacy strategies at local and national level that are envisaged in the next phase.

It should be noted here that although one coordinator was planned in the original Project's management structure, the addition of another to the actual Project's human resources during the

first six months of the Project's life cycle is, in fact, an improvement to the original structure, and has certainly enhanced the Project's effectiveness, especially in outreaching the large number of CBOs at the Project's initiation and the ability to conduct 33 awareness sessions throughout the West Bank, including East Jerusalem. In addition, PCPD mobilized another two coordinators from its core staff to assist in the Project, which is highly commendable and enhanced the effectiveness of the Project, given its original modest resources. Based on the Project's coordinator's salary (\$1500) and distribution of his inputs to different projects, it is the opinion of the evaluators that the salary is reasonable.

- **Level of technical supervision and guidance:** The level of supervision and guidance provided by PCPD's Director to the team is considered as extremely beneficial. According to the semi-structured interviews with the PMT, his support whether during staff meetings, or via the facilitation of workshops, or communication with national stakeholders is highly appreciated, given the sensitive and nationally significant issue that the Project addresses.
- **Training management function:** Training management was under the responsibility of the PMT, who was overwhelmed with other responsibilities and, thus, could not dedicate the needed time to ensure the coherence of the training program as a whole, advise and review prepared training materials, standardize training packages, and promote the best practice approaches in training design, delivery and evaluation. Each trainer was responsible for the development of his/her training package. Consequently, and as will be further elaborated, training packages varied from trainer to another and some lacked learner centred approaches.

### 6.2.2. Capacities of human resources

The evaluation team believes that the Project's human resources were adequate in terms of qualifications and expertise, with all Project-financed staff having relevant background and experience to discharge their functions, as well as technical and managerial responsibilities within the Project. All Project staff seemed to have a robust understanding of the issues related to gender mainstreaming, equality, democracy and empowerment.

Both the Project Managers have the financial and management skills: JWC Project Manager is the Gender Director of JWC with significant experience working in women's issues and rights in the oPt, whereas PCPD Project Manager has a master degree in gender and development with also solid experience managing programs related to democracy and empowerment. The current Project coordinator, who is assigned to this Project specifically, has a bachelor degree in Business from Birzeit University and has been working at PCPD for more than four years. The other PCPD coordinator responsible for the northern region of the West Bank holds a master degree in development, with extensive experience working with civil society organizations, and has been a PCPD employee since 2000.

Particularly impressive to the evaluation team was the level of shared vision and philosophy, spirit and dedication of PCPD's staff in general and the project staff in particular. It was quite assuring to see during field visits that PCPD, JWC and the Project's coordinators enjoy very good relations and rapport with most CBOs. CSC members appreciate and regard highly the Project staff capacities to communicate effectively with them. Through their commendably extensive presence in the field, coordinators have built considerable experience and developed the skills needed to effectively support and coordinate Project implementation.

All technical staff (trainers and constitutional drafting facilitator) employed in the project have extensive professional and technical experience in the training areas delivered. Most of them are also active leaders in prominent women and human rights organizations in the oPt. The Project was successful in selecting particularly the facilitator to support the constitutional drafting process with CSC members, Nasser Rayess. The facilitator has the knowledge and extensive expertise in constitutional drafting process. He

holds a master degree in International Law and International Relations and works as a lawyer and a consultant for Al-Haq organization, one of the leading NGOs in human rights. He is also part of national regional and international committees and coalitions tackling legislative reform and human rights issues.

Expertise is evidently strongest in the areas of national and regional advocacy, as PCPD and JWC are expected to employ their organizational expertise, via their General Directors, as well as their national connections with NGOs, political parties, social groups, decision makers in the oPt.

### **6.3. Cost efficiency analysis<sup>21</sup>**

As planned, the Project dedicated 48% as direct costs for beneficiaries, whereas 28% were allocated for the staff and management, 16% for monitoring and evaluation, and 7% as administrative costs (*see Table 3*). By December 2013, \$84,952.03 (\$66,005.88 by PCPD and 18946.15 by JWC) was disbursed on the various activities for the first year of the Project.

Of the total disbursements, 44% was dedicated directly to the target beneficiaries, in the form of training, transportation for participants to attend the training sessions, daily subsistence allowance (accommodation, food, refreshments, etc.) and stipends for youth participating in the press conference or conducting awareness workshops in their CBOs (*see Table 4*).

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<sup>21</sup> Analysis of this section is restricted to the financial reports provided to the consultants from January – December 2013 only.

**Table 3: Planned budget costs per activity**

Activity Description	Planned Budget (\$)						% of activity cost per total planned (Y1 & Y2)
	Y1 & Y2		Y1 & Y2 Total	Y1 per partner		Y1 Total	
	PCPD	JWC		PCPD	JWC		
I. Direct Programme Costs	74,973	21758	96,731	36,686	9,188	45,874	48%
II. Programme Management Unit (<30%) & Other Staffing Hired	51,840	3,600	55,440	26,640	3,600	30,240	28%
III. Monitoring & Evaluation (10-13%)	24,985	7,200	32,185	12,525	3,600	16,125	16%
IV. Equipment (Fixed Assets)	1,000	0	1,000	1,000	0	1,000	1%
V. Administrative (7%)	7,202	7,442	14,644	3,605	4,205	7,810	7%
<b>Total</b>	<b>160,000</b>	<b>40,000</b>	<b>200,000</b>	<b>80,456</b>	<b>20,593</b>	<b>101,049</b>	<b>100%</b>

On the other hand, 36% of the total Project expenditures was spent on salaries for administrative staff, 10% on monitoring and evaluation and 9% on administrative support (overhead) and partial coverage of PCPD's and JWC's office rent and costs of utilities.

**Table 4: Planned budget costs per activity**

Activity Description	Actual expenditures (Y1)			% deviation of expenditure from planned			% of total expenditure
	Per partner		Total	Per partner		Total	
	PCPD	JWC		PCPD	JWC		
I. Direct Project Costs	29,820.28	7974	37,794.28	-19%	-13%	-18%	44%
II. Project Management Unit (<30%) & Other Staffing Hired	26,888.02	3540	30,428.02	1%	-2%	1%	36%
III. Monitoring & Evaluation (10-13%)	4,517.22	3869	8,386.22	-64%	7%	-48%	10%
IV. Equipment (Fixed Assets)	1,100.00	0	1,100.00	10%	-	10%	1%
V. Administrative (7%)	3,680.36	3565	7,245.36	2%	-15%	-7%	9%
<b>Total</b>	<b>66,005.88</b>	<b>18946.15</b>	<b>84,952.03</b>	<b>-18%</b>	<b>-8%</b>	<b>-16%</b>	<b>100%</b>

The above table indicates that Project was well-resourced. The main driver of this conclusion is that the planned budget at the time of the design for year 1 was made available on time, hence allowing the project to allocate expenditure when needed. And although there is a deviation of total expenditure from original planned reaching -16%<sup>22</sup> (i.e. an amount of \$6,096.97), it does not represent any alarming signs, as most probably these will be balanced when the remaining activities for year 1 are finalized (evaluation, distribution of the constitution, and preparation of advocacy plans by the CSC).

Upon examining the percentage distribution of Project expenditures on the different budget line items, and comparing these percentages to similar projects implemented by NGOs, the evaluation team believes that the Project was very efficient in delivering its implemented activities. It should be mentioned here that PCPD allocated additional financial resources from its core funding to training and incentives for participants (\$25,000-30,000), which explains the deviation of expenditure from planned in the direct Project costs. This additional budget allocation confirms the extremely high priority given by PCPD to the Project, particularly in ensuring that training allocations include some sort of incentive income for trainees and CBOs.

Of the \$20,500 allocated to training, workshops and conferences, \$17,161.34 went directly to trainees in the form of training stipends, with the remaining going to training hall rental and trainers' fees. Furthermore, PCPD allocated around \$1,400 that went to the young trainees in the form of honoraria to conduct 24 awareness raising workshops, as well as an amount of 3,600\$ allocated to cover CBOs' hall rental fees. In other words, 25% of the total project expenditure until the time of the evaluation went

<sup>22</sup> (-) indicates that the Program has actually spent less than planned budget.

directly to trainees in the form of stipends and honoraria for facilitating training workshops in the field. This means that, on average, each trainee received \$688 (about \$76/month) in income as a result of his/her engagement in the project, given that the involvement of trainees in the Project started throughout the last nine months of the first year.

The project expenditures and allocations between various budget line items are believed to be justified. Given that a large portion was dedicated for the transportation of trainees from around the West Bank (an average of 33\$ per participant), and since most of the training and constitutional drafting sessions were conducted on a Friday (an official weekday in the oPt, during which public transportation is scarce), the evaluation team finds the average cost of \$63 per trainee to be highly efficient. In general, the average cost per trainee varies considerably between organizations implementing similar projects: it could reach a minimal of 50\$ to more than 200\$.

Furthermore, the quality of outputs produced using inputs financed by the Project was of generally good quality, with more focus needed, however, on enhancing content of training manuals, as will be further elaborated. From a beneficiary satisfaction perspective, the Project was highly efficient with all beneficiaries interviewed indicating satisfaction with services they received, especially training received by participants and the knowledge acquired from the drafting of the proposed gender sensitive constitution. The draft constitution itself is considered as a key improvement of the third draft, and as attested by many Board members of CBOs and NGOs interviewed, it is perceived as a key document integrating various principles for gender equality and human rights, as will be further elaborated.

## 6.4. Planning, monitoring and evaluation

### 6.4.1. Planning: How the project moved from contract to planning and implementation?

Upon signing the contract in June 2012, the project document was developed including the PMF and implementation plan, which was ready in October 2012, as previously elaborated (*see Table 5*). Hence, the planning process was generally based on and adhered fully to the original implementation plan prepared with the Project's document, but with a late start in January 2013.

**Table 5: Evolvement of Project from design to planning and implementation**

Key stage	Date
Concept note developed by PCPD	December 2011
Concept note approved by UN Women	March 2012
Project Cooperation Agreement signed	4 May 2012 (New York) / 4 June 2012 (Palestine)
Development of Project document	10 July 2012
Development of Project Results framework via the technical assistance of UN Women in Jordan.	July 2012 – October 2012
Actual Project implementation start date	1 January 2013
Expected End date as per the contract & Project document	June 2014
Expected actual end date as per the action plans	December 2014

The time dedicated and investment – from UN Women, PCPD and JWC - that was put into developing the PMF and planning for activities is highly commendable and demonstrates the substantial support provided by UN Women to its partners in effectively clarifying the Project's planning and M&E processes.

This withstanding, the lengthy process also entailed a delay in activities from planned start date as per the Project Cooperation Agreement, which necessitates, in consequence a no cost extension up until end of December 2014 for completing the remaining planned Project activities.

In terms of overall procedures for project planning and implementation, these were generally well laid-out and followed. This was true for the planning and implementation process from CBO selection, on through trainee selection and formulation of CSC. Cooperation agreements well governed relationships

between CBOs and PCPD/JWC setting out the terms of agreements and relative roles and responsibilities. In these agreements, it was specified that CBOs are responsible for nominating representatives to attend workshops, trainings and activities to draft and launch a democratic gender sensitive constitution. CBOs were also expected to participate in the lobbying and advocacy campaigns at local and national level.

Project planning was conducted on an annual basis, at the beginning of each year, when the PMT, and often with UN Women's participation, would discuss the Project's progress and formulate the annual plan for the coming year. Annual meetings provided a good platform for discussing project implementation and performance against outputs and activities, especially with UN Women's involvement in these sessions. The main shortcoming of the planning process as elaborated by both PCPD and JWC was related to the irregular participation of JWC in the monthly planning meetings.

#### 6.4.2. Monitoring and evaluation

Throughout the Project's life cycle, various Monitoring and Evaluation (M&E) methods were deployed, to namely include the following:

- **Baseline surveys:** With the aim of determining and establishing the baseline data for some of the key performance indicators in the results framework, the Project undertook and is planning to undertake various baseline surveys. The first baseline survey that was done to 1002 civil society members measured information related to the indicator 'increase in level of awareness on Constitutional issues among participants' at outcome level (outcome 1), a survey was. The questionnaire focused on measuring the information that citizens have regarding current constitutional issues and their attitudes towards human rights and gender equality and the need for a constitution.

Another baseline survey is currently being implemented to measure indicators under Outcome 2. The questionnaire was distributed randomly to 50 respondents in each district (CBOs, political parties, etc) to measure the public's knowledge about the Palestinian constitution and its current gaps. It will also assess the public's general opinion regarding the integration of gender equality principles in the constitution.

- **Media monitoring:** All newspaper clippings and articles on the Project's activities and accomplishments were collected and compiled, as a mean of monitoring media coverage of the Project activities and results.
- **CBO database:** This is a simple excel file of CBO members' contact information.
- **Training questionnaires:** PCPD designed evaluation questionnaires for the Project trainees to assess their pre-project and post-project knowledge levels.
- **A reporting system:** As per the agreement between UN Women and PCPD/JWC, a reporting system was put in place to track progress and highlight challenges and other operational issues. Based on this system, PCPD and JWC submitted two semi-annual narrative reports, complemented by the Project's Monitoring Framework (PMF), as well as quarterly financial reports covering the first year of the Project. These two semi-annual progress reports, covering respectively the first and second mid-year period of operations, were prepared by PCPD/JWC and submitted to UN Women FGE in Amman, Lebanon and then New York, upon clearance from the Monitoring and Evaluation Associate at UN Women office in the oPt. The evaluation reviewed these reports and found them to be well-written and generally of good quality.

The Project also employs other types of internal organizational reports to include a monthly progress report prepared by the field coordinator. This report is used by the Project directors to monitor the developments of the Project and extract relevant anecdotal material for the Project's narrative

reporting purposes. Activity reports; i.e. meeting minutes, for some activities, such as the awareness workshops, are also prepared, although these need to be more systematic.

- **Regular staff meetings:** The Project staff conducts monthly meetings to discuss the Project's progress, challenges encountered. On the other hand, UN Women also conducts monthly meetings with all of its Gender Equity Fund partners, including PCPD and JWC.
- **Evaluations:** A mid-term and a final evaluation were incorporated into the Project's cycle. This mid-term evaluation, as mentioned above, focuses on assessing progress in project implementation, identifying results achieved in relation to proposed outputs and outcomes, detecting problems at managerial and technical levels, and proposing corrective measures.

Overall, the envisaged monitoring and evaluation systems were implemented to a large extent and as planned (see Table 6). The reporting and monitoring capacities of the Project are deemed as good, and particularly high in terms of designing baseline questionnaires. The evaluation team, nevertheless, noticed that while the Project made commendable efforts to develop the Project monitoring tools and mechanisms, that were consolidated under a common monitoring framework (i.e. PMF), these tools were not always effectively employed to feed correctly into the framework.

**Table 6: The project's Monitoring and Evaluation (M&E) methods used and their current implementation status**

M&E method	Status
Monthly meetings	Conducted regularly/ JWC project director does not attend.
Media monitoring	Done regularly.
CBO Database	This is not a comprehensive database, but rather an excel file with names of CBOs, location, and contact information of representatives in the CSC.
Trainees questionnaires	Done regularly, but not for all training sessions conducted, and was not analyzed comprehensively for all trainings.
Baseline surveys	Completed partially, and some baseline surveys (for outcome 2) are undergoing, while certain values under Outcome 1 haven't been conducted.
Reporting	Done regularly.

However, baseline data for some indicators were lacking, and hence indicators could not be measured as planned by the PMF (see Annex 4). On the other hand, there was slight incoherence between some indicators, targets set and values achieved, such as the indicator (% of women of designated CBOs capacitated through trainings) for Output 1.2., whose target was set at '*80% of participants that agree to the appropriateness of a modified constitution and that can cite constitutional articles that pertain to women's rights*'. Instead, it measured the enhanced information as a result of the training, with no focus on these issues in the questionnaire. In addition, the targets set some of the Outcome 2 indicators, and Output 2.2. indicators are irrelevant to measuring their corresponding values.

In addition, despite the significant effort exerted on developing sound questionnaires for the baseline surveys, and ensuring the inclusion of most indicators in the PMF, the Project could further strengthen the analysis of these baseline surveys through the production of simple reports detailing the number of questionnaires distributed by type of correspondent and district, analysis of each question and link with the PMF indicators. This also applies to training questionnaires that were conducted for most training sessions, but were not analysed comprehensively, nor integrated in a complete analytical report, while linked all variables to the PMF framework in details.

### 6.5. Selection process of target beneficiaries

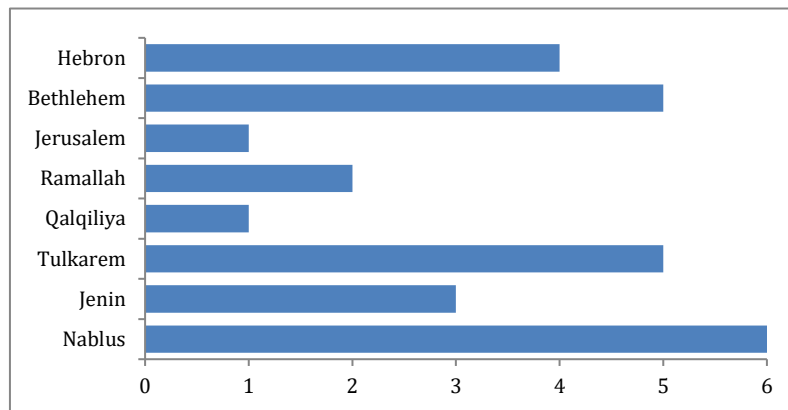
The Project's targeting process of CBOs in the Project entailed first preparing a list of 83 CBOs that are already partners with PCPD and JWC. Based on geographic distribution (covering all West Bank Districts) as well as CBOs mandate in relation to working on women's rights or youth empowerment or raising awareness, around 30 potential CBOs were selected and meetings conducted with the Directors and Board members (two representatives per CBO) to present the Project and discuss possible partnership.

Consequently, 27 CBOs expressed initial willingness and approval to organize awareness sessions for their members about the importance of a gender sensitive constitution. One member from each CBO was later nominated to participate in the centralized training sessions. By the end of the centralized training sessions, a total of 27 participants have shown their interest to be part of the proposed CSC, and cooperation agreements were signed with their CBOs.

### 6.5.1. Selection of CBOs as Project partners

*The selection process of CBOs ensured a well-disbursed geographical distribution across eight governorates in the West Bank.* When further examining this data, it can be concluded that Nablus (6), Tulkarem (5), Bethlehem (5) and Hebron (5) were the most targeted geographical areas (see Figure 4 and Annex 6). According to the discussion with the Project staff, the reason for this geographical distribution is associated with two key factors. First, the nature, commitment and relation of local community and CBOs with PCPD and JWC vary from one area to another. Most CBOs located in the northern and southern areas are more receptive to the project activities and some areas have a strong relation with PCPD and JWC due to their previous work experience in these locations. Second, the degree of marginalization of communities targeted influences the level of cooperation with PCPD.

Figure 4: Geographical distribution of CBOs across the West Bank governorates



In the central areas of the West Bank, many Non-Governmental Organizations (NGOs), and donors have long been working there and ‘a saturation of development projects, workshops and trainings’ have occurred. People tend to be more de-motivated to participate in capacity building and lobbying activities due to the large number of initiatives and organizations working in the center. The ability to reach CBOs in East Jerusalem was also greatly limited as previously elaborated, minimizing hence the number of outreached CBOs in the centre.

Given the scope, as well as the financial and human resources dedicated for the Project, the evaluation team believes that the geographical distribution of CBOs should not be a great concern in this Project and does not influence negatively its effectiveness. The selection process of CBOs is valid. Nevertheless, maintaining a sustainable and effective partnership with these CBOs should be the highest priority for the Project during its coming phases, as will be discussed further.

*Some of the CBOs selected have wide geographical outreach in rural and urban areas,* as well as refugee camps, with the ability to target women, youth and decision makers. In fact, 13 CBOs target women, 12 work with youth (males or females or both) and 4 target children.<sup>23</sup> The mandate of many of the CBOs interviewed is around women and youth empowerment through capacity building, awareness and provision of social services.

<sup>23</sup> Some CBOs target more than one beneficiary group.

*Many of the CBOs selected have a good volunteer base.* For example, the Palestinian Family Planning and Protection Association estimates that it has 2000 volunteers, 150 of whom can be classified as currently active and having constant engagement with the association and are assisting the organization in implementing community awareness raising campaigns. The assessment is that most of PFPPA's volunteers have leadership characteristics and most are willing to support a gender equality agenda, though to varying degrees. The Rural Women Development Society has also a wide outreach capacity through its 62 women clubs and groups all across the West Bank and Gaza.

### 6.5.2. Selection of trainees and CSC members

In terms of the selection of CBO representatives, the criteria mainly depended on their gender (females were more encouraged to participate in the CSC), level of involvement and active participation in their local community and CBOs, as well as their educational background (university students or holding university degrees). Interviews with CBOs also revealed that many of the nominated members in the CSCs are active volunteers in the CBOs, and have been long part of PCPD's Supporters Network (Shabakat Al-Mu'azireen).

The selection of trainees was undertaken in close collaboration with the target CBOs through asking them to nominate trainees from within their members and/or seek their endorsement of their nominations of young women from the communities they serve that have been volunteers with the CBOs. Out of the 21 CSC members that filled in the questionnaire, 17 are volunteers and only 4 are employed in their respective CBOs. The selection process of CBO representatives was effective in targeting female and male youth with good leadership potential; but not necessarily those who can effectively assist CBOs in elaborating advocacy strategies around mainstreaming gender in legislative framework (*see section 6.1. Achievement Towards the Project's outcomes*).

Due to the absence of clear organizational development strategy of partner CBOs to accompany training of nominated members in the project design, and the voluntary nature of CBO representatives, the Project needs to put greater focus on maintaining strong relationships with the target CBOs. Despite the Project's attempt to put in place some activities that ensure fostering the relationship between CSC members and their CBOs, such as conducting awareness sessions by CSC members in their CBOs, other processes should be further enhanced in the coming phase.

### 6.6. Degree of stakeholders' participation in the project

The process of stakeholders' engagement and participation passed through various stages (*see Table 7*) moving from absent towards consultative, functional and interactive participation.<sup>24</sup> At the design phase, the level of stakeholders' participation in the Project's design was limited and based on PCPD's and JWC's previous collaboration with CBOs and lessons learnt from previous projects. At the launch of the Project, CBOs were consulted and nominated representatives to be part of the CSC, entailing an evolvement of their participation into a functional one.

At this stage, the participation of CSC members began to evolve from functional, as they were gathered in a group to meet predetermined objectives related to the project (i.e. drafting the constitution). Their

<sup>24</sup> **Consultative participation** is when people participate by being consulted, while external people listen to views, who define both problems and solutions, and may modify these in the light of people's responses. Such a consultative process does not concede any share in decision-making, and professionals are under no obligation to take on board people's views. Participation **for material role** entails that people participate by providing resources, for example labour, in return for shelter renovation or other material incentives. **Functional participation** entails that people participate by forming groups to meet predetermined objectives related to the project, which can involve the development or promotion of externally initiated organisation. The formation of groups or the mobilization of community here tend to be dependent on external initiators and facilitators, but may become self-dependent if support is sustained. **Interactive participation** is in joint analysis. Usually, groups take control over local decisions, and so community members have a stake in maintaining structures or practices.

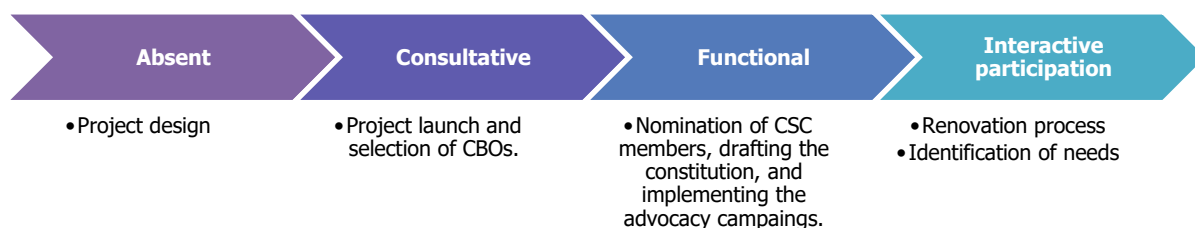
current participation in the development of the advocacy plans, and their projected participation in leading the advocacy campaign lift their participation in between functional and interactive type.

**Table 7: Various stages employed for beneficiaries’ participation throughout the life cycle of the Project**

Stage	Detailed description	Target beneficiaries <sup>25</sup>
1. Design of project	Design of concept note and project document.	<i>Absent</i>
2. Project launch	The Project staff contacted CBOs as a mean to mobilize endorsement to the proposed Project and nomination of representatives	<i>Consultative</i>
3. Nomination of CSC members	CBO representatives nominated their members to participate in the project, based on a cooperation agreement between CBOs, JWC and PCPD.	<i>Functional participation</i>
4. Drafting of the Constitution	The Project facilitated the drafting process, but CSC members had the final decision on which articles to change and what to include.	<i>Functional participation</i>
5. Planning of the advocacy action plans.	The CSCs are responsible for planning and developing their advocacy plans. They take control over the planning of advocacy activities, but the degree of maintaining this structure is still at its initial stage and risks not to be maintained at its own.	<i>Partially interactive participation</i>
6. Implementation of the advocacy campaign.	With the technical and financial assistance of the Project, CSCs and CBOs will be implementing the advocacy campaigns.	<i>Functional participation</i>

Overall, the ability of the Project to start from absent participation of stakeholders and then move towards functional and interactive participation is highly commendable. The Project’s advantage in this regard is its strong relations with CBOs that go back to years of collaborative work. Building upon that has enabled PCPD and JWC to lift stakeholders’ participation to higher levels.

**Figure 5: Degree of beneficiary’s participation throughout the Project’s life cycle**



This withstanding, the Project didn’t yet reach entirely a self-mobilization process, whereby CBO members participate by taking initiatives independently of PCPD or JWC or external institutions to change systems or lead initiatives, such as organizing and leading advocacy campaigns. The work of the CSC and the planned advocacy campaigns remain within the functional role. Sustaining this participation during the coming phase and upon the end of funding will be a key challenge. Furthermore, maintaining the CSC as a structure, as well as any foreseen future coalitions for advocacy purposes, to be responsible for their own decisions and to undertake advocacy efforts in gender equality and mainstreaming gender in legislative frameworks, without the support of Project, or other external organizations, is still limited. And this is quite expected given the fragile social and political context in the oPt. In fact, these initiatives may become self-dependent if support is sustained on the long-term.

<sup>25</sup> CBOs and members of the CSC (youth representing CBOs).

## 7. Effectiveness

At the time of the evaluation, the project had already passed its first year, and had demonstrated considerable achievements towards achieving its planned first outcome. Here, we shall summarize these achievements and comment on the effectiveness of the project with the view of identifying areas for improvement during the remaining project's lifetime.

### 7.1. Achievement towards the Project's outcomes

*The Project met expectations in terms of increasing the level of awareness of CBO members, on constitutional issues, particularly in relation to volunteers and employees part of the CSC.* The workshop with CSC members and the analysis of questionnaires distributed to 21 out of 27 CSC members confirms this conclusion. In fact, 20 out of 21 members either strongly agree or agree that their knowledge regarding the constitutional process has been enhanced significantly as a result of participating in the Project. In addition, 13 believe that their knowledge particularly related to women's rights and gender equality has also improved (see Table 8).

**Table 8: CSC members' opinion regarding knowledge acquired**

Questions	Strongly agree	Agree	Disagree	Strongly disagree
My knowledge regarding the constitutional process has been enhanced significantly as a result of participating in the Project.	11	9	0	1
My knowledge about women's rights and gender equality has been enhanced significantly as a result of participating in the Project.	7	13	0	1
I have now the ability and the required confidence to discuss women's rights and issues with the leadership of my CBO and community representatives as a result of participating in the Project.	7	12	2	0
I have the motivation to participate in other local and national programs and initiatives promoting women's rights and issues, as well as advocating gender sensitive legislative reform.	6	14	0	1

During the workshop with CSC members, participants were able to identify and clearly articulate key issues and problems affecting women's right in the oPt. The majority of participants have highlighted gender based violence, discriminatory practises against women in work and employment and cultural practises that undermine women's role in the society as key impediment to promoting women's rights. The lack of gender sensitive legislations, fragile social protection, early marriage, weak political participation of women and access to decision making positions, and the discriminatory practises against women in inheritance were also emphasized.

When asked about the required interventions in policies and legislation to support women's rights, empowerment and gender equality, participants focused on the need to ensure women's right in inheritance, promote public awareness of men, women and the society in general about women's rights, as well as amend legislations to ensure women's social, economic and political rights, such as the penal law, the civil status law and the labour law.

Workshop discussion also revealed that this change in awareness is greatly appreciated by CSC members, particularly male participants. One male participant explains, *'I used to perceive the cultural practises towards women as a 'normal process', without realizing that these practises affects women and their rights. Now, I can truly say that I do advocate for women's rights.'* Another participant elaborate, *'I didn't have any knowledge about legislations, neither did I realize that I had rights. Through my participation in the Project, I developed new capacities and eventually realized I could claim my rights. I was able, actually, to lobby and*

*solve a professional problem I've encountered with one of the Ministry entailing a violation of my right as an employee.'*

The evaluation team concludes that the Project was very successful in raising CSC's awareness of their rights and on the constitutional process, developing their basic leadership skills, enhancing their self-confidence and esteem, and prompting them to act as agents of social change within their communities. During the workshop and in interviews, CSC members have expressed a high level of satisfaction with the training and technical support they received, noting that it has enabled them to sharpen their understanding of the importance of the constitutional process from a human rights perspective, significantly develop their knowledge on issues that are important to them as women and men, as well as provided them with personal and life skills they did not have before.

Almost unanimously, CSC members participating in the workshop demonstrated a profound understanding of their rights, were able to express themselves and opinions quite openly and vociferously, and seemed to be strong advocates for the emancipation of Palestinian women on the basis of equality and respect for basic rights. The level of personal development exhibited by participants, and as expressed by them, is quite impressive. UN Women, PCPD and JWC should be proud of this achievement.

Despite the impressive motivation and drive of CSC members/CBO representatives to advocate for a democratic constitution, which portrays their increased degree of confidence in constitutional reform, in comparison to the beginning of the Project, this level of awareness about gender equality and women's rights, as well as confidence in constitutional reform is not yet fully and manifestly apparent within all CBO's leadership level; i.e. senior management and the Board of Directors. Up until the time of the evaluation, CSC members have distributed the new drafted constitution to their relevant CBOs. However, interviews with CBO leadership reveal that the discussion about the new proposed changes towards gender equality and women's rights, and comparison with the old third draft has not yet occurred. This is further evidenced by CSC's response in the questionnaires, as only seven out of 13 members attest discussing the new draft constitution with their CBO Board members (*see Table 9*).

**Table 9: CSC members' opinion regarding changes occurring at CBO level**

Question	Yes	No	No response
I have discussed the new draft constitution with my CBO's Board	13	7	1
I held an awareness session about the constitution at the CBO level	20	1	0
I published an article about the constitution or women's rights in local media	4	17	0
The CBO I'm affiliated with has greater belief and commitment to work on advocacy and lobbying around the constitution	15	3	3
The CBO I'm affiliated with has greater belief and commitment to work on women's rights and gender sensitive legislations	19	1	1

CBOs, whose mandate and affiliation is clearly articulated towards women empowerment and gender equality, such as the Rural Women Development Society, the Union of Palestinian Women Committees and Palestinian Union of Women's Committees are more supportive of a democratic and gender sensitive constitution. Interviews with these CBOs revealed that they have strong confidence in constitutional reform, especially when they are actively involved in the process, as made possible through this Project. This is further justified by the fact that 15 out of 21 CSC members highlight that their CBOs have greater belief and commitment to work on advocacy and lobbying around the constitution, whereas 19 attest that their CBOs are committed to work on women's rights and gender sensitive legislations (*see Table 9*). It should be noted that many CBOs also participated in the conference launching the new draft constitution prepared by CSC.

Nevertheless, interviews with some CBO representatives have revealed that a common consensus among Board members and around key gender equality principles is still lacking. For example, some CBO board

members and directors interviewed strongly believe that the ‘principles of Sharia’ should still be the main source of legislation. One CBO director explain, *‘if Islam allots women half the share of inheritance available to men, then this is a just practise and should not be changed’*.

The project was partially successful in engaging CSC members in their communities and CBOs; this is largely the result of the limited capacity building strategy. The thrust of the project’s activities at the CBO level was largely limited to the organization of trainings for CBO members (mainly volunteers) and thus far some efforts have been made to effectively promote CSC’s engagement within their CBOs and their communities. The Project supported CSC members to organize 24 awareness workshop at their CBOs on issues related to the training they have received. A total of 360 participants (234 women and 126 men) from these CBOs and the community attended these workshops that were led by CSC members. In addition, the Project is also supporting CSC members to develop their advocacy activities in support of the gender sensitive constitution. However, the evaluation team noted that CBOs leadership haven’t been yet fully involved in these activities, and their participation should be further encouraged.

At this stage of the Project, it was still early to determine if other outside CBOs were affected and have piqued interest in Constitution. No evidence was provided to presume the accomplishment of this mid-term change at this stage of the Project’s life cycle. It is expected that the Project will influence other CBOs during the advocacy campaign. Nevertheless, in order to move towards this in the coming phase, CBOs engagement in advocacy efforts around women’s rights and constitutional reform at local level within their communities needs to be enhanced, as will be elaborated in the recommendations.

In terms of media coverage, no evidence was provided to the evaluation team in this regard, as measurement within the PMF was lacking in this area.

## 7.2. Level of achievement in relation to the expected number of beneficiaries

As planned in the Project document, the Project’s direct beneficiaries were mixed gender CBO representatives from each of the 12 districts of the West Bank including East Jerusalem, with the approximate targeting of 190 members (10 members from 19 CBOs). As described earlier, the Project surpassed this expectation in outreaching CBOs by targeting 27 instead of only 19 as originally planned (see Table 10). These CBOs, however, covered ten districts of the West Bank.

**Table 10: Planned versus targeted number of beneficiaries**

Direct Beneficiaries (those directly benefiting from the Project activity)	Planned number expected to be reached			Actual number reached		
	Women	Men	Total	Women	Men	Total
Women members of targeted CBOs	190	-	190	465	-	465
Constitutional Shadow Committee members	19	-	19	25	4	29
Local Decision makers	-	22	22	<i>Still to be accomplished during 2014.</i>		
Women on the Palestinian Legislative Council	17	-	17	<i>Still to be accomplished during 2014.</i>		

The Project also surpassed its expectation in targeting women members of partner CBOs, through the awareness sessions, as a total of 465 women attended these sessions, with an average of 15 participants in each session. PCPD and JWC efforts to mobilize CBO members and the success in targeting beneficiaries should be praised, and is strongly interlinked with the mobilization of PCPD resources and core funding towards these activities, as well as PCPD’s and JWC strong relations with CBOs. In addition, the integration of male members in the CSC is considered as an added value, especially in terms of outreaching male Palestinian to advocate for women’s rights and gender equality. This approach should be further encouraged in the Project.

### 7.3. Quality of services provided and beneficiaries satisfaction

#### 7.3.1. Trainings and constitutional drafting sessions

In general, the majority of CSC members participating in the workshop appear to have been satisfied with the overall organization, implementation and quality of the trainings, as well as the constitutional drafting sessions they have attended. Feedback on these sessions was unanimous and highly positive, rendering these sessions as one of the strongest positive points mentioned by beneficiaries about the Project.

Workshop participants have highlighted that most of the trainers and facilitators were highly qualified; with the exception of some trainers whose attitude with trainees lacked seriousness and respect. Participants also highlighted that the training selection was conducted in a very 'democratic manner' with the involvement of CBOs and the trainees themselves as part of the decision, which was highly appreciated. The training delivery was satisfactory as it employed various learning tools, among which were case studies, presentations, exercises, group work and plenary discussion. The facilitation of the constitutional drafting sessions was extremely appreciated by participants.

In terms of content, most training sessions were supported by training material (agenda, presentations, trainees material, and outside sources were provided to participants for further reading). The depth of training content tackled for most training sessions was brief, given the time dedicated for each session (8 hours). Beneficiaries believe that all training content corresponded to their needs. However, they judge that the time allocated for such intense and new topics, particularly around women's rights and legislative frameworks, was somehow confining. Some topics, such as social and political rights were allocated more time and effort than other issues, such as the political and economic systems.

And although the training incorporated many tools for learner centred approach, such as role play, group work, and case studies, the exact details of these exercises were not always available within the training material developed.

When referring to the training logistics and management in terms of the planned training sessions, timing and schedule of the trainings, as well as transportations, participants unanimously demonstrated great satisfaction. The Project's allocation of adequate resources and arrangement of transportation for trainees has facilitated an ease participation in the trainings and Project activities. The only drawback, however, was the inconvenient training place, as described by participants to be 'cold in winter, hot in summer and having uncomfortable chairs'. In addition, participants suggested having a more 'decentralized approach' to trainings, sessions and meetings, whereby these latter can be organized in the north, centre and south for a change.

*In conclusion, the success demonstrated in the trainings provided, as well as in the knowledge acquired by trainees, both reflect the ability of the Project to identify the basic elements needed to develop a good training program, following to a great extent learner-centred approaches in training design and delivery, supporting theoretical knowledge with practical exercises, and responsiveness to trainees' needs. The above notwithstanding, some weaknesses in the training program design and delivery were noted. These were mainly related to the short time allocated for such important issues, and limited standardization of training packages.*

#### 7.3.2. Drafted gender sensitive constitution

While it was not the aim of this evaluation to gender sensitive aspect of the proposed new constitution, a quick revision of the articles amended indicates a significant shift from the third draft constitution. It is believed that the newly drafted constitution has integrated several key amendments reflecting its gender sensitive and harmony with human rights principles (see Table 11).

**Table 11: Integrated amendments into the newly proposed constitution**

Third draft Constitution	Newly drafted constitution by the CSC
The third draft Constitution is based on Sharia, which is considered as one main resource of legislation. Putting Sharia alongside constitutional rights is kind of an accommodation process between two diverse issues that could never come together and that transform all the matters of family law to the Sharia, causing inequality between men and women. These two issues stand in contradiction to each other.	Article ???, proposes that the resource of legislations is the PDI, and all the international conventions and treaties on human rights, in accordance with the Universal Declaration of Human Rights.
The Constitution has not given the Palestinian women their full citizenship rights as it did give the Palestinian men. Some of the articles of the third draft of the Palestinian Constitution, especially the ones related to women are based on the classical theories of citizenship. These classical theories claim that “women naturally lack the attributes and capacities of individuals” which entitles women within their reproductive role and should be confined to the private sphere.	Article , calls for complete equality between women and men.
The Palestinian Constitution adopts the liberal theories by adopting the free market economy, a capitalist free market system	Article , proposes a mixed economic system; similar to the German economic system which is the social market economy.
The current political system in Palestine is mixed; the executive authority is divided into two powers, the government and the presidential authority. The proposed official political system in the third official draft Constitution is mixed.	A complete parliamentary system is proposed; one power as an executive authority, where the government is the only executive authority and the president will be only having a prestigious position with some protocol missions.
The current local government are centralized where the national authority (the government) mainly the Ministry of local government is the dominant party on the local government (centralization), whereas the CSC proposes	A decentralized local government system.
The current functional basic law and the proposed official constitution articles concerning the security forces are ambiguous to the security forces; they are used and will be used by the dominant political party and not by the government.	Complete independence of security forces is proposed, given that security forces should be owned by citizens and not by competitive powers.
Protection of socio-economic rights is weak, stating that the government will regulate disability and health insurance and other social benefits, but without guaranteeing social welfare for citizens.	Various articles regarding social justice, protection of the underprivileged are integrated.

Interviews with stakeholders indicate that the newly drafted constitution by the CSC has made significant progress in comparison to the third draft and was able to become more gender sensitive, with the integration of many articles regarding social justice, and the protection of underprivileged groups, among which are women. Nevertheless, there is still more margin for further development, which is envisaged to occur throughout 2014, as the draft constitution will be presented and discussed to other stakeholders for further improvement towards gender-sensitivity.

### 7.3.3. Social media platform: Facebook page and constitution blog

Under the thematic of ‘social media’, and aiming to facilitate knowledge management, an on-line forum (blog) and a facebook page were established.<sup>26</sup> A quick review of these platforms reveal that the facebook page dedicated for the Project is more active than that of the blog, although all Project’s material in terms of training, articles, presentations, project summary, etc., were placed there, which is highly commendable. According to the PMT, a total of 399 individuals (46% females and 54% males) are active on and like the Proposed Palestinian Constitution page on Facebook.

<sup>26</sup> Visit <https://www.facebook.com/ProposedPalestinianConstitution> and <http://pcpdblog.blogspot.com/p/the-palestinian-center-for-peace-and-13.html>.

While it is not the purpose of this evaluation to assess the content of these platforms, it is important to note that the Project's partners (PCPD and JWC) should be equally referenced on these platforms. In addition, one platform would be adequate for the purpose of this Project, particularly given the resources dedicated and the timeframe.

## **8. Conclusion: What was achieved and what remains to be done?**

Guided by the Universal Declaration of Human Rights, the Convention on the Elimination of Discrimination against Women and the Palestinian Declaration of Independence of 1988, *'Towards a gender sensitive Palestinian Constitution'* Project is perceived as highly aligned with human rights and gender equality principles. All measures proposed in the Project, whether in terms of strategies or outcomes or outputs, support the inclusion of human rights based approach and gender equality principles. The inclusion of duty bearers and capacity development strategies of right holders is a prominent aspect in the Project: The Project's beneficiaries are secondary duty-bearers in the form of civil society organisations serving right holders (women, youth, etc.). The Project will also target decision makers, political parties, etc. via debating the newly proposed gender sensitive constitution.

Furthermore, the formulation of the Constitutional Shadow Committee, representing youth to lead the advocacy campaigns at local and national levels, is perceived as an instrument to voice women's and men's constitutional rights, while serving as a catalyst to enact political change in oPt, with a primary focus on gender equality.

During its mid-term lifetime, the Project has demonstrated the value of capacity building approach to mobilizing CBOs and grassroots organizations around advocacy efforts towards women's rights and gender sensitive Palestinian constitution. The Project was very successful in creating a group of 27 young Palestinian males and females, representatives of CBOs from around the West Bank that are highly motivated and informed in constitutional issues and gender equality principles. Through trainings and constitutional drafting workshops that embodied a resourceful platform for debate and accumulation of knowledge, CBO representatives - constituting the CSC in the Project - are heading towards an awareness path in women's rights and gender equality, whereby the drafting of a gender sensitive constitution harmonious with human rights principles was the key tool employed in their awareness raising and capacity building process. The level of personal development exhibited by participants is quite impressive. UN Women, PCPD and JWC should be proud of this achievement.

This demonstrates that in terms of the Project outcomes, the first one related to capacitating CBOs on issues pertaining to mainstreaming gender in legislative frameworks have been commendably met. The Project's ability to expand its outreach capacities targeting 27 CBOs, instead of 19 as originally planned is highly praiseworthy. The exerted effort by JWC and PCPD to utilize its strong and long relations with CBOs, as well as the particular mobilization of PCPD's human and financial resources from its core funding towards this end (of around \$30,000), to compliment UN Women support, demonstrates a deep commitment and conviction of the Project's goal, particularly as PCPD viewed this Project as a strategic organizational component.

In comparison to the beginning of the Project, a greater degree of confidence in constitutional reform has been manifested by target beneficiaries. The level of awareness acquired by CSC members was partially transferred and to a certain extent to their relevant CBOs, as they single-handedly led awareness sessions in their communities, targeting CBO members. Nevertheless, while these sessions were very informative, they were insufficient to foster - within each CBO - a comprehensive understanding of the various articles of the proposed Constitution and how these articles promote the equality in rights. Most importantly, these sessions did not fully generate an agreement among CBO members on what needs to be done or how to move forward. Up until the time of the evaluation, CSC members have distributed the new drafted constitution to their relevant CBOs, but in-depth and group discussion only partially occurred.

Hence, the Project has also demonstrated that much work remains to be done before targeted beneficiaries can be said to be capacitated to effectively voice a gender sensitive constitution through which women's rights are advocated. The Project's success in influencing CSC members and creating this positive momentum and energy is yet to be transferred to community and CBO leadership level (i.e. senior management and Board of Directors). At this stage of the Project, the engagement of CBOs in planning advocacy initiatives around women's rights and gender sensitive constitution is still modest. Furthermore, although CSC members seemed very knowledgeable about constitutional issues, their moderation ability and skills to effectively negotiate with senior decision makers - whether within their CBOs or outside - as well as defend human rights principles needs further enhancement.

Throughout the Project's lifecycle, UN Women exhibited a significant flexibility in terms of the changes incorporated in the design, especially in terms of adapting activities to any emerging partner needs, as well as dealing with any operational issues. This permitted greater partner ownership towards Project design, implementation and management.

In sum, while the Project achieved much it is yet to achieve its own full potential. Up until end of December 2013, activities falling under the Advocacy and Lobbying component of the Project and aiming to achieve outputs under the second and third outcome are expected to be undertaken. The evaluation team believes that the Project is likely to achieve its intended results in the time remaining in its lifetime, given that the recommendations presented in the following sections are integrated into the Project to optimize further its results that were accomplished during its first year.

## 9. Recommendations: The Way Forward

The recommendations, as per the purpose of the evaluation, emphasize looking forward to the second year of Project implementation. Each recommendation, where appropriate, is preceded by the finding from the evaluation that gave rise to that recommendation. Hence, this section will also serve well as a summary assessment of the current Project.

The recommendations are in two sections. The '*basic recommendations for immediate action*' draw attention to a basic decision that UN Women, PCPD and JWC have to make during the Project's remaining timeline. The '*systemic recommendations for future design*' are then provided to draw attention to what needs to be done to ensure that a new phase of the Project or any future design will encourage and facilitate decisions and activities that are consistent with the Project's stated goal as recommended in the preceding section ('basic recommendations'). This section will also serve to draw a simple map for further investigation during the final Project evaluation.

To be able to focus action, only key recommendations and the findings, on which they are based, are presented here. More can be found in the body of the report. Also findings presented here are naturally those which suggest the need for improvements and do not represent the many findings that express the good job done by PCPD and JWC during the Project's first year of implementation (i.e. the period being evaluated).

### 9.1. Basic recommendations for immediate action

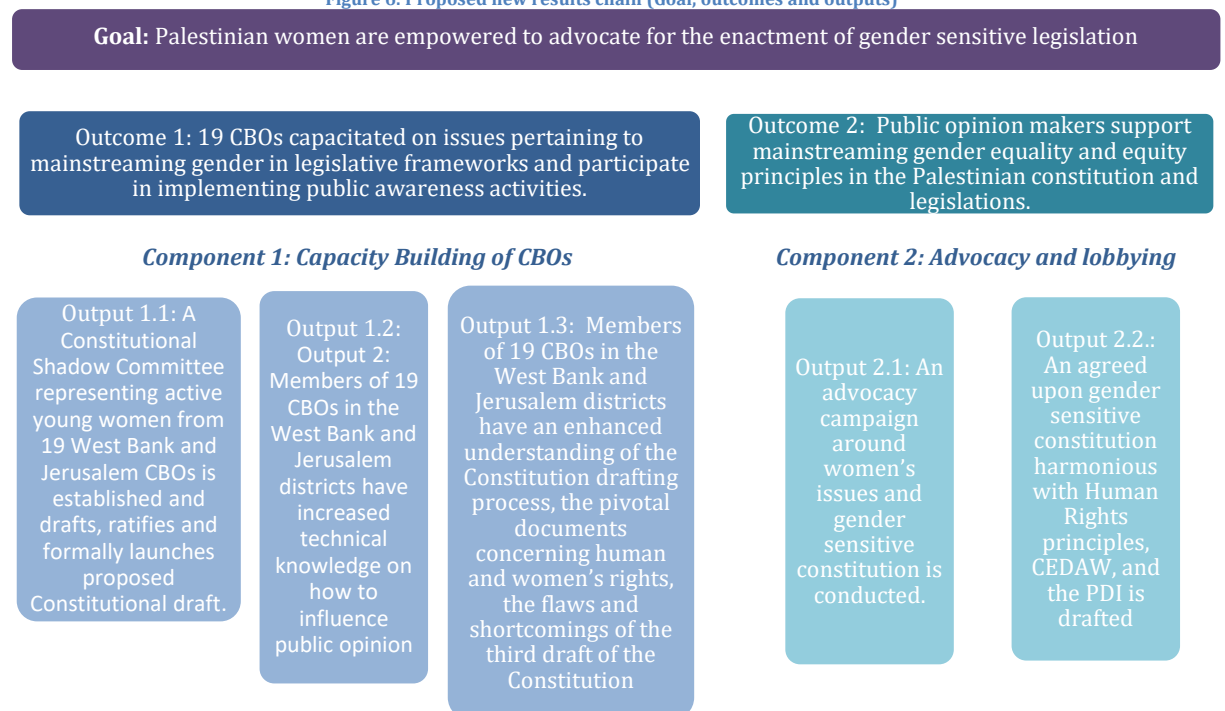
**Finding 1:** The Project's theory of change remains highly valid. The adopted strategies of capacity building of CBOs on issues pertaining to mainstreaming gender in legislative frameworks, as well as the advocacy and lobbying on the drafting of a gender sensitive constitution are key components that will contribute, on the long-term, to women's empowerment in advocacy towards gender sensitive legislations. However, the complex political situation in the oPt entailing the persistence of Israeli occupation, the split between Gaza and the West Bank, and the inactive status of the National Constitutional Committee at the moment will limit what could feasibly be achieved in terms of legislative reform in relation to the constitution. This will significantly constrain the increased contribution of the

Project to the achievement of its goal (i.e. a high attribution gap), and presents a risk that was missing in the Project’s risk assumption. In addition, the evaluation team depicted certain gaps in the coherence of the results framework in terms of logical sequence, as well as the articulation of outputs and some key performance indicators.

**Recommendation 2:** UN Women PCPD and JWC should agree on a revised formulation of the Project’s intervention logic and logical framework. Given the volume of funding and the Project’s timeframe, and to ensure more coherence in terms of design, PCPD and JWC are strongly encouraged to redesign the Project to include two outcomes and five corresponding outputs (see Figure 6 and Annex 5):

- *Outcome 1: 19 CBOs capacitated on issues pertaining to mainstreaming gender in legislative frameworks and participate in implementing public awareness activities.* The first outcome remains the same, with specific articulation in terms of CBOs participation in advocacy at local level; i.e. through their participation in implementing public awareness activities predominantly - which in fact was accomplished by the Project already.
- *Outcome 2: Public opinion makers (صناع الرأي العام) support mainstreaming gender equality and equity principles in the Palestinian constitution and legislations.* The second outcome focuses on the intermediate changes expected on the campaign’s target audience specifically, instead of all Public Opinion, which is extremely ambitious and broad. Given the resources and timeframe of the Project, it is advisable to focus change on a certain group at this stage of constitutional reform. This target group is the Public opinion makers (opinion leadership); i.e. individuals or groups that play a crucial role in defining popular issues and in influencing individual opinions regarding them. Opinion leaders or makers can be journalists, social actors and groups, civil society organizations, social political leaders and factions, universities, unions, teachers, academic researchers, writers, media, artists, etc. Having a solid group of public opinion makers that support mainstreaming gender equality and equity principles in the Palestinian constitution and legislations is expected throughout the next phase of the Project.

**Figure 6: Proposed new results chain (Goal, outcomes and outputs)**



To achieve these outcomes, two outputs are planned. Outputs under the first outcome remain as originally planned, whereas outputs under the second outcome are grouped into two: Output 2.1: An

advocacy campaign around women's issues and gender sensitive constitution is conducted, and Output 2.2.: An agreed upon gender sensitive constitution harmonious with Human Rights principles, CEDAW, and the PDI is drafted.

**Finding 2:** The period consecrated to the Project design process (from June 2012-October 2012) as well as the intensive technical consultation by UN Women for this purpose is commendable, and proves a high commitment to supporting partners in project design. In fact, UN Women is one of the very few donors that give much importance on the process of transferring a concept Project idea into a full-fledged project document. This process ensured that the design is really home-grown, fully owned by implementing partners and reflecting their local contexts and specificities. However, this process resulted in delaying the start of actual Project implementation up until January 2013. Based on the 2014 action plan, activities are expected to be finalized by the end of December 2014, deviating from signed Cooperation Agreement by four months.

**Recommendation 2:** UN Women should grant PCPD and JWC a no-cost contract extension for a period of four-six months to allow for the implementation of all planned activities, including time needed for the final evaluation.

**Finding 3:** The Project's strong linkages with the community - via its partner CBOs - as well as the organizational networking capacities of both PCPD and JWC with national stakeholders (decision makers, political factions, NGOs, etc.) are an added value to the Project. They are also very crucial for the success of a highly ranked Project when it comes to the need for intense advocacy, networking and lobbying. The Project's two strategies/components of capacity building and advocacy remain extremely valid and very much needed. Within this framework and in line with the first recommendation, to strengthen the effectiveness of the Project interventions, more coherent intervention strategies are needed to streamline cross-cutting issues into the new proposed project design.

**Recommendation 3a:** To enhance the effectiveness of the capacity building of CBOs, as well as building upon and sustaining the momentum that initiated this motivated drive of CSC members, PCPD and JWC are encouraged to integrate further interventions under this component, as follows:

- CSC members should discuss changes in the Constitution internally with Board Members, particularly from a gender sensitive perspective, in order to reach a common consensus among CBO member regarding the proposed articles in the constitution. Although these discussions could be led by CSC members, PCPD and JWC are encouraged to participate in these discussions, and provide technical support when more specialized expertise and knowledge is required around the constitutional process, human rights and gender equality principles.
- Support CBOs initiatives in conducting awareness sessions and local advocacy initiatives around gender sensitive legislations, among which could be around constitutional principles supporting human and women's rights that were integrated into the draft constitution, such as gender equality, social justice, secular vs. religious state, mixed economic system, etc. The reason behind this recommendation stems from the fact that the first phase of the project has been able to 'localize' knowledge within a group of youth representatives of CBOs. To sustain this knowledge and the momentum built with the CSC, it is important to continue supporting the efforts undertaken during the first year of the Project (supporting awareness workshops at CBOs around the constitution). The knowledge built within CSC members could be hence 'duplicated' or replicated to other leaders and CBOs. CSC members could lead these initiatives with their relevant CBOs, but it is recommended nevertheless to further provide them with coaching or technical support on how to use effective moderators' skills, integrate cases, and focus on gender equality more.

- In line with the above, the Project should employ the voluntary base of partners CBOs and wide outreach capacity across the West Bank and in Gaza to discuss the proposed constitution/constitutional principles within each CBO and at community level.

**Recommendation 3b:** To enhance the effectiveness of the advocacy work, the Project should be more focused. To the extent possible, Advocacy work should demonstrate a shift towards a more sustained process of change that builds on current PCPD and JWC practices and includes the following inter-related stages, several of which have already been well integrated into the current Project's advocacy work (see Annex 7):

- **Form and manage a coalition representing partner CBOs, NGOs and supporters, etc.** In line with the above recommendation, the Project here is advised to focus on building a coalition and partnerships with other national NGOs and supporters of women's right, gender equality and democratic constitution. During 2014, the Project is encouraged to integrate its advocacy efforts with other initiatives around legislative frameworks and women's rights, especially those implemented by partner CBOs at local and national level, as well as with other potential NGOs and stakeholders. The Project should take advantage of the several coalitions already established at national level and that are active around gender sensitive and legislative reform, such as the Coalition for the penal code, the Coalition for the Family Law, the Coalition for the Civil Status Law, and Palestinian Non-Governmental Network (PNGO), the Council on Human Rights, etc. These already established structures comprise many of the prominent NGOs and human rights organizations, and women unions. Some of these structures operate also in Gaza.

The Project should put in practices concrete activities to enhance its local and national partnerships in advocacy. For example, the Project can integrate its efforts and complement its initiatives with the 62 women groups and clubs affiliated to the Rural Women Development Association. It should also complement its work with efforts of other NGOs who have already worked on the constitution and gender sensitive legislations, such as the effort of the Women's Centre for Legal Aid and Counselling, the Palestinian Women Working Society for Development, the Women Affairs Technical Committee (WATC), etc.

Promoting partnerships and building a coalition of local and national NGOs and supporters will constitute a base allies advocating towards gender sensitive legislations. This needs networking efforts to be exerted from both PCPD and JWC (particularly both General Directors) to influence these organizations and mobilize them towards organizing advocacy initiatives at national level. They can form together a lobbying force, but it is recommended to limit the membership of the coalition to the more supportive and active organizations and structures, given

- **Design of the advocacy campaign (TV sessions, media, publication, etc.):** This stage focuses on the agreement by the coalition on the campaign strategy. Although the main drive for the advocacy campaign is the gender sensitive constitution, it is important to have a clear strategy with goals, objectives, well-documented policy related issues to be addressed, key constitutional principles to be tackled and messages, identification of stakeholders and their categorizing as favorable, opposed, or undecided regarding the constitution issues to be addressed and assess their degree of power, and how to involve or target in the advocacy campaign. The ability to mobilize organizations in Gaza and East Jerusalem should also be elaborated here, especially through partner CBOs who already have presence and interventions in Gaza.

Given the timeframe left until the end of the Project (10 months), the Project can maintain its already planned activities specified under its original outcome 2 and outcome 3 to be integrated here, with other collaborative activities that should be designed jointly with other national NGOs and organizations members within the coalition, such as a demonstrations, sit outs, etc.

- **Implementation of the advocacy campaign:** This stage entails the implementation of the campaign's strategy and the development of a detailed action plan for the campaign, in which tasks and responsibilities are allocated to different partners in the coalition, along with determining possible external mobilization of resources.
- **Monitoring and evaluation of the campaign.** This stage includes determining the performance indicators and developing a simple M&E matrix reflecting the anticipated results of the campaign. This stage also entails the implementation of the M&E matrix, via M&E activities, such as regular visits and meetings among coalition members, as well as reporting and evaluation of the campaign key activities. It should be noted here that the M&E component in the campaign can be part and parcel of the Project's M&E system as well.

While the Project's advocacy activities will most likely be carried out in a very turbulent environment (difficulty to mobilize partners into one coalition, or gain their support, or outreach Gaza, etc.) that may not afford the opportunity to follow each step in the advocacy process described above, a systematic approach towards the advocacy process, nevertheless, will help PCPD and JWC plan well, use resources efficiently, and stay focused on its ultimate advocacy objective, which is to garner support of public leadership and makers.

**Recommendation 3c:** In line with the above recommendation, it is important that the Project maintains a well-documented process of the constitutional changes proposed in the draft constitution, particularly in terms of incorporated gender equality and human rights principles, as well as in terms of any further propositions and recommendations upon consulting with the various stakeholders. This would entail first developing a short policy paper regarding the gaps of the third constitutional draft and the new proposed changes incorporated by the CSC. This policy paper could be part of the advocacy strategy mentioned above. And while any results of the planned consultation meetings or workshops with stakeholders during this year will be reflected into the proposed constitution by the end of the Project, it is important also to document this process of consultation and reflect upon the proposed changes.

**Finding 4:** While the Project management structure and staff capacities were found to be generally appropriate for implementing the Project under evaluation, some weaknesses arose. The role and responsibilities between partner organizations (PCPD and JWC) were not entirely clear.

**Recommendation 4a:** It is important to strengthen the partnership and planning process between JWC and PCPD through agreeing on clear roles and responsibilities at project management level and implementation of activities. The role of JWC project director should be activated. Monthly meetings between PMT should be attended by both Project directors, who are expected to jointly plan activities as well as monitor progress, participate in certain activities and enhance communication with CBOs and other national stakeholders. Project directors are strongly advised to organize joint field visits to partner CBOs, and engage jointly in the process of the coming phase.

As part of enhancing the planning process, it is recommended to conduct regular monthly meeting at the beginning of each month (date to be pre-determined) for all project staff and including both project directors.

**Recommendation 4b:** The involvement of PCPD's director as a technical support and facilitation of relations with decision makers, political factions and other national NGOs should be maintained to ensure effective communication with the various stakeholders. Similarly, JWC is recommended to tap into its strong connections and networks with organizations and national stakeholders to mobilize support for the Project during 2014.

**Finding 5:** Monitoring and evaluation processes under the evaluated project were effective in tracking performance against outputs and activities, less so on higher level results. This was particularly

applicable in terms of the ability to track targets versus planned indicators, and analyze comprehensively baseline surveys and training results.

**Recommendation 5:** It is important to ensure conducting baseline information to measure relevant key indicators regularly to be discussed in planning meetings. In addition, the PMT should focus on analyzing baseline and training surveys/questionnaires in comprehensive but simple reports detailing the methodology used (number of questionnaires per type of respondent, number of respondents per district, gender, etc.), as well as the analysis of questions while linking these to the PMF indicators.

## 9.2. Recommendations for future design

The project's concept is innovative. It is highly relevant to Palestinian political context, as well as to the empowerment of women. Upon the end of this Project, it is recommended that a second phase be financed in order to consolidate Project results and deepen their impact. The recommendations presented in this section are expected to be more comprehensively verified and complimented during the final evaluation of the Project.

- Given the importance of the Project and its relevance to target beneficiaries as well as national stakeholders interviewed during this evaluation, it is recommended to continue supporting the project by UN Women. Given the national importance of garnering public support towards a gender sensitive constitution, which requires more effort, timeframe, outreach capacity and resources, it is recommended to call upon other donors to provide core funding for this project. This would also entail developing a clear strategy for the Project for funding purposes, while involving partner CBOs and other organizations in the design process.
- Widening the scope of the advocacy component by enhancing further the capacity of coalition members and widening the outreach capacity of the Project, whether in terms of new partner CBOs to be included, other target audience under the advocacy campaign, and new geographical areas, including East Jerusalem and Gaza.
- Enhancement of CBO's capacities in terms of external relations and mobilization of resources towards women rights, empowerment and gender equality initiatives. As part of the external relation building, the second phase of the Project could focus on networking between CBOs and other national NGOs and donors active to support CBO initiatives towards women empowerment, rights and gender equality. This could be through technical and financial support to sustain the momentum and capacity of CBOs as a result of the first phase of the Project (2013-2014).
- PCPD and JWC are strongly encouraged to integrate more specialized training of CSC members and other youth around human and women's rights, gender equality, and gender sensitive legislations (such as Civil Status Law, Family Law, Penal Code Law), with practical case studies and coaching of trainer. This could be done in cooperation with other organizations working in this domain, such as Birzeit University Institute of Law.
- In line with the above recommendation, training of CBO representatives could be strengthened to include more a learner centred approach underpinned by training best practices: practical negotiation case studies about gender sensitive constitutional principles could be initiated through role play, etc., throughout a longer period and with more technical focus of the training.
- Given the success of the training program, and if the training component is further developed, the evaluation team sees that it is high time for to consider the recruitment of a Training Program Manager, especially since a significant proportion of the activities will involve training. Having such a

staff member would improve the process of training design, delivery and evaluation through internal mentoring and coaching.

- Any future attempts to improve the training programs should seriously consider the preparation of a training package ensuring that the process follows a best-practice approach that involves the production of standard training package components, including: a program agenda; a trainer guide/manual; training preparation guidelines; trainee guidebook/manual; handouts and exercises; presentations accompanying the different sessions (as relevant); and, pre- and post-evaluation tests. Most importantly, training packages should be informed by a training needs assessment, to allow the Project to increase its responsiveness to trainees needs on the one hand, and better identify its own objectives and expectations from the training.

## **Annex 1: Evaluation matrix**

## Annex 2: List of consulted stakeholders

### Interviews with Project stakeholders

Name	Organization	Position	Location
1. Nassif Mua'llem	PCPD	Director	Ramallah
2. Hilda Thabet	PCPD	Project Manager	Ramallah
3. Ibrahim Abdel Jawad	PCPD	Project coordinator	Ramallah
4. Hussein Sawalha	PCPD	Field coordinator	Jenin
5. Nasser Rayess	PCPD	Trainer	Ramallah
6. Zuheir Tumeizeh	PCPD	Trainer	Ramallah
7. Amal Khreishah	PCPD/Palestinian Women Working Society for Development	Trainer with PCPD/ Director of PWWS	Ramallah
8. Basma Naji	PCPD/ Rural Women Development Society	Trainer/ Board member	Ramallah
9. Mariam Eikramawi	Jerusalem Centre for Women	Director	Jerusalem
10. Allaa Eddin Ayes	UN Women	M&E Associate	Ramallah
11. Rana Al-Houjeiri	UN Women	Gender Equality Fund Programme Specialist for Arab States	Lebanon
12. Rana Al-Khatib	UN Women	Admin Assistance of the Gender Equality Fund	Amman
13. Nadia Harb	Rural Women Development Society	Director	Ramallah
14. Afaf Ghatarsheh	Union of Palestinian Women Committees	President	Ramallah
15. Fadwa Khader	Abad Ashamsh Society	Director	Jerusalem
16. Ilham Turabi	Rabea Aladawyeh Society	President	Nablus
17. Reem Hamawneh	Rabea Aladawyeh Society	Lawyer	Nablus
18. Najat Abu Baker	Rabea Aladawyeh Society	Deputy president	Nablus
19. Soreida Hussein	Women Affairs Technical Committee	General Director	Ramallah
20. Lamiya Shalaldeh	Women's Centre for Legal Aid and Counselling		Ramallah
21. Muna Khalili	General Union of Palestinian Women	General Secretary	Ramallah
22. Dr. Islah Jad	Gender Expert	Ex-Director of Birzeit University Women Studies Centre.	-
23. Not complete yet	MIFTAH		Ramallah
24. Not complete yet	Ministry of Women's Affairs		Ramallah

### Group interviews with CBO representatives

Name	Organization	Position	District
Group 1: Nablus			
25. Salam Qawoud	The Society of Awtar Centre for Artistic and Cultural Creativeness	Director	Nablus
26. Halla Shaksheer	The Society of Awtar Centre for Artistic and Cultural Creativeness	Project coordinator, SCC Representative	Nablus
Group 2: Tulkarem			
27. Shareif Shahrou	Union of Social Work Committees	President	Tulkarem
28. Mohammad Asheikh	Union of Social Work Committees	Deputy President	Tulkarem
29. Nasser Shahrou	Union of Social Work Committees	Scout centre	Tulkarem
30. Madjdi Aroui	Union of Social Work Committees	Scout centre	Tulkarem
31. Maysoun Hijawee	Union of Social Work Committees	Social worker	Tulkarem
32. Layalee Al-Badawee	Union of Social Work Committees	Volunteer	Tulkarem
Group 3: Jenin			
33. Fateena Ahmad	Not to Forget Society	Board of Director	Jenin
34. Shourouk Fayed	Not to Forget Society	Volunteer	Jenin
35. Wisam Arouzah	Not to Forget Society	Volunteer	Jenin
36. Isra' Suheil Abad	Not to Forget Society	Volunteer	Jenin
37. Farha Abu Hayja	Not to Forget Society	President	Jenin
Group 4: Hebron			
38. Mohammad Abu Areesh	Palestinian Family Planning and Protection Association	Halhoul Youth Center Manager	Hebron
39. Wisam Darabee'	Palestinian Family Planning and Protection Association	Volunteer	Hebron

Name	Organization	Position	District
<b>Group 5: Hebron</b>			
40. Sara Intair	Union of Palestinian Women Committees	General Assembly Member	Hebron
41. Badira Jaradat	Union of Palestinian Women Committees	General Assembly Member	Hebron
42. Shatha Halayqa	Union of Palestinian Women Committees	Volunteer	Hebron
43. Ahmad Al-Wawi	Union of Palestinian Women Committees	Volunteer	Hebron
44. Shurouq Al-Ghafi	Union of Palestinian Women Committees	General Assembly Member	Hebron
45. Sumood Intair	Union of Palestinian Women Committees	SCC Representative	Hebron
<b>Group 6: Bethlehem</b>			
46. Mustafa Jibril	Taqou' Youth Club	General Assembly Member	Bethlehem
47. Islam Al-Umoor	Taqou' Youth Club	General Assembly	Bethlehem
48. Murad Al-Badan	Taqou' Youth Club	Board Member	Bethlehem
49. Mohammad Badan	Taqou' Youth Club	SCC Representative	Bethlehem
50. Tayseer Abu Mufarreh	Taqou' Youth Club	Chairman of the Board	Bethlehem

### Workshop with the Shadow Constitution Committee

Name	Organization	Position	District
51. Ahed Jaradat	Palestinian Family Planning and Protection		Hebron
52. Nisreen Abu Safaqa	الهيئة الوطنية لمساندي متضرري الجدار والإستيطان		Tulkarem
53. Layalee Al-Badawee	Union of Social Work Committees	Volunteer	Tulkarem
54. Halla Shaksheer	The Society of Awtar Centre for Artistic and Cultural Creativeness	Project coordinator, SCC Representative	Nablus
55. Sumood Intair	Union of Palestinian Women Committees	SCC Representative	Hebron
56. Mahmmoud Taha	Palestinian Centre for Youth		Qalqiliya
57. Moad Hillali	Youth Development		Nablus
58. Daliya Abu Alkheir	جمعية العمل النسوي		Jenin
59. Fatmeh Abdel Latif	جمعية عباد الشمس		Jerusalem
60. Nibal Abdellatif	Social Media Centre		Ramallah
61. Mohammad Albadan	Tuqu Sport Club		Bethlehem
62. Tahani Odeh	كتلة نضال المرأة		Bethlehem
63. Doha Rajeh	Union of Palestinian Working Committees	Coordinator	Salfit
64. Dana Deik	Rural Women Development Society		Ramallah
65. Doa' Rawajbeh	Not to Forget		Jenin
66. Samar Kanaan			Tulkarem
67. Amani Thawbteh	Rural Women Development Society – Beit Fajar		Bethlehem
68. Hiba Arab	جمعية ملتقى سواعد شباب الغد		Hebron
69. Wael Amro	Bani Naim Youth Sport Club		Hebron
70. Shuki Hirzallah			Jenin
71. Maxim I'miya	-	Teacher	Beit Jalla

### Annex 3: Evaluation questionnaire for members of the Shadow Constitutional Committee

#### الجزء الأول: أسئلة عامة

G01	العمر: <input type="checkbox"/> <input type="checkbox"/>	G02	الجنس 1. ذكر <input type="checkbox"/> 2. أنثى <input type="checkbox"/>	G03	المحافظة:
G04	تمثيلك للمؤسسة القاعدية المشاركة في البرنامج؟				
G05	عدد سنوات عملك في المؤسسة القاعدية؟ (الرجاء الإجابة لمن هو موظف فقط) <input type="checkbox"/> <input type="checkbox"/>				
G06	عدد سنوات تطوعك مع المؤسسة القاعدية؟ (للمتطوعين فقط) <input type="checkbox"/> <input type="checkbox"/>				
G07	عدد سنوات تطوعك/مؤازرتك مع المركز الفلسطيني لقضايا السلام والديمقراطية؟ <input type="checkbox"/> <input type="checkbox"/>				
G08	هل شاركت في الورشة التعريفية عن البرنامج والدستور التي نظمتها المركز في بداية البرنامج على مستوى المحافظات للمؤسسات القاعدية؟ 1. نعم <input type="checkbox"/> 2. لا <input type="checkbox"/>				
9G0	كيف تم ترشيحك للانضمام بالبرنامج (العمل على دستور عادل) والمشاركة في لجنة الظل الدستورية؟				
1. مؤسستي القاعدية قامت بترشيحي <input type="checkbox"/>		2. المركز الفلسطيني قام باختيارني <input type="checkbox"/>		3. من خلال صديق <input type="checkbox"/>	
4. تم اختياري من قبل مركز القدس للنساء <input type="checkbox"/>		4. تم اختياري من قبل مركز القدس للنساء <input type="checkbox"/>			

#### الجزء الثاني: رأي بالدستور بالمسودة الحالية

رقم	رأي	1. لا أوافق بشدة	2. لا أوافق	3. أوافق	4. أوافق بشدة	5. لا رأي
C01	الدستور بالمسودة الحالية يعبر عن تطلعاتي وطموحاتي كفرد فلسطيني شارك في إعداده.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
C02	الدستور بالمسودة الحالية يعبر عن توجهات وتطلعات قيادة المؤسسة القاعدية التي أنتمي إليها كمتطوع أو موظف.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
C03	الدستور بالمسودة الحالية يدعم حقوق المرأة والمساواة بين المرأة والرجل	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

#### الجزء الثالث: التغييرات التي طرأت علي بعد المشاركة في البرنامج

رقم	التغيير	1. لا أوافق بشدة	2. لا أوافق	3. أوافق	4. أوافق بشدة	5. لا رأي
I1	معرفة حول العملية الدستورية تحسنت بشكل كبير جراء المشاركة في البرنامج	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I2	معرفة حول حقوق المرأة والمساواة بين الجنسين تحسنت بشكل كبير جراء المشاركة في البرنامج	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I3	أصبح لدي القدرة والثقة على مناقشة قضايا حقوق المرأة مع قيادة مؤسستي وممثلي المجتمع المحلي جراء المشاركة في البرنامج	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I4	أصبح لدي الدافعية لأشارك في برامج ومبادرات أخرى محلية ووطنية لمناصرة قضايا المرأة وتعديل التشريعات جراء المشاركة في البرنامج	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

#### الجزء الرابع: التغيير على مستوى المؤسسة القاعدية

O1	لقد ناقشت الدستور مع مجلس إدارة المؤسسة القاعدية التي أنتمي إليها	1. نعم <input type="checkbox"/>	2. لا <input type="checkbox"/>
O2	لقد عقدت ورشة توعية داخل المؤسسة مع المتطوعين و/أو المناصرين حول الدستور المقترح الحالي	1. نعم <input type="checkbox"/>	2. لا <input type="checkbox"/>
O3	لقد نشرت مقال حول الدستور أو حقوق المرأة في وسائل الإعلام بعد المشاركة في البرنامج	1. نعم <input type="checkbox"/>	2. لا <input type="checkbox"/>
O4	لدى مؤسستي القاعدية قناعة والتزام بالعمل على الضغط والمناصرة حول الدستور المقترح	1. نعم <input type="checkbox"/>	2. لا <input type="checkbox"/>
O5	لدى مؤسستي القاعدية الآن قناعة والتزام أكبر للعمل على قضايا وتشريعات تضمن حقوق المرأة	1. نعم <input type="checkbox"/>	2. لا <input type="checkbox"/>

#### الجزء الخامس: الاستمرارية والتوصيات للمراحل القادمة

S1	ما هو عدد الأيام التي من الممكن أن تشارك فيها في حملات الضغط والمناصرة خلال العام 2014؟	1. أقل من 5 أيام <input type="checkbox"/>	2. من 5-10 أيام <input type="checkbox"/>	3. أكثر من 10 أيام <input type="checkbox"/>
S2	ما هي توصياتك للعمل في المرحلة القادمة؟			

**Annex 4: Comments on the baseline data for some indicators**

Outcomes/Outputs	Indicators	Data Source	Baseline	Final Target Planned	Actual value	Comments
Outcome 1: By the end of the first year members of 19 CBOs are capacitated on issues pertaining to mainstreaming gender in legislative frameworks and have effectively elaborated advocacy strategies to this end	% of targeted CBO members show an increased degree of confidence in Constitutional reform from the beginning of the first year to the end of the first year	Pre and post workshop survey on the degree of confidence in the possibility of Constitutional reform	at the beginning of the project, there is low confidence in Constitutional reform	Questionnaires administered to workshop participants at the end of the first year indicate a 50% increase in number of the participants have confidence in advocacy strategies towards a modified Constitution	at the beginning of the project, 2/3 of the 30 field visits to the CBOs showed low degree of confidence in Constitutional reform. The evidence is in the reports of the coordinators.	No Survey was done. Data collected was based on interviews during field visits.
Output 1.2. Members of 19 CBOs in the West Bank and Jerusalem districts have increased technical knowledge on how to influence public opinion through the use of advocacy strategies	% of women of designated CBOs capacitated through trainings	pre questionnaires administered at the beginning of each training (10 trainings overall)	0	80% increase in the awareness of the need to have a modified Constitution that pertain to women's rights (post questionnaires)	the pre and post questionnaires are prepared and analyzed after the training; the analysis of the first three training courses show an increase of 24% in the information level between the pre and post and 20% increase in the attitudes between the pre and post. based on the above, we noticed their preparation in the Press Conference that they have developed capacities.	The training questionnaire does not measure the % increase in the awareness of the need to have a modified Constitution that pertain to women's rights (post questionnaires). Modification of target or indicator.
Output 1.3. Members of 19 CBOs in the West Bank and Jerusalem districts have an enhanced understanding of the Constitution drafting process, the pivotal documents concerning human and women's rights, the flaws and shortcomings of the third draft of the Constitution	% of women of designated CBOs capacitated through trainings	Survey administered during workshops	Pre-workshop survey	Questionnaires administered to workshop participants during the eighth month indicate that 90% of the participants agree to the appropriateness of a modified Constitution, and can cite Constitutional articles that pertain to women's rights	almost all of the members of the CSC agreed on the amendments and the content of the Proposed Palestinian Constitution. This is proved in having their names on the Constitution document, as well as their attending the press conference and their willingness to be engaged in the second year of the project.	Target set for indicator does not correspond to measuring the indicator.  In terms of the target set, no survey was done. Data collected was based on interviews with CSCs.

Outcomes/Outputs	Indicators	Data Source	Baseline	Final Target Planned	Actual value	Comments
Outcome 2: Public opinion is advocated and supportive of on-going campaign concerning the Constitution drafting process	% of public's reported satisfaction with CSC's proposed constitution	Survey administered in respective districts where CBOs are present at the end of the first year of programme		50% of survey respondents are aware that proposed, "ratified" Constitution has been drafted by the Constitutional Shadow committee (for later submission to decision makers)		Target does not focus on satisfaction, but rather on awareness that it has being drafted.
	Number of target group who are reached as a result of the campaign	Survey administered in respective districts where CBOs are present, CSC website		By the end of the programme 50% Of survey respondents can cite the articles that correspond to women's issues in the Constitution		Target set does not measure indicator.
Output 2.2. The CSC serves as task force that influences Palestinian public opinion in favor of Constitutional reforms through effective advocacy strategies	% of respondents in CBOs respective districts are aware that proposed, "ratified" Constitution has been drafted	Random survey	Pre-campaign survey results	By the end of the programme 70% of survey respondents report being satisfied with proposed constitutional reforms		Target set for the indicator does not correspond with the articulation of the indicator.
	% of survey respondents can cite the articles that correspond to women's issues in the Constitution	Random survey	Pre-campaign survey on awareness of Constitution	20% of reached target group took action as a result of the campaign message or contacted CSC for information by the end of the programme		Target set for the indicator does not correspond with the articulation of the indicator.

**Annex 5: Project direct and indirect beneficiaries (January – December 2013)**

Beneficiary Description	# total up to date (cumulative)		
	Women	Men	TOTAL
<b><i>Direct Beneficiaries</i></b>			
CBOs representatives and women beneficiaries targeted in the Project's awareness raising sessions.	465	0	465
CBO members in the Constitutional Shadow Committee	25	4	29
CBO and community members participating in awareness raising workshops conducted by the CSC	234	126	360
People (members of the CBOS, the media and TV channels) attending the press conference to launch the proposed constitution	59	36	95
<b><i>Indirect Beneficiaries</i></b>			
Citizens who read the advertisements in the newspaper (25,000 copies of Al-Quds newspaper are distributed daily, each copy is read by 3 citizens. We estimated that 1/3 of the newspaper readers might have seen our news, slogans and published article)	8333	16667	25000
Citizens who read the news on the Maan and Raya websites Statistics at Maan claim that on a monthly basis 5 million IP servers enter their site. Each IP might be watched by 3 persons, thus the total number who enter Maan monthly is 15 million. We expected that 750,000 have read our news (5%)	250,000	500,000	750,000
Citizens who are active on and like the Proposed Palestinian Constitution page on Facebook	46%	54%	
3 newspapers published news about the press conference	8333	16667	25000
Three of the Shadow Committee members wrote six relevant articles	8333	16667	25000

## Annex 6: Classification of partner CBOs targeted in the Project

#	Name of CBO	District	Geographical coverage (Rural/Urban/Refugee Camp)	Previous partners	Target groups
1	جمعية تنظيم وحماية الأسرة الفلسطينية	Hebron	Rural, Urban	No	Women
2	اتحاد لجان المرأة الفلسطينية	Hebron	Rural, Urban	no	Women
3	جمعية ملتقى سواعد شباب الغد	Hebron	Rural	Yes	Youth
4	نادي شباب بني نعيم الرياضي	Hebron	Rural	Yes	Youth
5	نادي تقوع الرياضي	Bethlehem	Rural	Yes	Youth
6	كتلة نضال المرأة	Bethlehem	Rural, Urban	Yes	Women
7	مؤسسة الرؤيا الفلسطينية	Bethlehem	Rural, Urban	Yes	Women
8	جمعية تنمية المرأة الريفية	Bethlehem	Rural, Urban	Yes	Women
9	جمعية تراثنا الأصيل للمرأة / بيت جالا	Bethlehem	Urban	No	Women
10	اتحاد لجان المرأة العاملة الفلسطينية	Ramallah	Rural, Urban	No	Women
11	جمعية نادي سيدات قراوة بني زيد	Ramallah	Rural	Yes	Women
12	جمعية عباد الشمس لحماية الإنسان والبيئة	Jerusalem	Urban	Yes	Youth
13	نقابة الأخصائيين النفسيين والإجتماعيين	Nablus	Rural, Urban	Yes	Youth
14	جمعية تنمية الشباب	Nablus	Urban	Yes	Youth
15	شباب فلسطين من أجل التنمية	Nablus	Urban	Yes	Youth
16	جمعية مركز أوتار للإبداع الفني والثقافي	Nablus	Urban	Yes	Youth and children
17	جمعية رابعة العدوية الخيرية	Nablus	Rural, Urban	Yes	Women
18	جمعية المرأة والطفل	Nablus	Urban	Yes	Women
19	جمعية العمل النسوي لرعاية وتأهيل المرأة	Jenin	Refugee Camp	Yes	Women
20	جمعية كي لا ننسى	Jenin	Refugee Camp	Yes	Women
21	جمعية إبداع للتواصل الشبابي	Jenin	Rurab, Urban	No	Youth
22	المركز الفلسطيني لقضايا الشباب	Qalqiliya	Urban	Yes	Youth and children
23	مركز العودة لرعاية الطفولة والشباب	Tulkarem	Refugee Camp	Yes	Youth and children
24	جمعية لجان العمل الإجتماعي	Tulkarem	Rurab, Urban	Yes	Women
25	الهيئة الوطنية لمساندي متضرري الجدار والاستيطان	Tulkarem	Rurab, Urban	No	General
26	دار قنديل للثقافة والفنون	Tulkarem	Urban	Yes	Youth and children
27	مركز واصل لتنمية الشباب	Tulkarem	Rural, Urban	Yes	Youth

### Annex 7: Proposed new results framework (goal, outcomes, outputs, activities and key indicators)

Results chain		Indicators
Goal	Palestinian women are empowered to advocate for the enactment of gender sensitive legislations.	<ol style="list-style-type: none"> <li>1. Number of proposed amendments by CSC adopted by Committee for the Drafting of a Palestinian Constitution</li> <li>2. Anecdotal evidence in coalition members working in gender sensitive legislations.</li> <li>3. % increase in local and national initiatives advocating for the enactment of gender sensitive legislations.</li> <li>4. Proposed constitutional amendments are debated amongst decision makers.</li> <li>5. The willingness of decision makers to take decision or vote or support gender equality and equity messages.</li> </ol>
Outcomes	Outcome 1: 19 CBOs capacitated on issues pertaining to mainstreaming gender in legislative frameworks and participate in implementing public awareness activities.	<ol style="list-style-type: none"> <li>6. Increase in level of awareness on constitutional issues among participants.</li> <li>7. % of targeted CBO members show an increased degree of confidence in constitutional reform from the beginning of the first year to the end of the first year.</li> <li>8. # of participants from CBOs targeted communities who participate in the public awareness activities organized by CBOs directly.</li> </ol>
	Outcome 2: Public opinion makers support mainstreaming gender equality and equity principles in the Palestinian constitution and legislations.	<ol style="list-style-type: none"> <li>9. # of public opinion makers who reported satisfaction with CSC's proposed constitution, disaggregated by men and women, and type/position of public opinion makers.</li> <li>10. Leaders of civil society organizations, social organizations and democratic progressive political factions are committed to advocate or participate towards women's initiatives proposals or campaigns.</li> <li>11. Public opinion makers articulate participating in women's initiatives or campaigns related to awareness or advocacy at an individual or collective basis.</li> </ol>
Outputs	Output 1: A Constitutional Shadow Committee representing active young women from 19 West Bank and Jerusalem CBOs is established and drafts, ratifies and formally launches proposed Constitutional draft.	<ol style="list-style-type: none"> <li>12. # of proposed and "ratified" articles put forth by the CSC.</li> <li>13. # of women and men representing CBO members enrolled in the Constitutional Shadow Committee.</li> <li>14. Proposed constitutional draft is harmonious with human rights principles and mainstreaming gender.</li> </ol>
	Output 2: Members of 19 CBOs in the West Bank and Jerusalem districts have increased technical knowledge on how to influence public opinion.	<ol style="list-style-type: none"> <li>15. # of training sessions conducted.</li> <li>16. # of participants disaggregated by men and women.</li> <li>17. Degree of participants' satisfaction from the training content and management.</li> <li>18. % increase in technical knowledge acquired on how to influence public opinion.</li> </ol>
	Output 3: Members of 19 CBOs in the West Bank and Jerusalem districts have an enhanced understanding of the Constitution drafting process, the pivotal documents concerning human and women's rights, the flaws and shortcomings of the third draft of the Constitution.	<ol style="list-style-type: none"> <li>19. # of training sessions conducted.</li> <li>20. # of participants disaggregated by men and women.</li> <li>21. Degree of participants' satisfaction from the training content and management.</li> <li>22. % increase in technical knowledge acquired by participants about the constitutional drafting process, pivotal documents concerning human and women's rights, the flaws and shortcomings of the third draft of the Constitution.</li> </ol>
	Output 4: An advocacy campaign around women's issues and gender sensitive constitution is conducted.	<ol style="list-style-type: none"> <li>23. # of coalition members from other NGOs and CBOs by the end of 2014.</li> <li>24. # and type of activities (meetings, TV sessions, etc) implemented within the framework of the campaign.</li> <li>25. # of participants campaign by type of activity.</li> <li>26. Degree of satisfaction by the coalition members of the organized campaign.</li> <li>27. # of Petition signatures successfully submitted to decision makers in each district where CBOs are present.</li> </ol>
	Output 5: An agreed upon gender sensitive constitution is drafted with CBO, CSC, and supporters is released.	<ol style="list-style-type: none"> <li>28. A modified new gender sensitive constitution integrating all comments from participating CBOs, CSCs and supporters is released.</li> <li>29. # of sessions conducted to discuss the draft constitution.</li> <li>30. # of participants disaggregated by men and women.</li> </ol>