

Final Version

Terms of Reference

**Evaluation of Dutch Development Cooperation in the
Palestinian Territories 2008-2014**

IOB

The Hague, 31 March 2015

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List of abbreviations

| | |
|--------|--|
| BPZ | Bureau Political Affairs |
| DAM | Direction Northern Africa and Middle East |
| DMH | Direction Good Governance/Humanitarian Aid |
| DMV | Direction Human Rights and Peace Building |
| DSH | Stabilisation and Humanitarian Aid Department |
| DVB | Direction Security Policy |
| EC | European Commission |
| ECDPM | European Centre for Development Policy Management |
| EU | European Union |
| EVF | Unit Fragility and Peace Building |
| FNV | Federation of Netherlands Trade Unions |
| GFATM | The Global Fund to Fight AIDS, Tuberculosis and Malaria |
| IOB | Policy and Operations Evaluation Department |
| LGBT | Lesbian, Gay, Bisexual and Transgender |
| MASP | Multi Annual Strategic Plan |
| MFA | Ministry of Foreign Affairs of the Netherlands |
| MFS | Co-Financing System |
| MoV | Means of Verification |
| NGO | Non-Governmental Organisation |
| NRO | Netherlands Representative Office to the Palestinian Authority |
| ODA | Official Development Assistance |
| PA | Palestinian Authority |
| PARC | Palestinian Agricultural Relief Committees |
| PNDP | Palestinian National Development Plan |
| PLO | Palestinian Liberation Organisation |
| PvdA | Labour Party (the Netherlands) |
| PVV | Party for Freedom (the Netherlands) |
| ToC | Theory of Change |
| ToR | Terms of Reference |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNICEF | United Nations Children's Fund |
| UNOPS | United Nations Office for Project Services |
| UNWRA | United Nations Relief and Works Agency |
| USA | United States of America |
| VNG | Association of Dutch Municipalities (the Netherlands) |
| VVD | People's Party for Freedom and Democracy (the Netherlands) |
| WFP | World Food Programme |
| WHO | World Health Organization |

1. Rationale

This Terms of Reference (ToR) concerns the evaluation of Dutch development cooperation in the Palestinian Territories.¹ The evaluation will cover the period from 2008 until mid-2014, which largely coincides with the terms of the Multi Annual Strategic Plans (MASP) for the Palestinian Territories 2008-2011, 2012-2015 and 2014-2017 of the Netherlands Representative Office (NRO) in Ramallah.

Since 1993, the Government of the Netherlands has been giving development aid to the Palestinian Territories as part of the broader Middle East Peace Process. The development programme 1994-1999 for the Palestinian Territories was evaluated in 1999.² Attention was also given to the Palestinian Territories in the Policy and Operations Evaluation Department (IOB) evaluation of human rights projects of 2012³ and in the IOB study of the quality of the bilateral development cooperation of 2013.⁴ The Palestinian Territories are among the larger recipients of Dutch development aid. This justifies a comprehensive evaluation of the programme after the first one that was carried out in 1999.

This evaluation is initiated in response to the request of mr. De Roon, Party for Freedom (PVV), member of the House of Representatives, of 11 November 2013.⁵ He suggested to evaluate Dutch development aid to the Palestinian Territories, being a fragile state, because these territories were not included in the IOB review of the Dutch policy concerning fragile states.⁶ He linked his request to 'recent reports concerning the disappearance of EUR 2 billion of European Union (EU) development funds and about salaries for terrorists'.⁷ Minister Ploumen for Foreign Trade and Development Cooperation informed the House of Representatives in July 2014 that an evaluation of Dutch development policy concerning the Palestinian Territories would be included in the IOB evaluation planning for 2015.⁸

2. Background

The Oslo Accords of 1993 and 1995 marked the beginning of years of negotiations between Israel and the Palestinians. 'Oslo' recognized the right to self-determination of the Palestinian people; the Palestinian Liberalization Organisation (PLO) recognized Israel and Israel recognized the PLO as representative of the Palestinian people and as partner in the negotiations. The aim of the accords was a peace treaty between the two parties, but the negotiations were not successful in the years to follow. Armed conflicts such as the second Intifada (2000-2005) were common.

In 2002 American President Bush initiated the 'Road Map to Peace' to resolve the conflict between Israelis and the Palestinians. This road would lead to a two states solution: a safe Israel and a peaceful and democratic Palestine. The initiative was supported by the United Nations (UN), the EU and Russia (together with the United States forming the 'Quartet on the Middle East'). Also the Netherlands supported the initiative. In 2010 and in 2013 American Secretaries of State Clinton and Kerry took new initiatives to bring an end to the conflict. However, these initiatives were unsuccessful and in April 2014 the consultations were adjourned. To this date, the two states solution is a key element in the Dutch policy concerning the Middle East Peace Process. Development cooperation with the Palestinians is considered as one of the tools to contribute to the achievement of this goal. Political dialogue with Israel and the Palestinian Authority (PA) and international cooperation in EU or UN context is another important tool to achieve this goal. In 2012, the contribution of the Netherlands to

¹ Palestinian Territories refers to the Gaza strip, the West Bank and East Jerusalem.

² IOB evaluation No. 282: Palestinian Territories: Review of the Netherlands development programme for the Palestinian Territories, 1994-1999. The Hague, 1999.

³ IOB evaluation No. 373: Evaluation of Dutch support to human rights projects. The Hague, 2012.

⁴ IOB study 'Kwaliteitsoriëntatie bilateraal kanaal. Deelonderzoek Ramallah', 2013

⁵ House of Representatives 2013-2014, 33 750V, no. 55: Decree on the budget of the Ministry of Foreign Affairs for 2014. Report on a consultation. Settled on 24 January 2014.

⁶ IOB evaluation No. 379: Investeren in stabiliteit. Het Nederlandse fragiele statenbeleid doorgelicht. The Hague, 2013.

⁷ Report of a consultation about the budget for international security, House of Representatives, 33400-V, nr. 149, 11 November 2013.

⁸ Letter of Minister Ploumen to the Speaker of the House of Representatives concerning the IOB evaluation programme for 2015 concerning development cooperation in the Palestinian Territories, 3 July 2014.

peace and security in the Middle East, using the good relations with Israel and the Palestinian Authority, was confirmed in the coalition agreement between the Party for Freedom and Democracy (VVD) and the Labour Party (PvdA).⁹

The Netherlands have always been actively encouraging and supporting progress in the Middle East Peace Process leading to a two states solution through political means: dialogue with Israel and the Palestinian Territories, mainly through multilateral agencies, and through developmental means: statehood building and socio-economic development in the Palestinian Territories. All the elements of the programme are meant to serve the end goal of the two states living together in peace.¹⁰

The Netherlands is well aware of the difficult context in which the two states solution will have to be achieved. Direct bilateral negotiations between Israel and the PA have been and are irregular, uncertain and so far not very successful. Settlement construction by Israel in the Palestinian Territories continue to date, whereas a key demand of the Palestinians for resumption of the negotiations is a moratorium on such settlement activities. Furthermore, the Palestinians are lacking control over borders and there are restrictions on movement and access; this has negative effects on the economic development of the Palestinian Territories. Armed conflict between the two parties occurs regularly, particularly in Gaza, which impedes state building and poverty reduction activities and impacts negatively on the development of social and economic infrastructure. Another complicating factor is the Fatah-Hamas schism (Fatah ruling in West Bank and East Jerusalem and Hamas in Gaza) adding to the political instability of the Palestinian Territories.¹¹

3. Netherlands development policy for the Palestinian Territories

Development policy

The development policy for the Palestinian Territories is described in a number of documents:

- The Multi-Annual Strategic Plans 2008-2011, 2012-2015 and 2014-2017 and the Annual Plans and Annual Reports 2008-2014.
- Thematic policies that also apply to the Palestinian Territories are described in policy documents concerning themes such as: security and development in fragile states, human rights, governance/rule of law, food security/agriculture, reconstruction after armed conflict, water management, humanitarian/emergency aid and gender.
- General policy documents concerning development cooperation such as 'Our Common Concern' (2007), 'Cooperation, Customisation and Added Value' on civil society organisations (2009), 'Basic letter Development Cooperation' (2010), Focus letter Development Cooperation' (2011), 'Partner letter' (2011) and 'A World to Gain' (2013).
- The position of the Netherlands regarding the broader Middle East policy and the solution of the Israeli-Palestinian conflict in particular is reflected in the annual budgets of the Ministry of Foreign Affairs, in letters to Parliament, in reports of parliamentary debates and resolutions.

In the MASP 2008-2011 three focus areas were selected: good governance (capacity development, security sector reform, judiciary/rule of law and human rights), economic reconstruction (with a focus on the agricultural sector) and humanitarian aid (service provision, emergency aid) to Palestinian refugees, mainly via the United Nations Relief and Works Agency – UNWRA). Furthermore, there is modest attention for culture. These choices were largely in line with the goals as formulated by the PA in the Palestinian National Policy Agenda.¹²

In the MASP 2012-2015 the thematic challenges are: security and rule of law, food security and water. Apart from that, the UNWRA is supported and human rights, economic diplomacy, private sector

⁹ Bruggen slaan: Regeerakkoord VVD-PvdA, 29 October 2012, p. 12.

¹⁰ MASP NRO Ramallah 2011-2015, p.3. Sometimes the question is raised whether peace will be the result of a two states solution, or whether a two states solution is a condition for peace. This issue is expressed in the figures below by using two-way arrows between the two states solution and peace between Israel and the Palestinian Territories.

¹¹ MASP NRO Ramallah 2011-2015, p.5.

¹² MASP NRO Ramallah 2008-2011, pp. 1-2 and 9-10.

development, sports and culture are promoted. The plan has been developed in close consultation with development partners and the PA.¹³

In the MASP 2014-2017 the strategic choices and interventions concern: security and rule of law, food security, water and private sector development. Human rights and humanitarian aid and culture and sports are mentioned among the other foreign policy instruments.¹⁴ The plan has been aligned with the Palestinian National Development Plan (PNDP) 2011-2013.¹⁵

It can be concluded that in the period to be evaluated there is considerable continuity in attention for most of the sectors.

Table 1 Sectoral choices of the NRO in the MASPs 2008-2017

| MASP 2008-2011 | MASP 2012-2015 | MASP 2014-2017 |
|---|--|--|
| Good governance, including security, rule of law and human rights | Security, rule of law and human rights | Security, rule of law and human rights |
| Economic reconstruction, focus on agriculture | Food security, water | Food security, water |
| Humanitarian aid | Humanitarian aid | Humanitarian aid |
| Culture | Culture and sports | Culture and sports |
| | Private sector development | Private sector development |

As part of the evaluation of the relevance of the choices as mentioned in the table above, an assessment will be made of the efforts of the Ministry of Foreign Affairs (including NRO) to conduct its own analysis of the situation in the Palestinian Territories, the key issues to be addressed and of the key context factors to be taken into account in engaging in the Palestinian Territories.

Theory of Change

A review of policy documents will form the basis for a reconstruction of the Theory of Change (ToC)¹⁶ concerning development cooperation in the Palestinian Territories. A ToC goes beyond a description of a policy theory; more than in a policy theory, in a ToC attention is paid to the socio-economic, political and cultural context in which the policies are being implemented, to the actors involved and to the influence context and actors exercise on the programme and the strategy. In the ToC assumptions about the intervention mechanisms that will lead to achievement of strategic goals and about the relation between the interventions and the context in which they take place are made explicit.

Ideally, an evidence-based ToC is worked out by policy makers prior to the formulation of a programme and its implementation, but in reality this is usually not the case. A thorough analysis of context, actors and possible external influences, risks and dynamics is often lacking, which makes it very uncertain whether the planned interventions will actually contribute to the achievement of the strategic objectives. Instead, policies are often based on implicit assumptions about the relationships between certain interventions and the achievement of broad strategic goals and without a thorough context analysis.

Some elements of a ToC may be made explicit, whereas others may remain implicit; explicit goals (and subsequent programmes and projects) sometimes hide the real or hidden goals of policy makers. While reconstructing a ToC, it is a challenge to reveal also the hidden goals and to assess to what extent a programme contributes to achieve such goals.

In the case of the Palestinian Territories, there are some explicit key building stones for a ToC: the strategic end goal of the development programme is: Israel and Palestine, living side by side in peace

¹³ MASP NRO Ramallah 2011-2015, pp. 1-2 and 10-18.

¹⁴ MASP NRO Ramallah 2014-2017, pp. 12-25.

¹⁵ MASP NRO Ramallah 2014-2017, p. 2.

¹⁶ The term Theory of Change (ToC) has only gained ground in the last 1-2 years. Before that, policy makers were mostly using logframes and result chains. This will be taken into account while reconstructing the ToC.

and security; the establishment of two states as a strategy to achieve peace¹⁷; two of the key intermediate goals are: a functioning state and a viable economy, and the programmatic goals refer to the development cooperation activities. Political dialogue with both Israel and the Palestinian Authority and economic diplomacy support the strategy. In addition there are numerous other building stones.

The MASPs 2008-2011, 2012-2015 and 2014-2017 of the NRO provide insight into what The Netherlands considers as criteria for a functioning state and a viable economy:¹⁸

A functioning state:

- Capable, accountable and responsive justice and security services
 - Security and justice institutions capable of delivering criminal justice services
 - Cooperation within and between security and justice sector actors
 - Equal access to and delivery of justice and security for vulnerable groups including women
- Capable and responsive government
 - Civic participation to hold public actors within justice and security sector accountable
 - Criminal justice and security establishment accountable to the public
- Respect for human rights by the government
 - Safeguarding against human rights violations such as unwarranted police arrest, torture and death penalty
 - Respect for human rights defenders and for women's, children's and Lesbian, Gay, Bisexual and Transgender (LGBT) rights
 - Freedom of expression, assembly and religion

A viable economy:

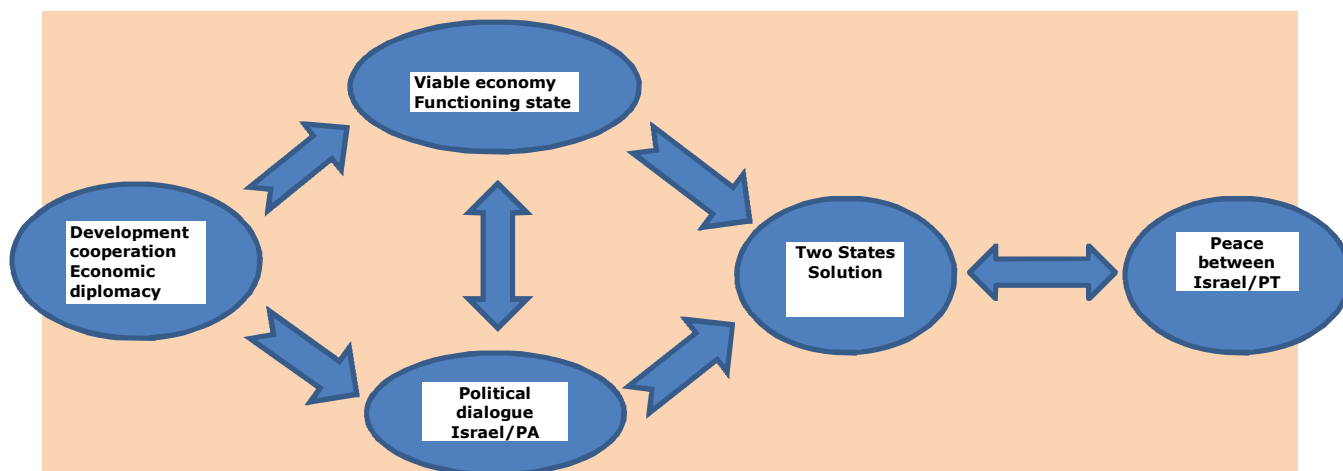
- Sustainable food production for the population
 - Access to and availability and use of land and water for food production
 - High yields of horticultural crops produced by agricultural cooperatives
 - Strong public and financial institutional framework for the agricultural sector
- Access to markets for farmers
 - Competitiveness of agricultural products
 - Institutional capacity of the government for service delivery in the agricultural sector
 - No impediments to movement and access for agricultural goods and farmers
 - Good quality and marketability of horticultural products

The figure below is to be considered as a raw sketch of a policy theory with some elements of a ToC that needs to be worked out as part of this evaluation. This evaluation will be confined to only some of these building stones. This demarcation of the subject of this evaluation will be discussed under section 5: Scope of the evaluation.

¹⁷ Towards Two States: MASP for the Palestinian Territory 2012-2015, Netherlands Representative Office, September 2011, p. 1. As said before: some hold that peace may also be a condition for a two states solution.

¹⁸ These criteria concentrate on the areas of work The Netherlands is engaged in in the Palestinian Territories. In the literature on the concepts of a functioning state and a viable economy reference is made to much broader and larger sets of criteria. Examples are criteria mentioned by the OECD (Anke Hoeffler: Growth, aid and policies in countries recovering from war. OECD Development Co-operation Working Papers, October 2012) and the World Bank (Palestinian Economy is Losing Long-Term Competitiveness. Press release, March 11, 2013).

Figure 1 Sketch of a policy theory for the Palestinian Territories



To be able to position the development cooperation programme in a broader context, the ToC will be further reconstructed on the basis of documents and discussions with various stakeholder groups. As said before, as part of the evaluation an assessment will be made of the extent to which the ToC (and the subsequent policy choices) was based on an analysis of the Ministry about the situation in the Palestinian Territories, the key issues to be addressed and on a context analysis. This will make clear whether the ToC was based on scientific evidence and on explicit or implicit assumptions.

4. Expenditures

Bilateral channel

In the period under review, 2008 to mid-2014, the NRO and various departments of the Ministry of Foreign Affairs in The Hague spent an amount of EUR 192.4 million Official Development Assistance (ODA)-funding on development cooperation in the Palestinian Territories. Expenditures and the number of supported projects per sector are presented in the table below.¹⁹

Table 2 Total ODA disbursement through the bilateral channel

| Sector | EUR million | # project numbers |
|-------------------------|---------------|-------------------|
| Economic reconstruction | 43.80 | 21 |
| Budget support | 41.10 | 7 |
| Security | 26.15 | 19 |
| Rule of law | 20.14 | 19 |
| Human rights | 9.53 | 21 |
| Humanitarian aid | 43.55 | 18 |
| Other | 8.14 | 46 |
| Total | 192.41 | 151 |

¹⁹ These figures are from the financial administration system Piramide (1 August 2008 - 17 July 2014); ODA expenditures for private sector development are not included; the same applies to the share of subsidies for Dutch Non-Governmental Organisations and regular membership contributions to multilateral organisations that are used to support the Palestinian Territories.

Table 3 Total ODA disbursement through the bilateral channel by budget holder

| Budget holder ²⁰ | EUR million | # project numbers |
|---|---------------|-------------------|
| NRO Ramallah | 144.09 | 125 |
| Former Direction Human Rights and Peace Building (DMV) | 6.20 | 3 |
| Former Direction Good Governance/Humanitarian Aid (DMH) | 24.96 | 9 |
| Former Unit Fragility and Peace Building (EFV) | 6.18 | 2 |
| Stabilisation and Humanitarian Aid Department (DSH) | 10.79 | 9 |
| Bureau Political Affairs (BPZ) | 0.12 | 2 |
| Direction Security Policy (DVB) | 0.1 | 1 |
| Total | 192.41 | 151 |

Table 4 Types of organisations funded by the NRO²¹

| Type of organisation | EUR million | # project numbers |
|---|---------------|-------------------|
| NGO ²² | 52.84 | 46 |
| Multilateral (EC) | 41.58 | 9 |
| Public (Palestinian Authority institutions) | 23.69 | 21 |
| Multilateral (UN) ²³ | 22.32 | 22 |
| Others ²⁴ | 3.66 | 27 |
| Total | 144.09 | 125 |

Table 5 Types of organisations funded by the departments of the Ministry²⁵

| Type of organisation | EUR million | # project numbers |
|---------------------------------|--------------|-------------------|
| Multilateral (UN) ²⁶ | 41.62 | 16 |
| NGO ²⁷ | 5.62 | 6 |
| Others | 1.07 | 4 |
| Total | 48.32 | 26 |

Multilateral channel

In addition, the Netherlands channeled development cooperation in the Palestinian Territories through regular membership contributions to multilateral organisations, including the EU and the UN.

Table 6 Total ODA disbursement through Multilateral Organisations^{28 29 30}

| Multilateral organisation | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | Total |
|---------------------------|------|------|------|------|------|------|-------|
| EU Institutions | 8.59 | 7.35 | 6.81 | 3.64 | 2.47 | 3.26 | 32.12 |
| Global Fund (GFATM) | 0.00 | 0.00 | 0.05 | 0.01 | 0.05 | 0.02 | 0.12 |

²⁰ DMV was transformed into DMH and EFV. DMH and EFV are now partly transformed into DSH.

²¹ About 60 organisations received funds; the largest recipients were: EC, PARC, UNOPS and the Municipal Development Fund.

²² Local, international and donor NGOs.

²³ All types of UN organisations.

²⁴ Does not include private sector actors.

²⁵ About 10 organisations received funds; the largest recipients were: UNWRA and UNOPS.

²⁶ All types of UN organisations.

²⁷ Local and international NGOs.

²⁸ OECD.StatExtracts, retrieved at 6 January 2015.

²⁹ Financial administration system Piramide, retrieved at 14 January 2015.

³⁰ 2 of the in total 8 multilateral organisations through which the Netherlands channeled ODA to the Palestinian Territories are left out because of the low amount of disbursements (Global Fund [GFATM] and WHO).

| | | | | | | | |
|--------------|--------------|--------------|--------------|--------------|--------------|--------------|---------------|
| UNDP | 1.92 | 1.76 | 1.37 | 0.97 | 0.85 | 0.81 | 7.67 |
| UNFPA | 0.56 | 0.63 | 0.56 | 0.49 | 0.50 | 0.48 | 3.21 |
| UNICEF | 0.51 | 0.59 | 0.46 | 0.46 | 0.23 | 0.28 | 2.54 |
| UNRWA | 10.47 | 10.99 | 10.88 | 11.97 | 10.49 | 7.47 | 62.28 |
| WFP | 0.97 | 0.38 | 0.69 | 1.36 | 1.86 | 0.95 | 6.21 |
| WHO | 0.00 | 0.00 | 0.00 | 0.03 | 0.01 | 0.02 | 0.06 |
| Total | 23.02 | 21.70 | 20.83 | 18.92 | 16.45 | 13.28 | 114.21 |

Private channel

Finally, the Netherlands supported the Palestinian Territories through Dutch co-financing organisations in the context of the Co-Financing System (MFS) I and II programmes and some other organisations. Some of the Dutch NGOs receiving subsidies spent in the Palestinian Territories are the IMPACT Alliance (secretary: Oxfam Novib) and ICCO Alliance (secretary: ICCO). Also trade union FNV Mondial and the Association of Dutch Municipalities (VNG International) received subsidies. Figures and further information on the projects of NGOs will be collected in the context of this evaluation.

5. Scope

Demarcation of the evaluation

The evaluation will primarily be about the development cooperation programme with the Palestinian Territories and about its contribution to the development of a viable Palestinian economy and a functioning Palestinian state.

Economic diplomacy and political dialogue will be addressed in case there is a direct relation with the development cooperation programme.³¹ An example of this is the dialogue between The Netherlands (mainly by the Embassy in Tel Aviv) and the Government of Israel about the easing of restrictions on trade in vegetables imposed on Gaza.³²

The question to what extent the programme has contributed to the two states solution and peace between Israel and the Palestinian Territories will not be subject of the evaluation because, given the complex political environment, those longer term goals are beyond the scope of the Dutch development cooperation programme, although its aims contribute to these objectives.

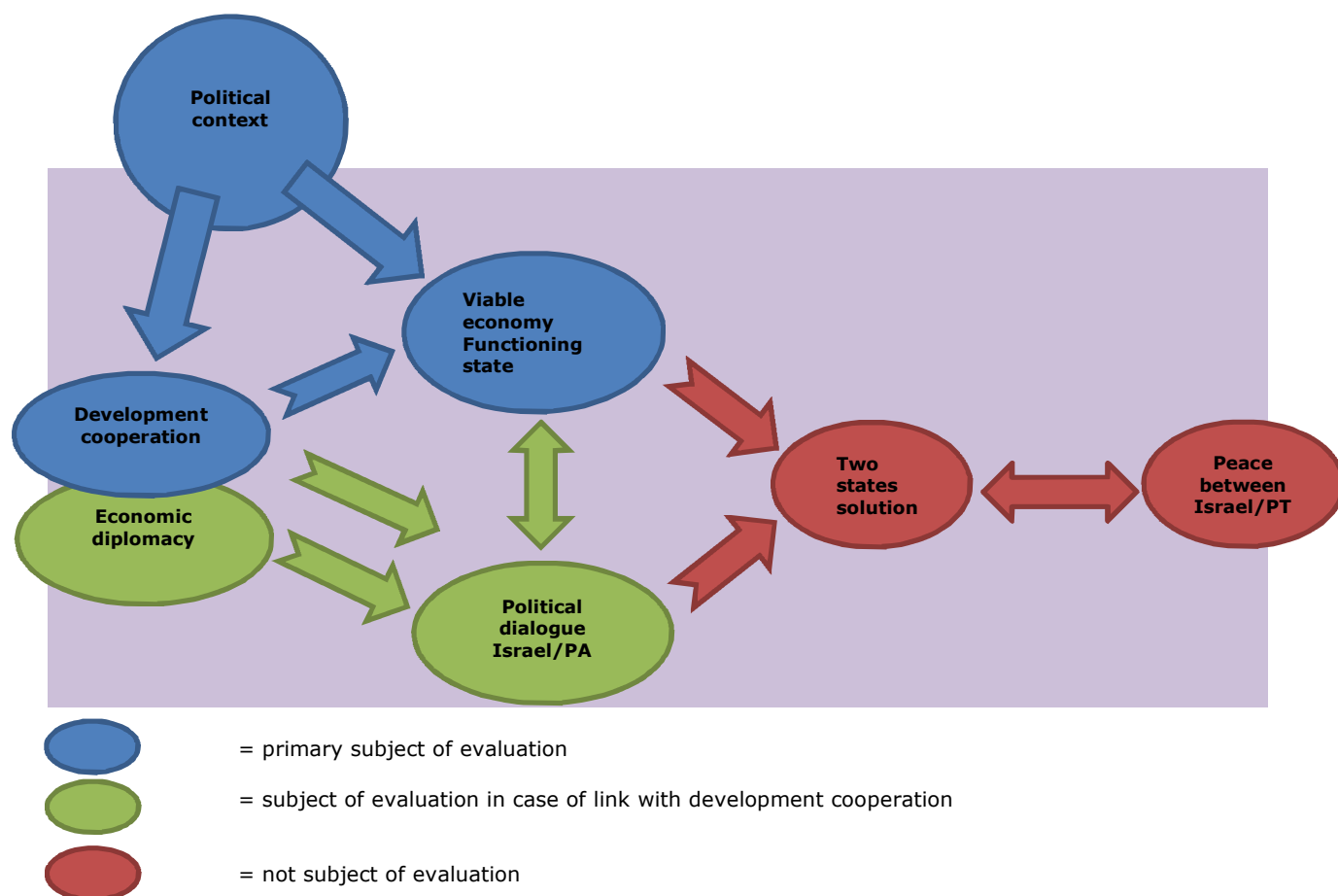
However, we will reflect on the status of the two states solution and the peace process and we will pay attention to the significance of a functioning state and a viable economy as enabling factors for the achievement of the two states solution and peace. We will also reflect on opportunities and threats in this context.

Linking development cooperation to the wider political context/the political economy in which it takes place will be an important point of attention of the evaluation because an enabling political environment contributes to a large extent to the effectiveness of the development programme ('enabling environment') and because the relevance of the development cooperation depends on the extent to which the political context is taken into account. It is expected that, when it comes to explanations for the effectiveness, coherence and sustainability of particular development outcomes (either positive or negative), the political context will be very important. The important role of the occupation of the Palestinian Territories by Israel and the capacity of the PA will be emphasized in the analysis of the context.

³¹ Since 2012, in the policy of the Minister for Foreign Trade and Development Cooperation, economic diplomacy is included in development cooperation. However this was not the case before 2012. This is reflected in the figure below.

³² See article of 6 March 2015 in the Jerusalem Post 'PLO leaders recommend that Palestinian Authority halt security coordination with Israel', in which the Netherlands Ambassador in Tel Aviv explains the Dutch policy towards export of high value crops from Gaza.

Figure 2 *Scope of the evaluation*



The evaluation will also pay attention to fiduciary risks (including fungibility), mechanisms, possible irregularities and mitigating measures in response to parliamentary questions concerning these issues. The evaluation will make use of existing audit reports.

Indirect funding

In this evaluation attention will not only be given to bilateral development cooperation (central funds and direct funding by the NRO), but also to support through multilateral organisations such as the European Union (EU), United Nations Development Programme (UNDP), United Nations Children’s Fund (UNICEF), UNRWA and the World Food Programme (WFP) and through Dutch NGOs such as ICCO, OxfamNovib, SPARK, PAX, Cordaid, VNG International and FNV Modiaal.³³

The analysis of support channeled through regular contributions to multilateral organisations will pay attention to the nature and results of the programmes, the complementarity with bilateral activities of The Netherlands and to the influence of The Netherlands on the negotiations about the choices made and on its role in local donor coordination. The evaluation of support via Dutch NGOs will concern a description of the supported projects and their results and will look into the communication between NRO and Dutch NGOs and on the complementarity of their activities. Available evaluation reports will be used to report on results.

³³ With involvement of the Ministry of Foreign Affairs via regular membership contributions to multilateral organisations and via Dutch NGOs in the context of the Co-Financing System (MFS) I and II programmes and other subsidy arrangements.

Selection of projects to be evaluated

A large number of bilateral projects have been supported by the Ministry of Foreign Affairs in the period from 2008 until mid-2014.³⁴ A selection of these projects will be evaluated in this study. The following criteria apply for their selection:

- Representing a major share of the supported projects in terms of expenditure and numbers
- Representing sectors that are related to the goals of state building and viable economy
- Representing a variety of implementing organisations
- Representing projects in Gaza, West Bank and East Jerusalem
- Overlap between project duration and evaluation period

The projects on the list of projects to be evaluated³⁵ have been selected on the basis of these criteria. The current list represents about 62% of the expenditures and about 23% of the supported projects. It contains projects representing the sectors of economic reconstruction, governance (budget support, security and rule of law), human rights and humanitarian aid, a variety of implementing organisations such as UNWRA, the European Commission (EC), the Palestinian Agricultural Relief Committees (PARC) and the United Nations Office for Project Services (UNOPS). Such organisations represent multilaterals, international and national NGOs and public agencies.

6. Objectives

Keeping in mind the demarcation of the evaluation as outlined under section 5, the objectives of this evaluation are:

- To account for the ODA expenditures for development cooperation of the Netherlands Ministry of Foreign Affairs (between 2008 and mid-2014) contributing to the development of a functioning Palestinian state and a viable Palestinian economy in terms of relevance, effectiveness, coherence and sustainability;
- To gain insight in factors that influenced the relevance, effectiveness, coherence and sustainability of the development cooperation programme;
- To learn from the experiences concerning the influence of the political context, policy making processes and patterns of cooperation of the programme.

7. Evaluation questions

The central evaluation question is:

- To what extent has the development cooperation programme in the Palestinian Territories in the period between 2008 and mid-2014 been relevant, effective, coherent and sustainable in terms of contributions to the development of a functioning Palestinian state and a viable Palestinian economy?

The subquestions are:³⁶

Policy

- What have been Dutch policy and key features of the development cooperation programme?
- What have been the arguments and problems that led to the adopted policy?
- To what extent was the adopted policy informed by an analysis of the Ministry of key issues to be addressed and of political context factors?

³⁴ See Annex 6.

³⁵ See Annex 1.

³⁶ Relevance: the extent to which the activity is suited to the needs, priorities and policies of the target groups, recipients and donors; Effectiveness: the extent to which direct results of interventions contribute to the achievement of policy objectives; Coherence: the extent to which a particular policy fits in with other policies; in the context of this evaluation it refers to coherence of Dutch policies concerning development cooperation, foreign policy and economic policy and to tuning with policies of other donors. Sustainability: the probability of continuation of benefits after development assistance has been completed.

- To what extent was the policy formulation informed by a Theory of Change (ToC)?

Relevance

- To what extent did the programme reflect the goals of Dutch development policy?
- To what extent was the programme a response to the needs of the Palestinian people?
- To what extent was the programme relevant for the solution of the identified problems?
- To what extent was the programme relevant for the achievement of the goals concerning the development of a functioning Palestinian state and a viable Palestinian economy?

Effectiveness

- To what extent was the policy operationalized and implemented and were planned results achieved?
- What are explanations for successes or failures of the programme?
- What are unanticipated positive or negative consequences of the programme?
- To what extent has the Netherlands influenced the negotiations about the programmatic choices of multilateral agencies?
- To what extent were mechanisms built into the design of the programme to reduce fiduciary risks; were irregularities reported; what measures were taken to mitigate these?

Coherence

- To what extent was the development policy positioned in the political context in which it was to be implemented?
- To what extent was the development policy tuned to other elements of Dutch policy to promote peace and to policies of others actors?
- What has been the role of the NRO in local donor coordination and in strengthening the complementarity between activities supported by Dutch NGOs and by itself?

Sustainability

- Which mechanisms were built into the design of the programme to ascertain its sustainability?
- Which factors contributed to or hampered the sustainability of the achievements?

8. Risk assessment

Part of the evaluation research is planned to take place during field visits in the Palestinian Territories. Given the flared up armed conflict between Israel and the Palestinian Territories in Gaza (Summer 2014) and the subsequent disorientation and displacement of many people as well as demolition of economic and social infrastructure, it is not sure whether it will be possible to carry out field visits in this area. Even in the case that field visits prove to be feasible, the possibility should not be ruled out that particular results of development projects (both hardware and non-hardware) will have been demolished during the conflicts.³⁷ This would complicate the evaluation in the field.

Study of files and existing evaluation reports of supported projects is one of the methods to be used in this evaluation. Information about the baseline situation, strategies, goals, intended results, activities, intermediate and final results may not be readily available in the files or the quality of the information may prove to be inadequate. In such cases we may have to decide to exclude particular projects of our list from the analysis, or alternately, we may have to invest more in fieldwork to collect the missing information as yet.

9. Research design and methods

Context study

For the purpose of the evaluation, it is important to position the development cooperation programme of the Netherlands in its wider socio-economic and political context ('political economy') because this

³⁷ According to former Dutch prime-minister Dries van Agt, more than 17.000 houses and 200 schools, of which 75 UN-schools were demolished during the violence that took place in Summer 2014. In: *Internationale Spectator*, October 2014, Volume 68, Nr. 10, p. 22.

context influences and largely explains the outcomes of development cooperation. Carothers and de Gramont write that 'in principle all aid is motivated by political choices or stretches into the political domain'.³⁸ The European Centre for Development Policy Management (ECDPM) stresses the importance of political economy analyses 'as a tool for gaining better understanding to make sure that strategies are built on a solid understanding of societal dynamics, governance processes and prospects for improved accountability, and are realistically designed and implemented'.³⁹ According to Bakker, a political economy analysis should include a picture of policy and accountability of parties to be supported, a picture of (other) actors involved, their formal and informal relations and incentives that motivate them, a picture of the donor's position and of their possibilities to influence policy processes and to draw realistic pictures of achievable results.⁴⁰

A context study is also important to gain insight into the views of different parties on possible solutions for the conflict in this region that have been considered. This information is required to better understand the ToC and the higher level goals of The Netherlands. In addition we need information about the root causes of the absence of a functioning state and a viable economy in the Palestinian Territories that have led to the formulation of the development projects of The Netherlands in different sectors. We also need to know more about various actors and their interests and about how those interests influence the achievement of the goals.

The context study will go into the political economy as meant by ECDPM and Bakker and will also provide a concise overview of the history of the Palestinian Territories, the backgrounds of the conflict with Israel and among the different factions within the Palestinian Territories, an overview of possible solutions for the conflict that have been considered and about the social-economic situation in the territories. This context study will be prepared by a team of three consultants on the basis of a brief ToR, with a focus on the sort of information to be collected. Three peer reviewers will advise the consultants on the draft report of the context study.⁴¹

Policy review/Reconstruction of ToC

As has been said, there are numerous policy documents describing The Netherlands' strategies, goals and approaches of development cooperation with the Palestinian Territories. A review of such documents, complemented by interviews with persons who are/have been involved in policy formulation will be carried out as a basis for the evaluation, particularly for the assessment of relevance and effectiveness. This review will go beyond a traditional policy reconstruction. Attention will also be given to the socio-economic, political and cultural context in which the policies are implemented, to the actors involved, to the influence context and actors exercise on the programme and the strategy, to risks and dynamics of the programme and to implicit goals and assumptions of policy makers. To this end, the outcomes of the context study will be used as one of the inputs. The end product will be a reconstructed ToC. The IOB team will prepare the ToC in consultation with NRO staff in Ramallah, the Department of Northern Africa and the Middle East (DAM) and DSH. A brief visit of the IOB team to Ramallah for this purpose is foreseen.⁴²

Overview of support through the multilateral and private channels

An inventory of the contributions of multilateral organisations and some of the major bilateral donors to the Palestinian Territories will be made to position The Netherlands' contribution within the international aid arena. This information is required to answer questions concerning relevance, cooperation and complementarity of Dutch aid. Attention will particularly be given to multilateral agencies receiving regular contributions from The Netherlands such as the UN and the EU. Furthermore, subsidies for Dutch MFS organisations and other Dutch NGOs to be disbursed in the Palestinian Territories will be identified. That information is also required as a basis for the evaluation of that part of Dutch development cooperation. This overview will be prepared by the IOB team on the

³⁸ Carothers, T. and the Gramont, D.: Development Aid Confronts Politics: The Almost Revolution, 2013.

³⁹ ECDPM: Supporting Domestic Accountability: Exploring Conceptual Dimensions and Operational Challenges. Discussion Paper No. 93, 2009.

⁴⁰ Bakker, W.: Werken aan domestic accountability. Bevorderen van publieke verantwoording bij begrotingssteun, 2010.

⁴¹ See Annex 3 for the table of contents of the context study.

⁴² Other issues may also be addressed during such a brief visit e.g. concerning the planned fieldwork.

basis of nine key questions.⁴³ The overview will be based on a review of documents, internet search and on interviews with staff of implementing organisations. To this end, brief visits to the seats of some organisations may be made.

Collection of information on supported projects

The IOB team will collect information about all the projects selected for the evaluation. This information concerns backgrounds of the projects, baseline situations, strategies, goals, intended results, activities, intermediate and final results. This information will be abstracted from the files and in case there are gaps, additional information will be collected during interviews and fieldwork in the Palestinian Territories.

Fieldwork

A selection of projects identified for this evaluation will be reviewed and visited during fieldwork in the Palestinian Territories (West Bank, Gaza, East Jerusalem). The aim of such fieldwork is to collect information that was not available in the files or that was not reliable and to establish the link between project outcomes and their contributions to the achievement of programme goals. It is also meant to familiarize more with the programme by visiting sites and talking to people who are or have been involved in implementation of the projects. This may include implementers, beneficiaries, representatives of the PA and others. In addition, some critical outsiders holding different views on the approach of the programme will be interviewed. The fieldwork will be carried out by a team of three consultants. One of these will be the team leader and will be responsible for the evaluation of the programme as well as for two sectors. The other two consultants will each be primarily responsible for the evaluation of one or two sectors, apart from bearing team responsibilities. As the sectors of economic reconstruction, governance (security and rule of law), budget support and human rights and humanitarian aid⁴⁴ will be evaluated, we will be looking for consultants with knowledge of those sectors. Knowledge of the Palestinian Territories in the team will be required as well. The team will work on the basis of a ToR for the field study to be prepared by the IOB team and of an inception report/work plan to be prepared by the consultants and to be approved by the IOB team. In the ToR for the field study, specific evaluation questions will be formulated and it will be indicated how the link between project outcomes and contributions to the programme goals will be established.⁴⁵ The consultants' team will share the findings and learning of the fieldwork as much as possible with programme and NRO staff. They will organize a workshop at the end of the fieldwork to present their findings. The IOB team will participate partly in the fieldwork and in the workshop. This will help them to understand the context and the practice of the programme better, which will be an asset while writing the final report. The project information will be collected through document review, interviews, focus group discussions, a workshop and observation.

Measuring effectiveness, relevance, coherence and sustainability

Effectiveness will first be measured against the goals and intended results of a selection of projects as formulated in the project proposals. In case such goals and results were not clearly outlined, additional work will be done to reconstruct them. Information on the achievement of goals and results will be collected from progress and evaluation reports as well as from interviews. We will report on the effectiveness of the projects, but also of the programme as a whole. To this end, the outcomes of the project evaluations in the sectors will be analysed from the point of view of their contribution to the overarching goals of contribution to the development of a functioning state and a viable economy. Elementary criteria/indicators to guide that analysis are presented in the evaluation matrix⁴⁶; they will further be developed in the course of the evaluation. Documents and interviews will be used to assess to what extent these criteria have been met. Under effectiveness we will also pay attention to fiduciary aspects. An assessment will be made of fiduciary mechanisms integrated in projects and programmes

⁴³ See Annex 4 for these nine questions.

⁴⁴ Although human rights and humanitarian aid activities cannot be considered as one sector, for the purpose of the field study these are combined. One of the consultants will be responsible for the evaluation of projects in both fields.

⁴⁵ Methods to be applied: contribution analysis, process tracing, plausibility analysis.

⁴⁶ See Annex 2.

to reduce fiduciary risks; audit reports will be studied to assess the lawfulness of the expenditures, and mitigating measures to correct possible irregularities will be studied.

Elementary criteria for the evaluation of relevance and coherence of the programme have also been developed and will be further developed. Again documents and interviews will be used to assess to what extent they have been met. As to sustainability: the evaluation questions refer to which mechanisms were built into the design of the projects to ascertain sustainability and to factors that contributed/hampered sustainability. Methods to evaluate this are documents review and interviews.

Products

The IOB team will produce a final report, to be presented to the Minister of Foreign Trade and Development Cooperation. The context study and the report on the fieldwork in the Palestinian Territories, to be produced by consultants, will serve as inputs for the final report. Given the political sensibility of the information, we may consider not to publish them. An external editor will be contracted to prepare a newsletter summarizing the main features and findings of the evaluation. The IOB office editor will support the IOB evaluation team in the editing of the report and the newsletter. For both the final report and the newsletter, an editor will be contracted to correct the use of the English language.

Sharing of findings

During and after the evaluation (preliminary) findings will be shared with NRO, DAM and DSH for learning purposes. After publication of the report, knowledge will be shared during presentations, workshops and in articles with anyone interested in the evaluation report.

10. Organisation

IOB inspector Floris Blankenberg will have overall responsibility for the evaluation. He will conduct the evaluation in collaboration with IOB researcher Elise Landowski. A consultant will be contracted to implement the context study, and a team of three consultants will be contracted for the field research in the Palestinian Territories. For both the context study and the field study, a limited bidding procedure will suffice.

IOB inspectors Margret Verwijk and Bas Limonard will act as internal co-readers. Two other IOB inspectors, Paul de Nooijer and Ferko Bodnár will thoroughly review the ToR and advise the evaluation team accordingly. Geert Geut, Acting/Deputy Director of IOB will be responsible for the overall supervision of the evaluation. An external reference group has been appointed to contribute to the quality of the evaluation by sharing their knowledge, experience, views and comments with the IOB evaluation team. Members of the reference group are: mrs. Mariska van Beijnum (Institute Clingendael), mrs. Anne de Jong (University of Amsterdam), mr. Willem Beelaerts van Blokland (formerly Ministry of Foreign Affairs) and mr. Joost van Etro (senior policy officer DAM, Ministry of Foreign Affairs).

11. Planning

Table 7 *Planning of activities of the evaluation*

| When | What | Who |
|------------------|---|----------------|
| Sept '14-Feb '15 | Study of project files; final selection of projects to be evaluated | FB, EL |
| Sept-Nov '14 | Preparation concept ToR | FB |
| Nov '14 | Creation reference group | FB |
| Nov/Dec '14 | Discussion concept ToR in co-readers and reference groups | FB, EL, CR, RG |
| Nov '14 | Preparation ToR for context study | FB, EL |
| Nov '14 | Identification consultant for context study | FB |
| Nov-Dec '14 | Preparation overview international aid projects | FB, EL |
| Nov '14-Feb '15 | Preparation context study; submission report | CC |
| Mar '15 | Interim meeting co-readers group | FB, EL, CR |

| | | |
|------------------|--|---------------------|
| Mar `15 | Approval ToR | Dir IOB |
| Dec `14- Apr `15 | Policy review/reconstruction of ToC/brief visit to NRO | FB, EL |
| Mar `15 | Preparation ToR for field study | FB |
| Mar `15 | Identification consultants team for field study | FB |
| Jan-Apr `15 | Review of existing evaluation reports | FB, EL |
| May-August `15 | Implementation field study; submission report | CF |
| Jun `15 | Participation in field study/workshop | FB, EL |
| Jun `15 | Interim briefing co-readers group; (written) interim briefing ref. group | FB, EL, CR, RG |
| Sep `15 | Preparation first draft report | FB, EL |
| Sep `15 | Discussion first draft in co-readers and reference groups | FB, EL, CR, RG |
| Sep-Oct `15 | Preparation second draft report | FB, EL |
| Oct `15 | Discussion second draft in co-readers group | FB, EL, CR |
| Oct `15 | Preparation final report | FB, EL |
| Oct `15 | Approval final report | Dir IOB |
| Oct-Dec `15 | Preparing final report for publication/editing English language | FB, EL, JH, EE |
| Nov-Dec `15 | Preparing newsletter/for publication/editing English language | FB, EL, EN, JH |
| Dec`15 | Publication final report; submission to Minister; publication newsletter | FB, EL, Dir IOB, JH |

FB=Floris Blankenberg; EL=Elise Landowski; CR=Co-Readers; RG=Reference Group; CC=Consultant Context Study; CF=Consultants Field Study; JH=Jochem Hemink; EE=Editor English language; EN=Editor Newsletter.

12. Budget

Table 8 Budget for the evaluation

PM

Annex 1 List of projects to be evaluated

Table 9 Overview of project selection

| Theme | total # project numbers | total EUR million | selected # project numbers | selected # projects ⁴⁷ | selected EUR million | % EUR million | % # project numbers | # partners |
|-------------------------|-------------------------|-------------------|----------------------------|-----------------------------------|----------------------|---------------|---------------------|--------------|
| Economic reconstruction | 21 | 43.80 | 6 | 4 | 22.08 | 50.42% | 28.57% | 2 - PARC/FAO |
| Budget support | 7 | 41.10 | 7 | 1 | 41.10 | 100.00% | 100.00% | 1 - EC |
| Security | 19 | 26.15 | 4 | 2 | 11.80 | 45.12% | 21.05% | 1 UNOPS |
| Rule of law | 19 | 20.42 | 4 | 3 | 11.67 | 57.13% | 21.05% | 2 - UNDP/MDF |
| Human rights | 21 | 9.53 | 7 | 2 | 6.36 | 66.68% | 33.33% | 2 - NDC/ICHR |
| Humanitarian aid | 18 | 43.55 | 6 | 1 | 25.85 | 59.34% | 33.33% | 1 - UNRWA |
| Other | 46 | 8.14 | 0 | 0 | 0.00 | 0.00% | 0.00% | 0 |
| Total | 151 | 192.69 | 34 | 13 | 118.85 | 61.68% | 22.52% | 9 |

Table 10 List of projects to be evaluated

| Budget holder | Project number | Project name | Implementing agency | Years of expenditure | Expenditures in EUR million |
|--------------------------------|----------------|--------------------|---------------------|----------------------|-----------------------------|
| Economic reconstruction | | | | | |
| NRO | 20431 | Land Development 3 | PARC | 2008-2013 | 7.92 |
| NRO | 16445 | Land Development 2 | PARC | 2008-2009 | 4.72 |

⁴⁷ The projects as a whole each consist of several projects numbers, reflecting contribution in different years and/or extensions.

| | | | | | |
|-------------------------|---------------------|----------------------------|-------|-----------|-------|
| NRO | 16424 | EurepGap | PARC | 2008-2009 | 1.29 |
| NRO | 20143 | Global Gap | PARC | 2009-2013 | 4.64 |
| NRO | 24985 ⁴⁸ | High Value Crops | FAO | 2013-2014 | 3.15 |
| NRO | 24757 | Gaza Buffer Zone | FAO | 2012-2013 | 0.37 |
| Budget support | | | | | |
| NRO | 18951 | Pegase | EC | 2008 | 14.60 |
| NRO | 19599 | Pegase | EC | 2009 | 10.00 |
| NRO | 24448 | Pegase | EC | 2012 | 5.00 |
| NRO | 22477 | Pegase | EC | 2010 | 4.50 |
| NRO | 25413 | Pegase | EC | 2013 | 3.50 |
| NRO | 25980 | Pegase | EC | 2013 | 2.00 |
| NRO | 25056 | Pegase | EC | 2012 | 1.50 |
| Security | | | | | |
| NRO | 22973 | Palestinian Civil Police 3 | UNOPS | 2011-2014 | 4.70 |
| DSH | 24377 | Container scanners | UNOPS | 2012 | 2.61 |
| DSH | 24907 | Container scanners | UNOPS | 2012-2013 | 2.44 |
| NRO | 20718 | Palestinian Civil Police | UNOPS | 2009-2010 | 2.05 |
| Rule of law | | | | | |
| NRO | 21604 | Access to Justice | UNDP | 2010-2012 | 2.12 |
| NRO | 25145 | Access to Justice (EXT) | UNDP | 2013 | 1.26 |
| NRO | 19028 | MDLF 2008 | MDF | 2008 | 5.00 |
| NRO | 15750 | MDF/EMSR PII | MDF | 2008-2009 | 3.29 |
| Human rights | | | | | |
| NRO | 21250 | HR Secretariat II | NDC | 2010-2013 | 2.59 |
| NRO | 17962 | HR Secretariat I | NDC | 2008-2010 | 1.03 |
| NRO | 25290 | HR Secretariat (EXT) | NDC | 2013 | 0.50 |
| NRO | 17362 | ICHR Core Support | ICHR | 2008-2010 | 0.89 |
| NRO | 22886 | ICHR Core Support | ICHR | 2011-2013 | 0.80 |
| NRO | 25813 | ICHR Core Support | ICHR | 2014 | 0.40 |
| NRO | 22500 | ICHR (EXT) June 2011 | ICHR | 2011 | 0.14 |
| Humanitarian aid | | | | | |
| DMM ⁴⁹ | 19169 | UNRWA Core Support | UNRWA | 2009 | 6.00 |
| DMM | 21517 | UNRWA Core Support | UNRWA | 2010 | 5.00 |
| DMM | 23057 | UNRWA Core Support | UNRWA | 2011 | 4.94 |
| DMM | 17704 | UNRWA Core Support | UNRWA | 2008 | 4.41 |
| DMM | 24223 | UNRWA Core Support | UNRWA | 2012 | 4.00 |
| DSH | 26319 | UNRWA Core Support | UNRWA | 2014 | 1.50 |

⁴⁸ Both the High Value Crops (24985) and the Gaza Buffer Zone (24757) projects will be evaluated by the NRO itself. However, as these projects were initially selected to be evaluated by the IOB evaluation team, they are included in this overview.

⁴⁹ Now called DMM; during part of the period evaluated this department was known as DVF.

Annex 2 Evaluation matrix

Table 11 *Evaluation matrix: evaluation questions and criteria, means of verification and indicators, sources and methods*

| Main question | Criteria | Subquestions | Means of verification (MoV) / Indicators | Sources / methods |
|--|-----------|---|--|--|
| To what extent has the development cooperation programme in the Palestinian Territories in the period between 2008 and mid-2014 been relevant, effective, coherent and sustainable in terms of contributions to the development of a functioning Palestinian state and a viable Palestinian economy? | Policy | What has been the Dutch policy and key features of the development cooperation programme? | MoV: Description of policy, key features of the programme and of the patterns of cooperation | Study of policy documents; supplementary interviews with policy makers of the MFA and NRO; Study of policy progress and evaluation reports and Annual Reports of NRO; figures from the Pyramid data system of the MFA; supplementary interviews with policy makers of the MFA and NRO. |
| | | What have been the arguments and problems that led to the adopted policy? | MoV: Description and partly reconstruction of argumentation | Study of policy documents; supplementary interviews with policy makers of the MFA and NRO. Chapter on the socio-economic and institutional situation in the Palestinian Territories 2004-2014 of the context study. |
| | | To what extent was the adopted policy informed by an analysis of the Ministry of key issues to be addressed and of political context factors? | Indicator: Relevant analyses are available and used for the formulation of the MASPs. | Study of analyses of the Ministry about the situation in the Palestinian Territories, the key issues to be addressed and the context. Interviews with policy staff of NRO, DAM and DSH. |
| | | To what extent was the policy formulation informed by a ToC? | Indicators: A ToC was developed; in policy documents explicit reference is made to the ToC; elements of the ToC are reflected in the policy choices MoV: Description of the process of policy formulation and the (possible) role of ToC in this process | Review of documents such as MASPs and project documents; supplementary interviews with policy makers of the MFA and NRO. |
| | Relevance | To what extent did the programme reflect the goals of Dutch development policy? | Indicators: In policy and programme documents explicit reference is made to the goals of Dutch development policy; elements of Dutch development policy are reflected in the programmatic choices MoV: Comparison and assessment of differences between policy and the programme in the Palestinian Territories | Study of policy documents MFA concerning the Palestinian Territories, general (sectoral) policy documents, reports of parliamentary debates and 'berichtenverkeer'; study of programme documents (e.g. MASPs); project descriptions; supplementary interviews with policy makers. |
| | | To what extent was the programme a response to the needs of the Palestinian people? | Indicator: In the policy and programme documents explicit reference is made to how the programme will contribute to address the needs of the Palestinian people MoV: Comparison and assessment of | Study of programme/project documents and of the Palestinian Reform and Development Plan 2008-2010, National Development Plans 2011-2013 and 2014-2016, Action Plan Agricultural Sector 2010. Other sectoral plans of the Palestinian Authority. Supplementary interviews with officials of the |

| | | | | |
|--|---------------|--|--|---|
| | | | differences between the programme and the development goals of the Palestinian Authority and of representatives of civil society | Palestinian Authority, representatives of civil society and the NRO. |
| | | To what extent did the programme contribute to the solution of the identified problems? | MoV: Assessment of the programme in the context of the socio-economic and institutional situation in the Palestinian Territories | Study of programme/project documents; outcomes of the context study, particularly the chapter on socio-economic and institutional situation in the Palestinian Territories 2004-2014. Supplementary interviews with officials of the Palestinian Authority, representatives of civil society, research institutes and of the NRO. |
| | | To what extent was the programme relevant for the achievement of the goals concerning the development of a functioning Palestinian state and a viable Palestinian economy? | MoV: Assessment of improvements in the functioning of the Palestinian state and in the viability of the Palestinian economy; plausibility analysis of contributions of the Dutch development programme to a better functioning state and a more viable economy | Study of documents concerning the development of Palestinian institutions and economy in the period 2008-2014. Interviews with officials of the Palestinian Authority, representatives of civil society and of organisations responsible for project implementation and of the NRO concerning development of institutions and economy and concerning contributions of the Dutch development programme. |
| | Effectiveness | To what extent was the policy operationalized and implemented and were planned results achieved? | Indicators: Policy per sector translated into relevant projects; projects implemented according to plan MoV: Assessment of sampled projects on output and outcome level against plans | Study of project documents; focus on sections that explain relation between policy and project, on the question to what extent the projects were actually implemented and on progress and evaluation reports and project plans. Supplementary interviews with representatives of implementing organisations and beneficiaries; in some cases: observation of constructed physical infrastructure; triangulation. |
| | | What are explanations for successes or failures of the programme? | MoV: Definition of what can be defined as 'successes' or 'failures'; analysis/reconstruction of programme development, implementation and environment (factors influencing programme development and implementation) Assessment of factors in programme development, implementation and environment that explain successes or failures | Policy and project documents, including progress and evaluation reports.; documents concerning the programme environment, including the context study. Supplementary interviews with representatives of implementing organisations and beneficiaries, officials of the Palestinian Authority, representatives of civil society, research institutes and of the NRO; triangulation. |
| | | What are unanticipated positive or negative consequences of the programme? | MoV: Definition of what can be defined as 'positive' or 'negative' consequences Analysis/reconstruction of positive or negative consequences and explanations for such consequences | Policy and project documents, including progress and evaluation reports. Supplementary interviews with representatives of implementing organisations and beneficiaries, officials of the Palestinian Authority, representatives of civil society, research institutes and of the NRO; triangulation. |
| | | To what extent has the Netherlands successfully | Indicator: Programme proposals that have been adjusted after negotiations | Original (if available) and final programme proposals of multilateral organisations; minutes of |

| | | | | |
|--|-----------|--|---|---|
| | | influenced the negotiations about the programmatic choices of multilateral agencies? | MoV: Comparison of original and final programme proposals; assessment of Dutch negotiation strategies and spearheads Assessment/reconstruction of Dutch influence on final programme proposals | meetings and letters concerning programmatic choices Interviews with Dutch negotiators and representatives of multilateral organisations responsible for programmes in the Palestinian Territories; triangulation |
| | | To what extent were mechanisms built into the design of the programme to reduce fiduciary risks; were irregularities reported; what measures were taken to mitigate these? | Indicator: In programme documents reference is made to fiduciary mechanisms; in audit reports judgments are made of the lawfulness of expenditures; in responses to audit reports measures to mitigate established irregularities were reported. MoV: assessment of reports to identify fiduciary mechanisms, possible irregularities and mitigating measures | Programme documents, audit reports, responses to audit reports, interviews. |
| | Coherence | To what extent was the development policy tuned to other elements of Dutch policy to promote peace between Israel and the Palestinian Territories and to policies of other actors? | Indicators: In programme documents reference is made to the relation between the programmes and other elements of Dutch policy/other actors and such elements are built into the programme to strengthen coherence; coherence of different elements of Dutch policy and those of other actors had positive effects on the achievement of strategic goals MoV: Identification of other elements of Dutch policy and of other actors assessment of efforts to build in coherence; plausibility analysis of contribution of coherence to achievement of strategic goals | Study of project documents, progress and evaluation reports with a focus on references to internal coherence and coherence with other actors; interviews with NRO and different departments of the Ministry of Foreign Affairs in The Hague and with representatives of other actors. |
| | | What has been the role of the NRO in local donor coordination? | Indicators: The NRO participated actively in local donor coordination activities; the contributions of the NRO resulted in better donor coordination; better donor coordination had positive effects on the achievement of strategic goals MoV: Identification of the process of local donor coordination; assessment of the role and contributions of the NRO in donor coordination; assessment of the positive effects of donor coordination; plausibility analysis of the contributions of the NRO to positive effects | Study of documents describing donor coordination mechanisms and minutes of donor coordination meetings; interviews with NRO and representatives of other donors in the Palestinian Territories . |

| | | | | |
|--|----------------|--|---|--|
| | | To what extent has the NRO taken initiatives to strengthen the complementarity between activities supported by Dutch NGOs and by itself? | <p>Indicators: The number of initiatives taken by the NRO to strengthen complementarity between itself and Dutch NGOs; the goal of those initiatives was to strengthen complementarity; the initiatives contributed to more complementarity</p> <p>MoV: Identification of initiatives taken by the NRO; identification of the goals of such initiatives; plausibility assessment of contribution of such initiatives to complementarity</p> | Study of documents describing initiatives of the NRO to strengthen complementarity between NRO and Dutch NGOs and of reports reporting on the outcomes of those initiatives. Interviews with NRO and representatives of Dutch NGOs in the Palestinian Territories and/or in the Netherlands. |
| | Sustainability | Which mechanisms were built into the design of the programme to ascertain its sustainability? | Indicator: In project proposals different mechanisms were built in to ascertain sustainability | Study of project documents and interviews with project staff and beneficiaries; triangulation. |
| | | Which factors contributed to or hampered sustainability of the achievements? | MoV: Identification of factors in the project environment that supported/undermined sustainability | Interviews with project staff and beneficiaries; triangulation. |

Annex 3 Contents of the context study

I. Introduction (1 page)

1. Objective and scope of the study
2. Approach/methods/limitations

II. History (5 pages)

1. Origin of the Palestinian Territories/link with creation of Israel/key causes of the conflict
2. Consequences of creation of Israel for Palestinians (refugees, camps)
3. Military developments (wars, intifadas, security)
4. Political developments (position Israel towards Palestinian Authority, role/influence Palestinian Liberation Organization (PLO), Fatah, Hamas, others, relationships between Fatah and Hamas)
5. Geographic developments (changing borders, territories, zones, settlements)
6. Demographic developments (population in Gaza/West Bank/East Jerusalem, population growth and structure, density)

III. Political economy analysis (8 pages)

1. Overview of most important formal and informal political institutions, their roles, goals and interests
2. Their formal and informal relations and incentives that motivate them
3. The way they influence systems, including development programmes
4. The role of other actors such as Civil Society Organisations (CSOs) including NGOs and trade unions and how they interact with political institutions
5. The position of donors⁵⁰ in this arena; their possibilities to influence policy processes

IV. Socio-economic and institutional situation in the Palestinian Territories 2004-2014 (10 pages)

1. Economic development (employment, formal and informal economic activities, potential of Palestinian Territories, import/export, harbor, blockage, closed borders, West Bank barrier)
2. Consequences of blockage, closed borders, barrier, settlement, etc. for economic development of Palestinian Territories
3. Living conditions (infrastructure, housing, health, education, food security, water, employment)
4. Institutional development/governance (legislation, legitimacy, rule of law, public finance management, democratic institutions, state-society relations, security systems, human rights); informal justice systems

V. Analysis of options for solving the Israeli/Palestinian conflict (6 pages)

1. Which options for solving the Israeli/Palestinian conflict have been considered?
2. What is the position of Israel and the Palestinian Authority in this?
3. What is the position of the international community in this? (UN, EU, USA, Arab world, bilateral donors, the Netherlands)?
4. How have these positions evolved in the period 2004-2014?
5. What are obstacles for solving the problems?
6. What do Israel, the Palestinian Authority and the international community undertake to solve the problems?
7. What are solutions for the problems between political factions within the Palestinian Territories (Hamas/Fatah/others) that have been considered?
8. What are obstacles for solving the problems?
9. What do these factions and the international community undertake to solve the problems?

Annexes (unlimited)

1. References/Sources
2. Tables/Figures/Maps
3. Other relevant information

⁵⁰ This may refer to multilateral (focus on EU, UN and other larger donors), bilateral donors (focus on larger donors, including USA and Arabic countries) and larger International NGOs (INGOs).

Annex 4 Questions guiding the inventory of programmes of multilateral organisations and Dutch NGOs in the Palestinian Territories

1. Which multilateral organisations and Dutch NGOs implement programmes in the Palestinian Territories with contributions/subsidies of The Netherlands?
2. What are the objectives of the programmes of the multilateral organisations and Dutch NGOs?
3. Which overall agenda does their engagement serve?
4. In which sectors are they active?
5. How much do they contribute in EUR?
6. Who are the beneficiaries of the aid programmes?
7. Who are the cooperation partners of the multilateral organisations and Dutch NGOs?
8. To what extent do the multilateral organisations and Dutch NGOs cooperate/coordinate with The Netherlands?
9. What can be said about the relevance and effectiveness of the programmes?

Annex 5 References

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Annex 6 Complete list of projects

Table 12 *List of projects organised by sector with projects selected for evaluation highlighted*

| Budget holder | Project number | Project name | Implementing agency | Years of expenditure | Expenditures in EUR million |
|--------------------------------|----------------|---------------------------|---------------------|----------------------|-----------------------------|
| Economic Reconstruction | | | | | |
| NRO | 20431 | Land Development 3 | PARC | 2008-2013 | 7.92 |
| NRO | 16445 | Land Development 2 | PARC | 2008-2009 | 4.72 |
| NRO | 20143 | Global Gap | PARC | 2009-2013 | 4.64 |
| NRO | 21629 | Gaza Early Recovery II | PARC | 2010-2013 | 4.26 |
| NRO | 18183 | Agricultural Inputs II | PARC | 2008-2009 | 3.55 |
| NRO | 24985 | High Value Crops | FAO | 2013-2014 | 3.15 |
| NRO | 20044 | Gaza Early Recovery | PARC | 2009-2010 | 2.68 |
| NRO | 21581 | Financial Inst. (REEF) | REEF | 2010-2014 | 2.27 |
| NRO | 23109 | Cash Crops | PARC | 2011-2013 | 2.05 |
| NRO | 25565 | LWRM Program | UNAWC | 2013-2014 | 1.76 |
| NRO | 21751 | Cash Crops | PARC | 2010-2011 | 1.74 |
| NRO | 20281 | Gaza Cash Crops | PARC | 2009-2010 | 1.57 |
| NRO | 16693 | Financial Inst. (REEF) | PARC | 2008-2009 | 1.33 |
| NRO | 16424 | EurepGap | PARC | 2008-2009 | 1.29 |
| NRO | 24757 | Gaza Buffer Zone | FAO | 2012-2013 | 0.37 |
| NRO | 26416 | Area C Agricultural Wells | FAO | 2014 | 0.30 |
| NRO | 25855 | Capacity Building MoA | FAO | 2014 | 0.10 |
| NRO | 24103 | Consultant Food Security | VAN KESSEL | 2012-2013 | 0.05 |
| NRO | 19475 | Evaluation Agriculture | POL, J. VAN DE | 2009 | 0.02 |
| NRO | 24724 | Mission MoA Programme | FAO | 2012 | 0.01 |
| NRO | 26481 | Sector Study FS – NICHE | SYNERGIE | 2014 | 0.01 |
| Budget Support | | | | | |
| NRO | 18951 | Pegase | EC | 2008 | 14.60 |
| NRO | 19599 | Pegase | EC | 2009 | 10.00 |
| NRO | 24448 | Pegase | EC | 2012 | 5.00 |
| NRO | 22477 | Pegase | EC | 2010 | 4.50 |
| NRO | 25413 | Pegase | EC | 2013 | 3.50 |
| NRO | 25980 | Pegase | EC | 2013 | 2.00 |

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|---------------------|-------|----------------------------|--------------|-----------|------|
| NRO | 25056 | Pegase | EC | 2012 | 1.50 |
| Security | | | | | |
| NRO | 22973 | Palestinian Civil Police 3 | UNOPS | 2011-2014 | 4.70 |
| EFV | 19024 | Jericho Prison | UNOPS | 2009-2010 | 4.64 |
| DSH | 24377 | Container scanners | UNOPS | 2012 | 2.61 |
| DSH | 24907 | Container scanners | UNOPS | 2012-2013 | 2.44 |
| NRO | 20718 | Palestinian Civil Police | UNOPS | 2009-2010 | 2.05 |
| EFV | 19022 | Police Training Jericho | UNOPS | 2009-2010 | 1.53 |
| NRO | 12446 | Support to Civil Police | PAL MoF | 2008 | 1.50 |
| NRO | 18005 | Prison refurbishment | PECDAR | 2008-2010 | 1.32 |
| NRO | 22989 | NAD-V | NRO (NORWAY) | 2011-2014 | 1.16 |
| NRO | 20492 | Judicial Police | UNOPS | 2009 | 0.97 |
| DSH | 23734 | OT/Def/USSC Dayton 2 | 0 | 2013 | 0.65 |
| NRO | 25381 | Mateen Programme (EXT) | CILC | 2013 | 0.64 |
| NRO | 21341 | PLO NAD-IV | DFID | 2010 | 0.53 |
| NRO | 20793 | Civil Protection Centre | PECDAR | 2009-2012 | 0.51 |
| NRO | 19047 | Security Sector Analysis 2 | EU | 2008-2010 | 0.37 |
| DSH | 25629 | Forum 2000 – MO | NADACE FORUM | 2013-2014 | 0.24 |
| NRO | 16338 | TIM Civil Police | PAL MoF | 2008 | 0.11 |
| NRO | 14804 | Security Sector Analysis | EU | 2008 | 0.11 |
| DVB | 18386 | Bijdrage EUPOL COPPS | MINBUZA | 2008-2010 | 0.07 |
| Rule of Law | | | | | |
| NRO | 19028 | MDLF 2008 | MDF | 2008 | 5.00 |
| NRO | 15750 | MDF/EMSR PII | MDF | 2008-2009 | 3.29 |
| NRO | 22094 | Penitentiary System | UNODC | 2010-2013 | 2.45 |
| NRO | 21604 | Access to Justice | UNDP | 2010-2012 | 2.12 |
| NRO | 20179 | Palestinian Prosecution | CILC | 2010-2013 | 1.80 |
| NRO | 25145 | Access to Justice (EXT) | UNDP | 2013 | 1.26 |
| NRO | 21321 | Anti-Corruption IV | CAI, AMAN | 2010-2013 | 0.70 |
| NRO | 17860 | Anti-Corruption | CAI, AMAN | 2008-2010 | 0.55 |
| NRO | 15371 | PCBS Statistics II | PAL CBS | 2008-2010 | 0.53 |
| NRO | 25366 | OQR RoL Programme | UNDP | 2013-2014 | 0.44 |
| NRO | 18850 | PCBS Statistics III | PAL CBS | 2009-2010 | 0.41 |
| DSH | 25434 | Musawa PalGeb | MUSAWA | 2013-2014 | 0.33 |
| NRO | 24273 | PCP accountability | UNDP | 2012-2014 | 0.31 |
| NRO | 15645 | Musawa Core Funding | MUSAWA | 2008-2010 | 0.29 |
| NRO | 15645 | Musawa Core Funding | MUSAWA | 2008-2010 | 0.29 |
| NRO | 17016 | High Judicial Council | UNDP | 2008-2011 | 0.26 |
| NRO | 25411 | Anti-Corruption V | CAI, AMAN | 2013-2014 | 0.25 |
| NRO | 17374 | CJSSP-formulation | CILC | 2008-2009 | 0.10 |
| NRO | 24054 | Review RoL sector | M. EDWARDS | 2012 | 0.03 |
| Human Rights | | | | | |
| NRO | 21250 | HR Secretariat II | NDC | 2010-2013 | 2.59 |
| NRO | 17962 | HR Secretariat I | NDC | 2008-2010 | 1.03 |
| NRO | 17362 | ICHR Core Support | ICHR | 2008-2010 | 0.89 |
| NRO | 17363 | GCMHP2008-2010 | GCMHP | 2008-2010 | 0.85 |
| NRO | 22886 | ICHR Core Support | ICHR | 2011-2013 | 0.80 |
| NRO | 18915 | TRC Core Support 3 | TRC | 2009-2012 | 0.79 |
| NRO | 25290 | HR Secretariat (EXT) | NDC | 2013 | 0.50 |
| NRO | 13489 | Al-Haq Core Support 3 | ALHAQ | 2008-2009 | 0.34 |
| NRO | 13488 | TRC Core Support 2 | TRC | 2008-2009 | 0.29 |
| NRO | 15662 | Core funding DCI/PS 2 | DFC | 2008-2010 | 0.25 |
| NRO | 25731 | HR/IHL Fund | SIDA | 2013 | 0.20 |
| NRO | 25813 | ICHR Core Support | ICHR | 2014 | 0.20 |
| NRO | 14558 | HaMoked Core Support | HAMOKED | 2010 | 0.16 |

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|-------------------------|-------|--------------------------|---------------|-----------|------|
| NRO | 13490 | AI-Mezan Core Support | ALMEZAN | 2009 | 0.15 |
| NRO | 17347 | WCLAC 3 Core Funding | WCLAC | 2009 | 0.15 |
| NRO | 22500 | ICHR (EXT) June 2011 | ICHR | 2011 | 0.14 |
| NRO | 18391 | BTselem video cameras | BTSELEM | 2008 | 0.09 |
| NRO | 12167 | Sesame Stories II | SESAME | 2008 | 0.05 |
| NRO | 10976 | PICCR Core Support | ICHR | 2008 | 0.03 |
| NRO | 10980 | GCMHP Core Support | GCMHP | 2008 | 0.02 |
| NRO | 11365 | WCLAC Core Funding | WCLAC | 2008 | 0.01 |
| Humanitarian Aid | | | | | |
| DMM | 19169 | UNRWA Core Support | UNRWA | 2009 | 6.00 |
| DMM | 21517 | UNRWA Core Support | UNRWA | 2010 | 5.00 |
| NRO | 17560 | TIM 2008 | PRESIDENT OFF | 2008 | 5.00 |
| DMM | 23057 | UNRWA Core Support | UNRWA | 2011 | 4.94 |
| DMM | 17704 | UNRWA Core Support | UNRWA | 2008 | 4.41 |
| DMM | 24223 | UNRWA Core Support | UNRWA | 2012 | 4.00 |
| NRO | 17235 | TIM 2007 | PRESIDENT OFF | 2008 | 2.87 |
| DSH | 26319 | UNRWA Core Support | UNRWA | 2014 | 1.50 |
| DMH | 18256 | OT/NRK/PRCS | RED CROSS | 2008-2010 | 1.49 |
| DSH | 20698 | OT/NRK/Gaza-Libanon | RED CROSS | 2009-2012 | 1.23 |
| DMH | 23148 | OT WFP 2011 | WFP | 2009-2012 | 1.00 |
| DMH | 24327 | OT WFP 2012 | WFP | 2012 | 1.00 |
| DMV | 18781 | OT/WFP/voedsel 08 | WFP | 2008 | 1.00 |
| DSH | 25043 | GAZA NRK 2012 | RED CROSS | 2012-2014 | 0.99 |
| DSH | 26132 | NRK VIA PRC | RED CROSS | 2013-2014 | 0.80 |
| DMV | 17553 | OCHA/OT/KFO 2008 | UNOCHA | 2008 | 0.80 |
| DMH | 17585 | Gaza PARC 08 | PARC | 2008 | 0.78 |
| DMH | 19817 | OT/OCHA/2.2/HRF 2009 | UNOCHA | 2009 | 0.75 |
| Other | | | | | |
| NRO | 13168 | UNRWA recovery projects | UNRWA | 2011 | 2.97 |
| NRO | 14776 | NAD/NSU III | DFID | 2008-2010 | 1.39 |
| NRO | 25933 | Academic Water | MSM | 2013-2014 | 0.59 |
| NRO | 20864 | UNESCO Tel Ballata | UNESCO | 2009-2013 | 0.38 |
| NRO | 20498 | Palestine Film Fund | A.M. QATTAN | 2009-2013 | 0.32 |
| NRO | 17364 | Ma'an 2 | MA'AN | 2008-2008 | 0.21 |
| NRO | 17365 | Sesame Stories III | SESAME | 2008-2009 | 0.21 |
| NRO | 24442 | TDP 2012 | TDP | 2012-2013 | 0.21 |
| NRO | 20410 | Gaza Drama Activities | TDP | 2009-2011 | 0.18 |
| NRO | 19353 | Gaza/Sport&OS | UNRWA | 2009-2011 | 0.16 |
| NRO | 25858 | Crossborder Wastewater | UNDP | 2013 | 0.16 |
| NRO | 15403 | Pal Media Development | BBC | 2009-2010 | 0.10 |
| NRO | 19016 | RAM-Riwaq-Birzeit | RIWAQ - CAC | 2008-2009 | 0.09 |
| NRO | 21587 | Consultant Gaza | SHABAN, O. | 2010-2014 | 0.09 |
| BPZ | 25085 | OT/UNOV/UNRoD | 0 | 2012 | 0.07 |
| NRO | 19525 | Consultancy 2009 | BRANDSMA, J. | 2009-2011 | 0.07 |
| NRO | 22340 | Riwaq Hajjah PRCS Centre | RIWAQ - CAC | 2010-2011 | 0.07 |
| NRO | 19146 | UNRWA Hebrew Website | UNRWA | 2009-2011 | 0.06 |
| NRO | 22987 | West Bank Sport | UNRWA | 2011-2012 | 0.06 |
| NRO | 17924 | Consultancy 2008 | VARIOUS | 2008-2009 | 0.05 |
| NRO | 17778 | PKP ODA 2008 | NRO | 2008 | 0.05 |
| NRO | 23173 | SMALL ODA ACTIVITIES | VARIOUS NGO | 2011 | 0.05 |
| NRO | 19526 | PKP ODA- 2009 | NRO | 2009 | 0.05 |
| NRO | 21782 | PKP ODA 2010 | NRO | 2010 | 0.05 |
| NRO | 24661 | PKP ODA 2012 | VARIOUS NGO | 2012 | 0.04 |
| NRO | 18447 | Palestinian Identity | AEI | 2008-2010 | 0.04 |
| NRO | 15596 | Consultancy Services | KINGS COLLEGE | 2008 | 0.04 |

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|-----|-------|---------------------------|--------------|-----------|------|
| NRO | 24698 | Palestine Israel Journal | P/I JOURNAL | 2012-2013 | 0.04 |
| BPZ | 25681 | OT/COMET-ME/Water supply | 0 | 2010-2011 | 0.04 |
| NRO | 21249 | PASSIA Relig Studies 2010 | PASSIA | 2012-2013 | 0.04 |
| NRO | 24185 | PASSIA 2012 | PASSIA | 2012-2013 | 0.03 |
| NRO | 20442 | Gaza Kids naar NL | UNRWA | 2010 | 0.03 |
| NRO | 25918 | Feasibility Study CAM | VAN ABBE MUS | 2013 | 0.03 |
| NRO | 18870 | Hebron Rehabilitation | HRC | 2008-2010 | 0.03 |
| NRO | 19905 | Gaza Consultant | SHABAN, O. | 2009-2010 | 0.02 |
| NRO | 17243 | Edward Said Conservatory | EDWARD SAID | 2008 | 0.02 |
| NRO | 17197 | Huwwara Community | RIWAQ - CAC | 2008 | 0.02 |
| NRO | 19392 | Boek Qleibo | QLEIBO, M.A. | 2009-2012 | 0.02 |
| NRO | 26533 | Water Forum 2014 | BIRZEIT UNIV | 2014 | 0.02 |
| NRO | 26451 | PKP ODA/PD 2014 | 0 | 2014 | 0.01 |
| NRO | 18474 | My name is Jerusalem | ASHTAR T&T | 2008-2013 | 0.01 |
| NRO | 25526 | PKP ODA 2013 | VARIOUS NGO | 2013 | 0.01 |
| NRO | 26384 | Consultant Gaza | ALMOGHAYER | 2014 | 0.00 |
| NRO | 15401 | Jerusalem Documentary | PARC | 2008 | 0.00 |
| NRO | 19144 | Drafting Proposal Balata | UNESCO | 2009 | 0.00 |
| NRO | 26374 | PKP ODA 2014 | VARIOUS NGO | 2014 | 0.00 |