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Sida Decentralised Evaluation

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Evaluation of Sida's support to Kvinna till Kvinna (KtK) and
its programme: "Palestinian women seek greater power
and influence to organise for democratic state building"
2011-2013

Final Report

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Kvinna till Kvinna (KtK)
and its programme:
“Palestinian women seek
greater power and influence to
organise for democratic state
building” 2011-2013

**Final Report
December 2013**

Authors: Henrik Brade Johansen and Maisa Shqueir

The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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Foreword

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Abbreviations and Acronyms

AIDA	Association of International Development Agencies
AISHA	Association for Women's Rights in Development (PO)
B2B	Bereaved to bereaved
CSO	Civil Society Organisation
CEDAW	Committee of the Elimination of Discrimination against Women
CBO	Community Based Organisation
ET	Evaluation Team
EU	European Union
FR	Field Representative (KtK staff)
BV	Gender Based Violence
HR	Human Rights
KtK	Kvinna till Kvinna
INGO	International Non-Governmental Organisation
LACS	Local Aid Coordination Secretariat
LFA	Logical Framework Approach
NDC	NGO Development Centre
NGO	Non-governmental organisation
oPt	occupied Palestinian territory
PA	Palestinian Authority
PCATI	Public Committee Against Torture in Israel (PO)
PCBS	Palestinian Central Bureau of Statistics
PCHR	Palestinian Centre for Human and Women's Rights (PO)
PCPD	Palestine Centre for Peace and Democracy (PO)
PLC	Palestinian Legislative Council (defunct Parliament)
PO	KtK Partner Organisation
PWWSD	Palestinian Working Women's Society for Development (PO)
RBM	Results based management
SAWA	Organisation combatting violence against women (PO)

Sida	Swedish International Development Cooperation Agency
SHS	Stars of Hope Society (PO)
SWOT	Strenghts, Weaknesses, Opportunities and Threats
ToR	Terms of References
UNDP	United Nations Development Programme
UN SCR	United Nations Security Council Resolution
UNWomen	UN Entity for Gender Equality and Empowerment of Women
WAC	Women's Affairs Centre (PO)
VAW	Violence against women
WLAC	Womens' Legal Aid Centre
WSC	Women's Service Centre (PO)
WO	Women's Organisation
WwD	Women With Disability

Preface

The present evaluation assesses Kvinna till Kvinna's (KtK) programme: **“Palestinian women seek greater power and influence to organise for democratic state building in West Bank and Gaza during 2011-2013”**.

The evaluation is contracted by Sida through the Framework Agreement for Sida Reviews, Evaluations and Advisory Services on Results Frameworks with a consortium, led by SIPU, to which COWI is a partner. COWI has provided the international evaluation expert, Mr Henrik Brade Johansen as well as contracted the Palestinian expert, Ms Maise Shqueir. Upon preliminary desk studies, the team delivered an Inception Report by 17 May 2013; undertook field work in Palestine (WB and Gaza) from 19 to 28 May. The team delivered a debriefing note on 28 May to the Swedish Consulate in Jerusalem. Upon return from Palestine, Mr Henrik Brade Johansen undertook an additional fact-finding mission to Stockholm on 31 May to meet KtK head office as well as to brief Sida and SIPU staff.

The findings of the report are entirely the responsibility of the team and cannot be taken as expression of official Sida policies or viewpoints. The team would like to express its sincere thanks to The Swedish Consulate General in Jerusalem, to KtK's field and home office staff for continuous support as well as not least the many partners, beneficiaries and external stakeholders for taking time off to meet and discuss with the team amidst their often busy and important agendas.

Executive Summary

INTRODUCTION

Women in Palestine live hard lives with multi layers of oppressions: As Palestinians living in an occupied country and as women live in a patriarchal society. They live in widespread poverty and dependency because of the continued Israeli occupation, especially in the Gaza strip. where poverty rate among females is more than twice that of females in the West Bank (38 and 19 per cent respectively)¹. Restrictions on mobility and movement are increasing difficulties of livelihood and access to basic services (health, education, work, sending children to school) because of settlements, Apartheid wall, hundreds of checkpoints all over West Bank and siege over Gaza. Adding to that is the stalemate in the peace talks between the Israeli and the Palestine Authority (PA) on the one hand and the internal division between the two political forces Hamas and Fatah on the other hand.

But also within their own society, women experience strong patriarchal values that restrict them from taking part in societal affairs and expose them to violence² in public and private spheres. In public women have limited participation in the labour force and high unemployment. While in private sphere, Palestinian women are subject to different kinds of violence: Occupation, psychological, physical, sexual, social and economical violence.

Against this background, there is a need for international partners that will support Palestinian organisations in a variety of areas, from enhancing their role in society, giving them better legal position, better job and economic opportunities as well as combat violence against women (VAW).

KtK's programme has four elements: i) Enhance womens' political participation; ii) combat violence against women; iii) strengthening womens' organisations in Palestine and iv) strengthen Kvinna till Kvinns own organisation and impact. The program runs for the three years 2011-2013 and has an overall budget of 24.4 MSEK.

1 PCBS "Men and Women in Palestine Statistics" (2011)

2 Increase of unemployment among men and changes in gender roles has increased violence against women too, for further reading: <http://www.ashgate.com/isbn/9781409454533>

KtK has been present in Palestine since 2002 and works together with ten partner organisations (PO) – six on the West Bank, three in Gaza and one in Israel. Most of the organisations have been partners with KtK for long, since KtK emphasise the benefits for partners from having long term relationships and funding.

KtK has a feminist perspective on their work. They define this as striving towards a society where men and women have the same social, political and economic rights as KtK sees gender bias and unequal power structures as the fundamental obstacle to democracy, development and eventually peace. To this they have added a clear perspective on the fact that oPt is indeed occupied and that this situation should not be regarded as permanent or normal, but should be confronted by i.e. Palestinian women. In practice this means that they work predominantly with Womens' Organisations (WO) who seek to challenge the prevailing power structures rather than with the, more numerous, organisations who provide material support or services.

KtK supports not only the activities of Partner Organisations (PO), but also their analytical, organisational, strategic planning and fundraising capabilities in order to enable them to develop their outreach, focus their priorities and to secure broader funding. This includes seeking joint funding KtK and PO and assisting PO in approaching other funding sources. KtK also establishes networks for PO and other WO to share experiences and develop mutual activities across the geographical divide between WB and Gaza as well as with likeminded WO from other countries in the region.

Within the international donor community, KtK has initiated broader collaboration among organisations working on women's issues, including recently UN organisations as UNWomen, UNRWA and the Local Aid Coordination Secretariat (LACS) as well as the EU, meeting every two months.

The present programme was developed in 2009-2010, at a time with hopes for an end to the stalemate between WB and Gaza, and for a resumption of the peace talks with Israel. Unfortunately none of this has happened, which means that key outcomes as improved legislation or Parliamentary elections have not been held with the Palestinian Legislative Assembly (PLA) defunct since 2007. However, local elections were held in 2012 in West Bank municipalities and saw some limited progress in terms of women being elected to councils, including the first women's-all list.

In the fight against VAW, nominal successes can be noted such as the launching of national strategies on Violence against Women and a cross sectoral gender strategy in 2011, both after lobbying involving KtK PO. However, there has been little implementation of the strategies by the PA, due to its very tight financial situation.

In terms of raising awareness among women in oPt, studies by PCBS show that WO work on violence is practically invisible. The latest domestic violence survey show that less than 1 per cent of women subject to violence would consider approaching a WO for assistance.

At the outcome level, KtK and its PO can notice results by having a great number of women participate in awareness raising and professional counselling activities, enlightening them about their political and their human rights. Law enforcement personnel and judiciary have been trained in supporting women; victims of violence or other harassment, be it from their families, clans or from the Israeli occupation.

In terms of supporting the organisational development of PO, an increasing number of PO have developed strategic plans and improved their outreach and ability to seek funding from other sources. Due to the long-lasting nature of the KtK - PO relationships, no Exit strategies have been developed. However, as KtK is only a minority funder for most of the PO, they would not close if the KtK support stopped coming.

At the programmatic level, the evaluation points to little coherence between objectives and outputs; a lack of impact indicators, baselines or target figures against which to measure progress.

LESSONS LEARNED

The evaluation points to a number of lessons to be learned from the previous period and which should be reflected in a new, three year programme for 2014-2016:

- The political stalemate makes focus on training women to stand for elections less relevant. Instead, there is a demand for supporting women who are elected to councils, through networking and training
- Awareness raising and training is not enough to meet the demands and needs of women who have been subject to violence and oppression: They demand tangible assistance to find jobs, shelter as well as awareness raising focussing on changing attitudes among men.
- Despite Palestine having a very young population, the Womens' movement and WO in Palestine is dominated by older women at leadership positions, who were brought up in a different political situation than the one facing young today. There is a need for younger women to develop the movement
- Since impact of interventions is very difficult to assess, there is a need for long-term impact studies on how training etc has influenced the lives of those involved.
- The evaluation notices the benefits reaped by PO from KtK's strong support to the development of their organisations, establishing networks and experience-sharing between PO.
- Several of KtK's partners are very well established and funded and have developed their skills in strategic planning, programming and public profiles as well as well funded. They may not need much additional capacity development by KtK.
- KtK benefit from having developed close cooperation with major donor organisations, by having established opportunities to influence these.
- At the programme level there is little coherence and a need to revisit the links between objectives and indicators to improve coherence and include baseline fig-

ures and targets in the programming phase. Also quantitative indicators should be formulated where relevant.

- KtK uses a third of the overall Sida funding on its own organisation. The Evaluation Team (ET) sees opportunities for savings, especially if maintaining the same group of PO.

RECOMMENDATIONS FOR A NEW PROGRAMME

The evaluation concludes that there is a considerable need for programmes like KtK's to support Women's Organisation and especially to reach out to women in remote and fragile areas as small towns in Area C and in Gaza as these women are most at risk of poverty, oppression and violence. Hence the ET supports a new phase of the KtK Programme.

On this basis, the ET presents the following main recommendations for the 2014-2016 programme:

- Efforts to reduce violence against women should address – directly or through referral to other WO – needs expressed by women for supplementing capacity development with tangible support to finding jobs, vocational training and providing shelters. Also awareness raising should reach out to men and changing perceptions through schools.
- Impact studies should be made to assess how interventions influence participants in the longer term
- KtK should take a fresh view on the objectives as well as indicators from the perspective of ensuring both a baseline and target figures to enable measuring progress against plans.
- It should reach out to support women elected to political bodies and put more emphasis on activities that are not conditional on political changes, such as improved training of civil service and law enforcement personnel.
- KtK should actively support the inclusion of younger women in the decisive leadership of Women's organisations
- KtK should consider replacing well developed PO with new in need of organisational and strategic strengthening while maintaining good relations and networking with previous partners.
- Savings within KtK should be possible by reducing monitoring and capacity development in well-established PO

1 Introduction

1.1 BACKGROUND TO THE PROGRAMME

The object of this evaluation is KtK's programme: *Palestinian Women Seek Greater Power and Influence to Organise for Democratic State Building, 2011 – 2013*.

The programme was launched in January 2011 and runs for three years, i.e. till the end of 2013. It is a continuation of similar programme since 2002 – the previous from 2008-2010 - also fully funded by Sida.

The programme has a budget of 24.4 MSEK, in line with the previous 2008-2010 programme (22 M SEK). It's overall goal is to contributing to that *women in the occupied Palestinian territory (oPt) increasingly participate in public and political life*. This is in line with KtK's overall vision of womens' participation in peace building in accordance with UNSCR 1325.

This includes an objective to *Strengthen and support diverse womens' organisations (WO) securing their equal contribution to civil society's role in state- and peace building* and spells out into four major areas of work: *Increasing womens' participation; Adressing violence against women (VAW); Supporting stronger WO and Ensuring sustainability and efficiency of Kvinna till Kvinna*.

The programme comprises activities implemented by KtK, but mostly implemented by partner organisations (PO). KtK's own activities focus on:

- Organisational capacity-building of PO to enhance accountability, outreach and strategic planning;
- provision of support to staff security and welfare;
- networking between PO;
- research and awareness raising on situation of women in Palestine and
- coordination among and cooperation with other relevant donors and other actors in Palestine and in the region.

Besides the present programme, KtK has a number of activities funded by other, collected funds, including support to minority groups in Israel, such as Bedouin women.

KtK works with ten PO in the West Bank and Gaza³ (one of them is an Israeli organisation working with Palestinian women prisoners as target group and with a mixed Israeli and Palestinian staff), who implement this programme on local, national and regional levels.

Most PO have been supported for several years before the start of the present programme. This reflects KtK's commitment to long-term relationships as this will enable the partners to make long-term planning and that both parties to get to know and understand each other throughout.

1.2 PURPOSE OF THE EVALUATION

The Terms of Reference⁴ presents a double focus:

1. to make a results-based evaluation in order to see to what extent the programme objectives and its main purpose have been achieved and to what degree the activities have contributed to this
2. to provide recommendations, information and lessons learned in order to serve as basis for i) decisions of future Sida support to KtK's programme and ii) KtK in designing its coming programme phase 2014-2016.

The evaluation shall assess the programme based upon standard OECD/DAC evaluation criteria and answering a long list of specific questions as presented in Chapter 3.

1.3 METHODOLOGY

The Evaluation Team (ET) bases this evaluation on:

- Desk study of programme documents, partner's project documents, review and evaluation of partners, KtK's progress report – narrative and in Matrix-RBM format; other relevant background policy documents on women's situation in Palestine, including a recent organisational assessment of KtK.
- In-depth discussions with Sida in Jerusalem and KtK's officers, including an initial SWOT-analysis of the organisation
- Semi-structured interviews with leading representatives from nine of the ten partner organisations, including the three in Gaza
- Interviews on site with field staff and beneficiaries of five of the organisations for triangulation of findings from interviews with head office staff

³ See Annex 2 for a list of the partners

⁴ See Annex 1 for the Terms of References

- Interviews with external stakeholders – other Women’s organisations, relevant international cooperation organisations – EU, UN and bilateral
 - Interview with KtK staff in Stockholm
 - Based upon the interviews and reports, the team has discussed the findings, first with Sida when presenting the Debriefing note and later with each other and through additional information from KtK.
- Despite the quite different nature of the KtK partners, they all had rather the same view on KtK and their cooperation, demonstrating in what ways KtK had assisted them forward.

A brief Inception report was presented to the Swedish Consulate General/Sida in Jerusalem on 17 May, shortly before the arrival of the ET. Upon the completion of the visit to Palestine, the team presented Sida and KtK with its findings in the form of a Debriefing note (Annex 5).

1.3.1 A methodological reflection

The nature of the evaluation – with foreigners asking questions on cooperation with a foreign funding partner - can easily lead PO to give a more positive picture of cooperation in order to ensure future funding. Aware of this, the Palestinian team-member paid additional visits to some partners to follow-up and got additional and more varied comments on the cooperation. The same problem arises at meetings with beneficiaries who do not want to criticise the organisation that assist them. Views of external stakeholders can bring some perspective, although they may also have their own agenda. However, the intimate knowledge of the Palestine women’s movement by the Palestinian consultant enabled the ET, we believe, to draw sound conclusions despite these challenges.

1.3.2 Limitations to the methodology

The ET met nine of ten PO, beneficiaries and local CBO supported through the program. In addition the team met a variety of other stakeholders in the Women’s movement in Palestine. As stated above, the methodology makes it difficult to get a full, triangular picture of the results and impact of the program as most external partners are more aware of KtK’s work with INGO; new methodologies in Integrated Sustainable Assistance and their choice of partners, than of the actual effects and impact on the ground. As very few studies have been made on the long-term impact of these, the ET recommends that it should have high priority for a new phase to document impact.

1.4 STRUCTURE OF THE REPORT

Chapter 2 introduces the context in which Sida and KtK operate; Swedish assistance to Palestine and the KtK programme document.

Chapter 3 is structured according to the evaluation themes in the Terms of References and summarizes each topic according to DAC evaluation criteria⁵.

Chapter 4 summarizes main findings and recommendations.

The report has six annexes: 1. Terms of references; 2. List of KtK partner organisations; 3. Persons met; 4. Reference documents; 5. Debriefing note; and 6. SWOT-analysis.

⁵ <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

2 Context of KtK's programme in Palestine

2.1 WOMEN'S CHALLENGES IN PALESTINE

2.1.1 Introduction

“For women in Palestinian society, ‘home’ is where they face a regime of terror and violence at the hands of somebody close to them – somebody they should be able to feel secure to leave their children with, and one who should give love and protection. Those victimized women suffer physically, emotionally, and psychologically from sexual harassment defined as intimidation, bullying or coercion of sexual nature, or the unwelcome or inappropriate promise of rewards in exchange for sexual favours.. They are unable to make their own decisions, voice their own opinions or protect themselves and their loved ones for fear of further repercussions of being beaten or scolded. Their human rights are denied and their human lives are stolen from them by the ever-present threat of violence. Responses by most societal institutions to women assaulted by male partners are still based primarily on a lack of knowledge about their prevalence, severity, and outcomes of violence perpetrated by men against female intimates.

The right of the Palestinian women to freedom of movement and travel is severely impeded by restrictions imposed on them by the Israeli occupation, by their society and family members, in particular, by their father, brother, or husband. In addition, the repressive and discriminatory policies exercised by Israel have had a devastating effect on the entire population, with disproportionate impact on Palestinian women, who are denied the most basic economic and social rights guaranteed to them by international laws”⁶.

It is against this background the present programme is seen and assessed.

6 Quote from JWC lecture by Prof. Mohammed Dajani and Dr. Sama Aweidah held in 2012

2.1.2 Facts about women's position in Palestine.

In March 2013, the Palestine Central Bureau of Statistics (PCBS) presented a number of interesting figures describing the status of women in Palestine:

- Literacy is high and increasing among women above the age of 15 (94 per cent), up from 85 per cent in 2001 and not far from the 98 per cent among men.
- Despite this, women have limited participation in labour force. Only 17 per cent of women are employed in the labour force (up from 10 per cent in 2001).
- Female unemployment increased to 33 per cent in 2012 against only 14 per cent in 2001. Male unemployment in 2012 was 21 per cent.

In terms of participation in public life, society is also very biased against women:

- 13 per cent of the members of the – defunct – Palestinian Legislative Council – PLC – are women; 11 per cent of judges
- 21 per cent of local council members are female in the West Bank, a high proportion in the region but basically reflecting the quota system in place.

2.1.3 Women's participation in politics and social life

Since the 1980's many Women's Organisations (WO) have been closely linked to the political parties in Palestine through « popular committees » for youth, workers and women. By mid-1980's more than 10.000 women were organised in such committees who were experiencing a general lack of gender profile and awareness in parties with a strong male culture and dominance. Frustrated by this, many women left political WO and established more specialised WO to work on particular issues related to women, such as VAW, early marriages and others.

The second Intifada in 2000 added to the already widespread poverty and hardship of Palestinians lives. Israeli forces invaded all WB cities causing masive damage of infrastructure, public buildings, houses, hospitals, schools, governmental buildings. More than 4,600 Palestinians were killed from 2000 to 2008, checkpoints enormously increased, agricultural gates were locked by the Israeli (gates leading to Palestinian lands), the start of building of the Apartheid wall. The Second Intifada caused a huge collective trauma to the Palestinians and added more hardship to women's lives.⁷

This led several WO to focus on emergency relief and postponing equity issues. The international boycott of Hamas has deteriorated living conditions in Gaza further and increased dependency on humanitarian aid and caused the high level of violence against women and children in Gaza.

⁷ Between 2000-2007 69 babies were born at checkpoints while waiting for Israeli soldiers to let them pass to the nearest hospital, in the same period 35 babies and 5 of the mothers died, <http://electronicintifada.net/content/israeli-checkpoints-kill-women-childbirth-says-new-study/10145>

Although reasonably represented in local councils, women seldom play an active role in political discussions and according to interviewed parties, often resign from office due to pressure from family, meeting hours not suitable for mothers with children or simply lack in influence.

Despite widespread training opportunities for women, the advancement of Palestine women to the labour market remains slow. Scholars and observers argue that problems of Palestinian market are due to political, historical and structural factors: Deep economic integration into Israel, enhanced by the Oslo agreement and Paris Protocol (Oslo's Economic agreement) and making the Palestinian economy even more vulnerable to closure's damaging impact⁸.

Within this complicated and politicised atmosphere, WO try to keep a balance between national and social/gender priorities in highly unstable situation that might worsen any moment, given that there are no potential for peaceful solutions in sight.

2.1.4 Violence against women

In a Violence Survey in the Palestinian Territory from 2011⁹, PCBS report highlights the prevalence of and measure against violence against women. It appears that:

- 37 per cent of ever-married women were subject to violence by their husbands in 2011 – more in Gaza (51%) than in WB (30%). The figures shown no significant change from previous studies in 1994 and 2006;¹⁰
- two out of three women exposed to violence would prefer silence and refuge to household as a second choice
- Only 10 per cent would reach outside to health centres, doctors or religious leaders and
- 0.7 per cent would consider contacting Women's Organisations or 0.4 per cent telephone counselling for assistance.

This fact poses serious questions as to the outreach and impact of counselling and awareness raising from WO. This topic will be discussed further under 3.1.2 below.

8 For more info: Sara Roy 2004): The Palestinian-Israeli Conflict and Palestinian Socioeconomic Decline: A Place Denied: International Journal of Politics, Culture, and Society, Vol. 17, No. 3 (Spring, 2004), pp. 365-403.

9 http://www.pcbs.gov.ps/Portals/_PCBS/Downloads/book1864.pdf

10 http://www.pwrdc.ps/site_files/Fact%20Sheet%20E%20-%20Womens.pdf

2.1.5 Palestinian Authority response

At the level of the Palestinian Authority, the Ministry of Women's Affairs (MOWA) together with other institutions has developed a *National Strategy to combat VAW 2011-19*, addressing violence due to the Israeli occupation, violence within the family and violence at the workplace. The strategy identifies a series of gaps in the official and unofficial systems in oPt for protection of VAW. Among them are lack of safe shelters and ignorance towards VAW from police and justice sector. Also, in 2011, the PA launched the *National Cross Sectoral Strategy on Gender* as well as adopted advanced targets for the MDG 3 on gender and women's empowerment. Finally, also in 2011, president Abbas issues a Presidential Decree (in the absence of a legislative Assembly) to remove lenient sentencing for killings related to honour.

It is symptomatic for the situation for WO in general and the VAW in particular; that neither implementation of the strategies, establishing functional networks nor joint WB-Gaza collaboration has taken off. Five of KtK's partners have however taken an active part in working on these issues¹¹.

2.2 SWEDISH ASSISTANCE TO PALESTINE

Sweden's development co-operation in the West Bank and Gaza is governed by the *Swedish Strategy for development assistance to the West Bank and Gaza 2008 – 2011 (extended to 2013)*. A new strategy is presently under development and is expected to be adopted later in 2013.

However, at present there are weak signs of a possible peace process. The Israeli occupation and settlement movement continues and aggravates the divide as does the political split between the Fatah on the West bank (WB) and Hamas government in Gaza. Due to the split, elections have not been held since 2006 and the Palestinian Legislative Council (PLC) has not been in session for six years.

With increasing frustrations about the present stalemate, several governments, including Sweden¹², consider reducing their overall long-term support to the PA if no progress is made in peace talks or reconciliation between Fatah and Hamas, however maintaining humanitarian aid and basic service delivery and human rights through civil society

11 SAWA and PWWSD in Al Muntada the WB; Aisha, PCHR and WAC in Al Amal in Gaza

12 See interview with Swedish Minister for development cooperation, <http://www.maannnews.net/eng/ViewDetails.aspx?ID=604918>

Within Good Governance and Human Rights, Sweden has pooled resources with three other donors to provide joint and simpler and more transparent support. Through an umbrella NGO – NGO Development Centre (NDC), they have sponsored a human rights and good governance programme, which in turn has provided funding for more than 130 CSO and CBO – both Israeli and Palestinian - during the last 8 years.

Also, through its civil society support programme, In addition, Sida is funding rights activities through a number of Swedish CSO either through programmes – as KtK – or by means of framework contracts to e.g. organisations as Diakonia.

2.3 KVINNA TILL KVINNA'S COOPERATION IN PALESTINE AND THE REGION

KtK has cooperated with Women's organisations in Palestine since 2002, when they first established an office in Jerusalem. The programme is part of and complemented by KtK's Regional Program for the Middle East 2011-2015, (the regional programme) which lays out KtK's strategy in the Middle East for the period. An updated revision, reflecting the expansion of activities in the region and the ever changing circumstances will be finalised in 2013.

KtK aims to develop, strengthen and deepen cooperation with and support for its PO, encourage further national (WB and Gaza) and regional cooperation and contribute to overall development of the Women's movement in the region.

KtK has a distinct political focus with a “non-normalisation”¹³ and feminist perspective, defined by KtK as “...*striving for a society where women and men have the same social, political and economic rights...so that women and men can be part of shaping their societies to the same extent and on equal terms... gender bias and inequality in power structures are the main underlying causes of social inequalities, and they are consequently an obstacle to democracy, development and peace*”¹⁴

The programme is guided by KtK's regional strategic objectives:

- KtK has expanded its work and is recognized as relevant, trusted and credible political women's rights and peace actor, and a strategic partner.

13 Meaning that PO do not accept reconciliation or cooperation with Israeli organisations as long as Israel occupies and effectively controls Palestine.

14 <http://kvinnatillkvinna.se/en/about-us/>

- Partner organisations have capacity, networks, skills, confidence and critical thinking to implement programme activities that reach results.
- Partner organisations enjoy recognition, are included, and can attain funding.

The Palestine as well as the regional programme are part of KtK's *Strategic plan of the Kvinna till Kvinna Foundation, 2011-2015* and reflect the overall Swedish cooperation strategy for Palestine mentioned above, as well as the overall strategy for Swedish support to civil society¹⁵.

Besides the present programme, KtK support the rights of minority groups of women in Israel, notably Palestinian and Bedouin organisations for their own funding for 1.3 MSEK. The focus is on non-violence and anti-occupation.

2.4 THE KTK PALESTINE PROGRAMME

2.4.1 Objectives and Expected Results of the Programme

The overall goal of the programme is to contribute to that:

Women in the occupied Palestinian territory increasingly participate and exercise their rights in public and political life, to increase women's access to power and influence in peace building, eliminating barriers that restrict the full exercise of their human rights and ensure their security.

The overall goal reflects Kvinna till Kvinna's strategy that aims to strengthen women who take an active part of civil society and organize for change. The goal translates into the **programme objective**:

To strengthen and support diverse women's organising, securing their equal contribution to civil society role in sustainable state- and peace building

The goal and objective is linked to four thematic lines on the outcome level:

1. *Increasing women's participation,*
2. *Addressing violence against women,*
3. *Supporting stronger women's organizations, and*
4. *Ensuring sustainability and efficiency of Kvinna till Kvinna.*

¹⁵ <http://www.sida.se/English/Partners/Civil-society-organisations/About-cooperation-with-civil-society>

The programme's direct target group is women's organisations (WO), and thereby their beneficiaries, mostly marginalised, Palestinian women. Their activities focus on giving women a foundation to stand on in order to know and be able to exercise their rights and advocate for their needs and positions in political and societal issues.

A comprehensive cooperation document in a RBM format is prepared by each PO, based upon its strategic priorities and plans and reflected in KtK's overall RBM matrix and Programme Document

2.4.2 Monitoring programme performance

The programme document comprises the following **goal indicators**:

- 1. The Palestinian Authority enacts and implements law and policy that encourages the participation and protection of women.*
- 2. An increased number of women are elected or appointed to government positions.*

Likewise, the attainment of the programme objective should be measured with the following **objective indicator**:

Women representatives of civil society, on both a local and national level, are engaged in public dialogue concerning rights and security of women in Palestine.

2.4.3 Outputs, results and activities

For each of the four Outcomes, the programme document identifies a number of outputs and activities to be measured against a long list of quantitative indicators such as: Number of women attending a course, number of women candidates for elections, meetings held with PA authorities, reports or press releases published etc.

However, the programme document does not provide any baseline, nor target figures for these outputs.

In its annual reports to Sida¹⁶, KtK reports on results against these indicators in a RBM/Logical Framework format. The outputs are described in detail, but do not link to neither baseline nor targets. The reader is referred to the narrative report from KtK to get a sense of whether the numbers presented are sign of success or failure.

¹⁶ The team has received the 2011 annual KtK progress report, narrative and LogFrame as well as a preliminary draft of the 2012 report.

2.4.4 Choice of Partner Organisations

Most of KtK partners are long-time relationships (see Annex 2 for list) and many of them are very well established, recognised and comparatively well funded (as WAC and PWWSD). When deciding on including a new or excluding an existing partner, KtK has developed a number of criteria: i) Profile and target groups; ii) Development potential and outreach; iii) need for or financial support (other donors) and iv) geographic focus (Gaza; West Bank or East Jerusalem each represent particular challenges). The choice of partners for next phase will be discussed in the following chapter.

3 Evaluation criteria and themes

This chapter presents the assessment and recommendations by the ET against overall evaluation criteria and specifically referring to the sub-criteria established by the ToR – presented in a box at the start of each paragraph.

3.1 IMPACT

ToR:

What results and development effects can be identified at outcome and impact level ?

As stated above, the ET finds that it is very difficult to gauge the impact on the situation of women from a programme of this nature. Partly because impact takes long time to document, partly because there is no clear link between the overall objectives and the indicators - i.e. obtaining the objectives or not is based on many other factors than the modest contribution from KtK and its partners' efforts – a typical problem for socio-economic programmes. This leads to the first recommendation of the ET:

Recommendation 1):

In the next phase of the programme, KtK should:

- *include impact studies with the aim to assess if and how the assistance provided has changed the lives of the beneficiaries and how could impact be enhanced.*
- *ensure that their own and PO performance indicators are based upon baselines and include targets so as to enable assessment of progress of projects*

3.1.1 Increasing women's participation

The political stalemate in Palestine has stopped progress on legislation; the increasingly tight financial situation of the PA – with donor funding dwindling and Israel withholding Palestinian VAT - make implementation by PA of anything but the most basic public services next to impossible.

Although the PA has launched potentially important strategies towards VAW and Gender (see 2.1.3), the strained finances have in practice left them unimplemented. Also, the Presidential decree is seen mostly as a gesture with no real impact as courts apply other parts of the penal code in such cases.

MoWA has established two CSO-networks for implementing the VAW strategy: Al-Muntada on the WB and Al-Amal in Gaza, chaired by the MoWA. Since the MoWA is on shoestring funding, WO increasingly see the forums as means of competing for foreign funds by MoWA rather than an arena for coordination and policy dialogue on implementation. Hence, the WO are giving the forums less attention.

In this political reality, and with little hope of major changes, the scope for political influence for women is limited to participation in selected local councils in the WB. In 2012 delayed local elections were held to municipal councils on the WB. Observers find that there was an increased acceptance of women as candidates and as voter compared to previous elections in 2005. The elections also for the first time saw specific women's list in two places. However the lists were not successful and the overall representation of women remained practically unchanged.

KtK supported training of women candidates through several of its partners, notably PWWSD, PCPD and WAC. A total of 12,400 women were reached during the first two years of the programme (2011-2012) through awareness raising, civic education or advocacy courses. Training was not only directed towards getting women to stand for elections, but also for mobilising tasks as election monitoring and campaigning for women candidates. Although the results were meagre in terms of increased women's political representation, the organisations claim to notice increased awareness on political matters and acceptance by men of women taking part in political life.

The ET learned that despite women's quotas and relatively high women's representation in councils compared to other countries in the region¹⁷, the council work is totally dominated by men and organised in ways that are difficult to combine with the traditional roles of women as mothers, cooks etc.

The ET finds, that there is a need to strengthen the support to elected women representatives *after* their election to enable them to challenge patriarchal political attitudes among their male colleagues, have working conditions gender sensitised and build network with other women in politics. Such support should be based upon a participatory needs assessment as the individual needs may vary, depending on i.a. geography (town or village); age and marital status; acceptance by local community and education.

Recommendation 2):

KtK and its relevant PO should develop participatory mechanisms on how best to support women's elected to political office and their background groups as well as in establishing networks with other women politicians.

¹⁷ Each party list must have one woman among the first five and two among the first nine candidates. Thanks to this about one quarter of candidates for the elections in 2012 were women (1,146 out of 4,696) and 21 per cent of elected councillors are women – the highest figure in any Middle Eastern country, including Israel.

3.1.2 Addressing violence against women

KtK's PO address VAW in a variety of ways. From activities directly targeting the women in peril through SAWA's telephone hotlines¹⁸ or awareness raising courses through providing psychosocial counseling, as AISHA does in Gaza or through assisting women in court as done by *inter alia* PCHR or through training and awareness raising of law enforcement personnel, lawyers and judges as well as traditional leaders in supporting women subject to violence or other maltreatment.

As mentioned in Chapter 2.1.2 less than 1 per cent of women subject to violence would consider approaching a WO for help. This demonstrates on the one side the strength of the family and patriarchal culture whereby women have very few opportunities than to go back to their family even after having attended awareness courses and psychosocial counseling. But it also reflects a failure by WO to provide lasting change and confidence with women outside the major towns.

One way of improving outreach is through collecting evidence from beneficiaries and adjust their interventions accordingly: An example is moving training and awareness raising from the cities to smaller towns, as was done by PCPD. Although more cumbersome and costly for the PO, it turned out to attract women who had not been able to travel and stay overnight in Ramallah for cultural or family reasons – women who were probably more in need of training than those who were free to go to the major city.

Also, according to beneficiaries and external stakeholders, WO should reflect more on how to address the situation of such women in their support activities: It appears that women victims of violence want help to find *ways out* through shelters, jobs or vocational training to enable them to cater for themselves, if they can or will not return to their violent partner or family.

Some KtK partners, such as Aisha do provide such training, albeit at a limited scale. Others have referral systems to service delivery organisations that are better designed to these kind of services, reflecting that KtK's PO mostly have core competences in advocacy, awareness and political sensitising of women and WO.

The ET acknowledges that all organisations should not do the same and if there are many organisations providing legal aid¹⁹, then KtK's partners should not do that also but, ensure that women in need are swiftly referred to such service providers.

18 SAWA reports a record 24,393 calls in 2012. Two out of three callers to Sawa's hotline were youth; 5150 women above 18. 9 per cent of all callers have questions related to violence and abuse.

19 As indicated by PCHR in Gaza in their 2012 report to KtK

Likewise, involving men and schools in teaching women's rights should have priority. According to KtK, some results can be noticed in changing attitudes among husbands and other family members²⁰ towards respecting the rights of women and girls as a result of involving them in awareness raising. However, the impact is not yet noticeable in the statistics on VAW.

Recommendation 3):

KtK should ensure that

- *KtK and PO give priority to holding seminars, workshops etc. outside the main cities as the challenges and demand for training and awareness is high in e.g. Area C towns.*
- *counselling and awareness is followed-up by active support or referral to such support to the victims – for training, work or shelter*
- *PO actively involve men and schools in gender awareness raising.*

3.1.3 Supporting stronger women's organisations

KtK has had many of its partners for many years and plans continued cooperation with most of them. As described, KtK provide capacity development for PO and networks with other WO, including previous partners²¹ and frequently with participation of WO from other countries in the region. During interviews, most PO point to the importance of this support from KtK.

From KtK's draft Annual Report for 2012, it appears that most of the PO have developed analytical capacity, are undertaking strategic planning, have established monitoring and evaluation systems and that their reporting is generally improving year by year. The PO have experienced easier access to other donors funding.

Ensuring younger women in WO management.

The Palestinian population is young – 70 per cent are under 29. This alone is one good reason to develop strategies and policies to have more young women within leadership also in the Women's movement in Palestine. The present leadership is dominated by older women, who were involved in the political and national struggle and had their training under or before the Intifada. This means a lack of younger women at the helm of WO. Worrying, not just because of the sheer proportion of youth in

20 According to many interviewed, women – especially older women as mothers-in-law are often the staunchest opponents to giving more rights and freedom to younger women in their family.

21 Such as Womens Centre for Legal Aid and Counselling (WLAC) that became "victim" of last minute cuts in the Sida funding for the present programme

Palestine, but also because the challenges facing younger women in many ways are different – and more complex - than those of the older generation.

Most of KtK's own PO also have older generation leader, but KtK, has as one of few donor organisations, a focus on promoting more young women to leadership positions and has hosted workshops for young women.

A next step could be to consider positive discrimination of young women to management in existing PO, e.g. through proposing a "youth quota" on PO boards or through including "youth integration" as part of the strategic plans of PO. Also, youth could be a criteria when KtK is assessing new prospective PO. On this background, the ET has the following recommendation.

Recommendation 4):

KtK should engage younger women in the leadership of Womens' Organisations through:

- *Reconsidering KtK's portfolio of PO from the perspective of securing new blood and outlook in top management*
- *Making a policy in PO ensuring more young women in policy making positions a condition for further support*
- *Assisting PO in developing working methods, space and assistance to enable younger women with small children to access the professional job market.*

3.1.4 Integrated Security Approach (ISA)

KtK has brought a broader understanding of security to PO that not only relates to the Israeli occupation, violence and other external factors but includes the risk of stress and burn-out among staff and volunteers working in PO. The ISA emphasises well-being of PO staff through mutual support, relaxation exercises and other retreats from a stressful and demanding daily work. This attitude to personnel management is innovative within Palestine CSO. KtK has held a workshop for Palestinian WO in Jordan in May 2012 and a follow-up retreat²² in September.

Several KtK partners including JCW, PWWSD, PCHR and WAC – have taken the ISA approach on board, planning to integrate it into their own organisations and eventually extending it to local partners.

²² For Dutch funding

KtK has had an external evaluation of ISA made in 2012²³ by interviewing a number of women activists who had taken part in such support. The participants overwhelmingly appreciated the relaxation and pause it gave them in their stressful work. As no monitoring systems have been established, the report had difficulties in assessing the broader impact of the ISA. However, there was evidence that ISA also bring about institutional changes in PO where management is ready to acknowledge that the own well-being of staff contributes to their effectiveness. The report suggests that this link needs to be better developed: *“Only by making IS ‘political’ and by showing the ripple effects from the personal to the professional and the political, Kvinna can create a movement that goes beyond a passing fashion, around IS and wellbeing”*

The ET is sympathetic to the ISA approach and agrees with the comments from the evaluation quoted above. It finds that an Impact Assessment might demonstrate that ISA is mobilising and promote effectiveness, which could justify it towards sceptical external stakeholders, including potential other donors, who might otherwise find it an unnecessary luxury.

Recommendation 5):

The ET recommends that KtK should:

- *ensure that ISA workshops integrate training of participants in the political and cultural sensitive elements of ISA*
- *ensure that PO and their participants share their experiences with partner CBO and beneficiaries.*
- *integrate Monitoring and Evaluation in ISA project design to enable an ex-post assessment of impact on participants*

3.1.5 Ensuring sustainability and efficiency of Kvinna till Kvinna

As described, KtK has made itself known among the Women’s movement in Palestine. Not only through its close partnership with PO and ISA, but also through its efforts to improve donor coordination among International Women’s NGO. See Chapter 3.2.6 for further discussion. Such initiatives have been in much demand by the donor community and are likely to have a lasting impact on the Women’s organisations and their projects in Palestine due to better transparency, mutual prioritisation of efforts and ability to avoid double or parallel funding.

For KtK itself, the high profile on coordination enhances its visibility and provides a

23 Independent Evaluation Report: Integrated Security for WHRDs in Israel and Palestine; Kvinna till Kvinna by Alessandra Pigni and Mireia Cano Jerusalem, January, 2013

platform to influence major donor agencies, which have a considerable say towards the PA and leading CSO.

3.1.6 Overall conclusion on impact

Based on the criteria established in the programme document, limited impact can be noted in terms of new legislation or increased political representation of women. Some progress has been made in addressing VaW through awareness and in particular training of law enforcement and judiciary. PO have been strengthened and enabled to develop and seek and receive funding from more sources.

At *outcome* level, several thousand women have been trained in methods to address violence, provide a voice for women in society. Judiciary and law enforcement personnel, police have also received training relevant for protection of women. Several thousand of women have received psychological support, some have had vocational training and a few job-opportunities.

Through its organisational development activities, networking and training of PO KtK has made a visible impact on the organisations with which it cooperates as well as in improving the conditions for donor coordination in Palestine within promotion of women's rights.

For KtK itself, the increased donor coordination has provided an opportunity to influence the agenda also for other and major donor agencies.

3.2 RELEVANCE

ToR:

Assessment of KtK's programme conflict analysis, sensitivity, connectors and dividers in relation to programme goals and objectives.

1. To what extent is local ownership present in the programme?
2. To what extent does the development intervention conform to the needs and priorities of the target groups?
3. Is the programme relevant in the content in the context of oPt?
4. What synergies of cooperation have there been in the activity period. How does KtK coordinate with other organisations?

3.2.1 Conflict sensitivity

The programme takes place within a complicated context as described that present a variety of risks for results as well as for partners and beneficiaries.

A potential conflict arises from the fact that some well-established CSO have become more experienced and stronger than their counterpart governmental bodies. Most of PA's total budget comes from International Assistance, this create a strong dependency on donor's (political) priorities. Due to the political stalemate, major donors

have reduced their support to PA political institutions, turning towards service delivery and CSO. This creates a competition between PA and civil society over donor's money. As MoWA receives very little from the PA budget, it seeks to gain more funds from donors, for activities such as raising awareness and capacity building, rather than performing monitoring other government institutions work mainstreaming of women and gender issues.

Based on field work and documents review²⁴, the ET believes that KtK has a strong contextual understanding and conceptualization of the conflicts and complex power relations and dynamics within the Palestine society in general and within the Women's movement, in particular as well as within other CSOs and governmental agencies.

From interviews held with KtK staff in Jerusalem and Stockholm, it appears that this understanding stems from the country representatives extensive networking and that it is to a large extent shared with the head office, where the Coordinator transform oral and brief weekly reporting to analysis and articles and regular reporting to Sida and the Swedish public and media.

In order to secure the insight when the term of the Field Representative (FR) expires by the end of 2013, the KtK should ensure a proper overlap between the present FR and her replacement.

3.2.2 Risk analysis

The KtK programme document and KtK's progress reports reflects KtK's insight in the security risks in oPt, which influence matters directly related to programme implementation such as access to Gaza or entry into Israel.

Despite the turmoil in the region, caused by the "Arab Spring" uprisings, the situation in oPt has been relatively stable since the Gaza war. KtK's risk assessment addresses the options, likelihood and possible impact of further unrest while stressing that WO traditionally have not been among the main targets for hostilities.

The ET is not in a position to assess neither the likelihood nor the importance of these risks but notes that KtK has a flexible approach to such risks: In case a risk materialises, it is ready to change priorities with PO to deal with emergencies (as was the case during and after the brief war in Gaza in November 2012). KtK is also in a process of improving its own risk management and programme monitoring procedures.

24 Including two studies by KtK on The situation of women in Area C and on Jerusalem NGO.

The ET believes that KtK's conflict and risk analysis and preparedness benefit from cooperating with other organisations, through the Association of International development Agencies (AIDA) in Palestine as is already the case and through cooperation with other Swedish organisations. Also, KtK's access to, and good relations with the donor community in Palestine, provide a forum for broader security discussions.

In terms of risk of not having the intended impact, KtK should consider the potential influence of the "Arab spring" on women in Palestine. PO have demonstrated to the ET – notably in Gaza - how the political Islam tend to push women's rights backwards, whereas increasing democracy has the potential of enhancing the role of women.

3.2.3 Local ownership

All partners agree that KtK take a much more active part in their projects and programmes than other donors by providing organisational support also to the partners themselves and caring for the well-being of their staff and volunteers.

Due to the long relationship with most PO, KtK's support can be delivered while respecting PO own priorities when developing their Strategic Planning. The ET strongly supports this approach as it raises the likelihood of sustainability of activities and hence impact.

3.2.4 Do activities correspond to the needs of target groups

KtK does not consider itself a service delivery organisation, but focus on enabling women to take responsibility for their own lives and to be able to stand up against repression. They note that there are many NGO's providing legal aid and other services, but fewer that put aid into a perspective of gender imbalance and focus on building the capacity of women for advocacy and lobbying and developing women's political leadership.

Supporting women in political leadership has focussed on awareness raising and coaching of women prior to elections, either to stand as candidates or- less demanding – as observers, campaigners etc. However, those women who have been elected express a need for not being left by themselves after having been elected but request assistance in coping with male-dominated councils and work methods.

In terms of women's role in the political sphere, and prior to the local elections in 2012 several PO, notably PWWSD not only provided extensive training but also initiated collaboration between particularly prospective women candidates through joint training. After the elections, elected women express a need for support to cope with male-dominated councils and working methods and –hours unfriendly to women. Also it has been suggested to establish a women's caucus between elected representatives in different councils to share experiences and develop skills jointly.

The absence of a functional PLC since 2007 means that the prospects for developing new legislation is at a low level. The challenge are more seen to relate to securing implementation, if only partially, of existing legislation and strategies.

The KtK programme supports PO in reaching out to women in remote areas often forgotten by donors and NGO as well as in targeting institutions such as justice sector - formal as well as traditional. PCHR support training of lawyers and judges in especially civil law matters, highlighting the rights of women in such cases which are otherwise often disregarded. Results in form of more women winning cases demonstrate the usefulness of this.

Several PO and beneficiaries stress the importance of following-up on awareness raising and counselling of women victims of violence. Even if (most of) KtK PO do not provide tangible support, they must be sensitive to such demands and either provide a way out themselves (as does AISHA in Gaza through vocational training) or establish a referral system to other CSO or CBO who can provide legal aid, job training or protected shelters. The proposed Impact Studies should enable KtK to find out what has worked and what has not had any long-term impact for the beneficiaries providing lessons learned to PO and make them adjust to become more effective.

Along the same vein, interviewees stressed the importance of not only targeting women victims but also address their situations more broadly through involving husbands, fathers and brothers in the families; provide school lectures on the equal rights of girls. Some of KtK's PO already take such an approach: WSC claim great success from inviting men to their lectures on violence and dealing with trauma under their Bereaved-to-Bereaved (B2B) programme. SAWA targets men through their hotlines. Recommendations related to this – see recommendation 3.

3.2.5 Programme relevance in the context of the situation in oPt

The situation of Palestine women is interlinked with the lack of progress in peace, national unity and democracy in both WB and Gaza and exacerbated by the political trend in both societies, but especially Gaza, towards increasing Islamic fundamentalism and resulting rolling back of women's rights.

In this situation, it is important to keep an active women's movement floating and support it in stemming against the tide of repression and hopelessness. Therefore the KtK programme is highly relevant in the present situation in Palestine and merits further support.

3.2.6 Donor coordination

KtK was instrumental in establishing a forum in 2011 for international NGO's – INGO's – addressing projects and topics related to women, in order to promote coordination and eventually cooperation. The forum meets on a monthly basis and has achieved a better understanding of one another's activities and seeks to avoid duplication or competition. KtK's FR has been the coordinator for this forum

The cooperation has recently developed further into a new and broader forum for donors to WO, involving, besides INGO the UN notably UNWomen and LACS as well as EC., which meets every two months and has held their first two meetings.

The ET strongly supports these timely initiatives to seek more effective donor impact which also enhances the position of a small organisation as KtK and its abilities for influencing the major donors' agendas.

3.2.7 Conclusion on relevance

The ET finds that the objective of promoting womens political participation – although overall relevant – must be seen in perspective of there being no overall political process or legislative authority in Palestine. Changing this requires a concerted effort from major donors and international powers. Untill this, political participation is in this situation reduced to the less important local councils.

Activities raising the awareness of women on how to deal with e.g violence are relevant, but can not stand alone. They must be supplemented by tools that can bring the women forward.

KtK's support to PO in organisational development is highly relevant, especially to newer partners as is KTKs Integrated Security Approach. KtK's initiatives and achievements in donor coordination are also regarded as relevant, partly for improving overall coordination and therefore presumably aid effectiveness, partly because it provides a small organisation as KtK with opportunities of addressing and feeding information into major and influential donors.

KtK has a relevant risk management policy. Further efforts should be done in together with other organisations in similar risk positions.

3.3 EFFECTIVENESS

ToR:

1. To what extent has programme objectives been achieved?
2. What are the major results of the interventions and have KtK succeeded in promoting women's rights with its PO?
3. Is the method of working with Palestinian WO working? How and why?
4. Has KtK been able to develop substantial capacity, especially on RBM, with PO?
5. What is the added value of KtK and its partnership with the Palestinian WO and with Sida? What is the added value of its presence in Jerusalem?
6. Has implementation taken place as planned? What were the deviations, if any and the reasons behind?
7. Has KtK contributed to the Palestinian national development plan and to MOWA's strategy to combat VAW? How?
8. What type of dialogue has KtK with PA ministries, especially MoWA? Do partners show interest in collaborating with MoWA?

3.3.1 Programme objectives

Based solely upon the programme RBM matrix, the KtK programme has been less than successful as the two main indicators – legislation supportive of women’s rights and more women elected to political positions - have only been achieved to a very limited degree. This does perhaps say more about the choice of indicators than about the effectiveness of the programme.

Also, as previously described, the lack of baseline figures, lack of quantitative targets for outputs and lack of long-term impact studies on the target groups make it difficult to assess the results of programme.

However, outcomes such as focus on recruiting a generation of young women leaders; establishing international cooperation and coordination, focussing on the well-being and resulting effectiveness of partner staff all point in the direction of effectiveness and well thought-out prioritisation.

3.3.2 Major results of KtK’s and partners interventions

Whereas the overall objectives of the programme have not been met, the activities of KtK and in particular the PO have had a number of important results:

- More than 12.000 women have been trained in leadership or civic education courses or community advocacy courses (6.900 in 2011 and 5.600 in 2012 – the lower figure reflecting the effects of the war in Gaza)
- More women activities in connection with local elections lead to at least one candidate trained by KtK partners being elected but many more trained and made aware of their democratic rights
- Legal professionals have been trained in women’s rights in Gaza and in WB
- 2800 women received psychosocial counselling and 5200 women received help through calling a hotline in the wake of the war in Gaza
- Through *inter alia*. KtK support, several PO have established referral systems for victims of VaW, involving both WB and Gaza
- 60 women received vocational training and job training in Gaza
- Many partners have utilised the media for promoting women’s rights, including producing TV spots and reports
- 19 women, held as political prisoners in Israeli jails were released in connection with an exchange of prisoners (which was outside the scope of the KtK programme but had important repercussions on the work of one of its partners – PCATI)
- Training was held for security services on treatment of women reporting VAW.
- A strategy whereby bereaved women victims of Israeli violence assist each other (Bereaved-to-bereaved, or “B2B”) was developed by WAC. Progress in providing material and other help to these women was hampered by lack of PA funding to support them.
- The systematic support to PO organisational development have enabled the partners to develop own strategic plans, approach other funding channels more successfully and thereby enhancing their impact

- KtK published and receive wide coverage on a research paper on the plight of women in Area C
- KtK established close cooperation and bi-monthly consultations with major donor agencies, influential with the PA
- KtK undertook regular lobbying of Swedish politicians, including on the new Sida ME-strategy and informed media and public. As the interest of the media was drawn to the Arab Spring and conflict in Syria, media coverage has been more limited than in previous years. However, KtK's research on Women in Area C received quite widespread coverage in Sweden and among the donor community in Palestine.

3.3.3 Are KtK's methods working?

The specific and different approach used by KtK involves:

- support to PO organisational development and strategic planning. Experience shows that this has enabled several PO to attract funding from other sources and in streamlining their activities,
- ISA which relieve PO staff from stress and reduced absence and increased effectiveness
- Networking among present and previous PO, holding regular meetings for all partners to meet across WB – Gaza divide to exchange experiences and promote cooperation in an otherwise quite competitive environment.
- Promoting donor coordination.

Interviewed PO and INGO pay much importance to these approaches and demonstrate that they have provided results for PO.

3.3.4 Has KtK developed capacity in RBM with PO?

KtK has held several training courses for its PO on Strategic Planning in general and the use of RBM in particular, both on WB and in Gaza.

From the PO annual reports, it appears that the PO gradually manage to apply the RBM methodology – more in 2012 than in 2011, although reporting on progress and in particular the use of indicators still leave much to be desired with several partners. To supplement the RBM's quantitative reporting, KtK makes a point in having PO report on important achievements in a narrative and episodic way.

The ET finds that KtK is doing a commendable job in assisting PO in using RBM and similar, donor requested programming methods. However, with “soft” programme

objectives on which KtK's own activities have only a limited influence, strict adherence to RBM does not make sense. Hence, the ET supports an approach that also includes other more qualitative evaluation methods as f.x. Most Significant Change (MSC) methodology²⁵, which the ET finds particularly relevant to assess the effectiveness of the first two outcomes of this program.

However, RBM remains an important tool for Palestinian CSO to master as the methodology is also requested by many other funding agencies apart from Sida. Such agencies will feel comfortable when receiving applications in this particular format.

Recommendation 6):

In addition to RBM, KtK should apply more qualitative and descriptive evaluation techniques such as Most Significant Change (see also rec. 1).

3.3.5 Partnership and presence in oPt

As described earlier, KtK is perceived as a real partner, rather than a donor. Its assistance in organisational development, strategic planning and fundraising is highly regarded and has enabled PO to seek new funding outside KtK.

From the perspective of effectiveness, the ET finds it indispensable for KtK to maintain an office in Jerusalem, staffed with an knowledgeable, culturally sensitive and energetic and networking programme team: Also donor coordination, extensive networking and perhaps developing the integrated security approach would be virtually impossible if all KtK activities originated from Stockholm or a regional office in another country. (see also 4.4.1 on staffing).

3.3.6 Does implementation follow agreed plans?

In general, KtK and its partners are following agreed plans. However, outside events, such as in particular the war in Gaza in November 2012 did delay activities in Gaza and diverted some KtK funds to address emergency situations with many women traumatised by the bombing and killing. KtK showed flexibility in re-directing funds in close cooperation with the PO in question, notably AISHA.

Despite this flexibility and given the volatile situation as described under Risks, the ET suggests a high degree of flexibility is granted to KtK to adjust their programmes

²⁵ MSC is a monitoring and evaluation technique that focus on learning rather than accountability and is increasingly being used when analysing complex interventions, involving changing attitudes of people. It involves generating stories from beneficiaries on how a given intervention has caused changes in their lives. The most significant stories are then being discussed between stakeholders to learn about intervention impact and eventually lead to revisions of outputs to reach the desired targets.

in light of events. Also, it could be considered to keep a proportion of the overall funding for unforeseeable emergency situations.

Recommendation 7):

A proportion of Sida's funding to KtK's programme should be kept in reserve for emergency situations, possibly 5 per cent, to be distributed at short notice upon clearance from Sida in Jerusalem.

3.3.7 Contribution to national gender strategies

KtK supports promotion of gender development primarily through the organisational support it provides to PO. KtK's choice of partners reflects not only the complex situation in the oPt and the thematic areas of the programme but also the partners abilities to influence political agenda on women's rights issues.

Through financial support, capacity building in organisational and administrative development issues, KtK has strengthened its PO, enabling them to take a more active part in national gender policies and discuss implementation of the national strategies on gender and against VAW. However, the virtual standstill of the implementation of these strategies for lack of funding has also meant that KtK's PO give lower priority to taking active part in coordination forums as Al-Muntada and Al-Amal.

KtK through its initiatives in donor coordination also provides a platform for INGO to discuss and jointly address national gender development strategies.

3.3.8 Cooperation with PA and MoWA

KtK sees its role as enabling its PO to engage in dialogue with local organisations and beneficiaries as well as with relevant government agencies, notably MoWA. KtK does not see itself as a partner or interlocutor to MoWA, but rather to the international donors through INGO and the newly established working group with EU and UN.

PO has mixed experiences with working with MoWA. As stated some are involved in developing policy documents, others find that MoWA does not have a clear role and often fail to include CSO in its policies and planning, focussing solely on the international donor community.

MoWA, from its perspective, find that WO ought to turn to them for advise and is

considering a policy of not cooperation with WO that are not taking active part in their work²⁶ - possibly aiming at some partners of PO and possibly KtK itself too. While the ET in principle agrees with KtK's approach to leaving national coordination to its PO, the policy should not be pursued at all costs. Despite its faults and lack of resources, MoWA must be recognised coordinating body on gender policies, including VAW and must be recognised as such.

Recommendation 8):

KtK should involve and consult with MoWA through the INGO- network on a regular basis to ensure streamlining with and avoid conflict between NGOs and PA.

3.3.9 Conclusions on effectiveness

The ET finds that the programme objective have only been partially achieved, due to the non-functioning of the Parliamentary system in oPt.

Several of the outcomes intended to support to objectives are being implemented, although they are difficult to gauge since there are no baseline or target figures for activities or outcomes.

Support to strengthening the KtK PO has been effective in helping them to develop and raise funding from other sources and for networking across the geographical divide in oPt. KtK's own efforts to improve its impact through promoting donor co-ordination has been an effective way of also influencing such important stakeholders.

3.4 EFFICIENCY

ToR:

1. How has KtK managed the programme in terms of capacity, administration and cost efficiency?
2. How has KtK managed the programme in terms of monitoring partners work ; assessment of KtK monitoring system
3. How do KtK partners perceive the role of KtK?
4. Has the monitoring system been effectively used? What areas have room for improvement?

26 Interview with MoWA

3.4.1 Programme management and administration

The responsibility for the KtK programme is divided between the field office in Jerusalem and in Stockholm; with a regional manager, based in Stockholm, responsible for regional coordination but not for implementation of the present programme.

The KtK Jerusalem team consist of a Swedish Field Representative (FR), posted in 2010 and with a contract that expires by the end of 2013. In March 2012 a local Programme Officer took up a new position. The team, according to their respective job descriptions, is responsible for keeping in contact with partners and other relevant organisations, to promote donor coordination and to detect potential new partners.

Besides the Regional Manager, who is 30% funded by the Palestine programme, the Stockholm team comprises a full-time Programme Coordinator as well as a part time (20% funded) Financial Controller responsible for audit and overseeing financial reporting from KtK and PO.

The division of tasks between the FR and the Coordinator, who are colleagues on equal level reflects their different positions – one being posted in situ (and on a temporary contract) the other in headquarters. The coordinator is responsible for contacts to Sida in Stockholm, whereas the FR keeps a close contact to the Swedish Consulate General in Jerusalem. The coordinator is also in charge administrative, financial and overall management issues, as well as writing of proposals and compiling of weekly progress from the FR. The FR is the proactive, outgoing representative who creates networks for herself, KtK as well as assist PO in networking and in developing their organisations. The ET got the impression of a close collaboration between the FR and the coordinator as well as with the financial controller.

The coordinator visits Palestine twice a year, the financial controller once a year. The regional manager, covering seven countries, has not yet visited the program since she took up her post in Stockholm in March 2012, despite being funded by 30% of the programme. She has however extensive and recent experience with oPt from working four years in the region.

From the financial and auditors reports presented to the team, the POs' financial management seems to be running smoothly as the auditors have had no substantive remarks. The team noted, that a case of alleged mismanagement in one PO in 2011 was dealt with swiftly by KtK by having an independent investigation look into the matter – without finding anything to criticise.

In February 2013, a comprehensive Organisational Assessment of KtK was made by an external consultant²⁷ as part of KtK's process to become a frame organisation for Sida civil society support. The assessment describes in detail KtK's internal structures and procedures, including financial procedures which are generally found in good shape. It commends KtK's pro-active approach to organisational changes in the light of shifting political developments in partner countries and its fundamentally democratic culture and high degree of delegation of power to its staff. It points to some points of concern, also shared by the ET:

- Vague guidelines for choosing partner organisations, possibly meaning that new partners are selected on the basis of the opinions of field offices;
- a need for KtK to limit the costs of its own operations – stated as averaging 40 per cent of programme costs - so as to maximise the amounts channelled to PO.

The ET has found that decisions on cooperation and strategy vis a vis the PO is broadly made by the FR, through her good contacts and that choices are based on her recommendations.

In terms of costs, a third of the budget of the present programme is spent on KtK programme coordination and administration: 26 per cent to costs for programme coordination (2.4 M SEK per year) and 7 per centas administrative overhead costs (0.6 M SEK per year). In addition, 5 per centof the budget is spent by KtK on training and building capacity and networking of OP.

The balance - 62 per cent or 5.5 M SEK per year – is distributed as grants to the 10 PO with funding ranging from 0.3 to 0.7 M SEK per PO per year (See Annex 2 for figures for to each PO).

The ET finds that spending one third of total programme costs on coordination and administration is a quite high figure. The ET therefore shares the view of the Organisational Assessment that KtK should consider how to reduce administrative costs in order to be able to provide more funding for activities in oPt together with or through its OP.

Reductions should be considered on programme coordination and reporting in Stockholm and on organisational support to those partners that have been supported for long and demonstrated their abilities: As PO become more professional, better organised and better able to seek other funding, KtK should be able to cut down on its

27 "Organisational assessment of Civil Society Organisations (CSO) in view of possible qualification as Sida's framework and/strategic partner organisation – Kvinna till Kvinna"; SIPU, February 2013.

monitoring and capacity development, and the partner take over more responsibilities themselves. Remaining with mostly the same PO will therefore justify lower level of monitoring and hence reduced costs for running the programme. If and when KtK enters into a framework agreement with Sida, overall reporting requirements to Sida are also likely to be reduced.

However, the ET suggests that it would be cost-effective with an additional part-time local administrative assistant as it could reduce the more costly home-office back-up for the programme.

3.4.2 Efficiency of programme activities in Palestine

As the effectiveness of the programme is difficult to assess, so is the efficiency.

The ten PO undertake a lot of activities (See 3.3.2) for of relatively modest support. As KtK funding only amounts to a limited part – usually 12-20 per cent of PO funding, some activities may be cofunded by other donors making efficiency difficult to gauge.

PO have undertaken more activities in 2012 than in 2011, within the same budgets. This in itself indicates an increase in efficiency. Also, the running costs of the KtK office, compared with the many activities it undertakes are considered well within a reasonable level, although the ET has not been able to measure the costs against those of other INGO or partners.

3.4.3 Monitoring of PO performance

KtK monitor the performance of PO through meetings, training and capacity building sessions. Also, KtK is invited and take part in major events and manifestations by PO and organise regular meetings for all PO where all PO can report on their achievements.

PO provide written reports to KtK on a semi-annual basis, the main report being delivered in April so as to enable KtK to include them in their annual report to Sida, to be delivered in June. The findings and formulation of these reports is a major tool in KtK's monitoring and capacity development.

KtK has consistingly developed the reporting forward to enable partners to be to the point in their description of activities and achievements. Ktk has also assisted PO in improving their reporting, English language and reporting on their indicators. This includes also describing typical or specially interesting case stories.

KtK's draft 2012-performance report²⁸, makes the following assessment:

Strategic planning and monitoring	Results
Context analysis based on target group	6 PO embed analysis in target group analysis rather than general situation report
Reporting conforms with objectives and indicators from overall programme document	9 PO clearly report on objectives, but reporting on indicators pose a problem
The PO has developed Strategic Planning	6 PO have SP, four of them developed in 2012. Remaining will need follow-up in 2013
Monitoring and Evaluation systems are in place	9 PO describe monitoring procedures, 6 having developed their E-Systems in 2012
Qualitative description of progress	7 PO include individual stories and accounts of specific effects on beneficiaries
Self-reflection and suggested improvements in reporting	5 PO state need to better to serve beneficiaries in future or suggest organisational improvements
Overall assessment of PO reports	4 reports improved in 2012, whereas 2 were of lower quality than 2011. KtK will work with those organisations in order to improve M+E

The table shows that whereas most of the PO is improving their reporting and activity monitoring, several still lag behind. KtK has rightly put focus on strengthening in particular these PO.

3.4.4 Partners' perception of the role of KtK

As stated previously, KtK partners are generally very satisfied with their cooperation with KtK and support the close partnership; KtK's capacity building efforts within organisational/ administrative matters, development of professional skills, networking, fundraising and staff welfare.

Some PO expressed disappointment for only getting infrequent visits from KtK, while others express satisfaction with the visits they receive from KtK. A few PO find that KtK in certain aspects are almost too much involved in their daily work, organisation and administration.

The ET agrees that as needs differ among PO, so should the frequency of field visits, level of involvement and time needed to support partners and finds that KtK seems to be generally responsive to partners' needs and feelings. However, frequency of visits

28 KtK West Bank and Gaza Annual Progress Report 2012; draft May 2013

and level of involvement with partners seem to be entirely at the discretion of the FR and might benefit from objective criteria, made available to all partners.

3.4.5 3.4.5 Effectiveness of KtK monitoring system

The effectivity of KtK's monitoring system is hampered by the previously described lack of target figures, impact indicators and baseline figures. Through case stories, the PO attempts to give perspective to these « naked » figures on meetings held, women participating etc.

The ET finds that the level of monitoring is generally satisfactory and may even be slightly reduced to save costs in case of well-established PO that have shown an ability to make their own impact, public profile, find several sponsors and avoid financial mismanagement episodes.

Recommendation 9):

KtK should consider:

- *Gradually reducing its capacity development support to long-term, well established PO and*
- *slimming its home-office back-up team to enable more funding to PO and activities in Palestine.*

3.4.6 Conclusion of efficiency

The ET finds that the operations of the PO seem reasonably efficient, although it has not been possible for the team to make relevant comparisons to other similar projects.

In terms of KtK efficiency, the team finds that its staffing and activities in Palestine are necessary to keep the programme and its special focus on politically sensitive issues. However, as KtK remain sponsoring well established – and funded – PO, it ought to be possible to reduce monitoring as well as capacity development with these, more self-contained partners which could deduce the need for home office back-up.

3.5 SUSTAINABILITY AND EXIT

ToR:

1. Are results sustainable? Why and how?
2. What are KtK's exit strategies – what recommendations could be made?

3.5.1 Sustainability

As described in 3.4 above, with AISHA as the main exemption, KtK's partners are well established organisations, well known and with most of their funding coming from other sources than KtK. These organisations all claim that their operations could be sustained, even without KtK funding – although of course at a lower level.

KtK argue the advantages of establishing long-standing and intimate relationships with PO which are already (or in the process have become) sustainable and well established, as it enhances their impact. It also reduces risks of mismanagement and corruption that KtK and PO managers have close relationships for many years.

However, the ET finds that there are arguments speaking in favour of a more innovative approach: As KtK partners mature, other organisations may have greater need for development, strategic support and from introducing ISA, already accepted by most of the present PO. Also, as KtK partners grow of age, a continued funding increase the risk of complacency. Also, by searching for new partners, KtK may also be able to ensure the rejuvenation of the Women's movement that it otherwise work to promote.

3.5.2 Financial sustainability

From an overall perspective, few if any NGO activities in Palestine are financially sustainable in the sense that they can continue or develop on their own without external, meaning international funding.

The ET finds that it is unrealistic to expect financial sustainability of KtK partners with a feminist perspective and a focus on advocacy and lobbying.

KtK has assisted the partners in fundraising, directly through help to approach donors or indirectly through enabling them to present themselves more professionally and therefore reliable to other donors. This increases their financial sustainability.

3.5.3 Sustainability of results

The question whether the activities with the PO and their target groups themselves have led to sustainable changes is closely related to the previously mentioned lack of impact studies. If training etc. has made a lasting impact on participants, enabling them to take better care of themselves, go up against oppression or violence or getting a greater say in local communities – then the support has provided sustainable impact. However, this is so far not clearly documented, as described under Impact.

3.5.4 Exit strategies

The ET has noted that there are no specific exit strategies in place with KtK partners, since KtK expect to continue cooperating with mostly the same partners for the com-

ing three year period. However, at least one or possibly two of the present PO are likely to be replaced (expecting a funding at the same level as in 2011-2013). The country representative seems to have a clear picture of both who should no longer be funded ²⁹and who should be a newcomer among PO.

The KtK field manual describes the criteria for the considering exit:

- Can sufficient funding be obtained from other sources?;
- Can KtK provide continued added value to the partner?;
- Can the partner deliver added value to KtK's goal fulfilment?;
- Is the partner, or be brought, in line with KtK's feminist perspective?;
- Has the partner obtained its goals as defined in projects agreement?³⁰

The ET believe that KtK genuinely consider these criteria when choosing new prospective PO, although the impression was that the FR has a relatively free hand in pointing out such potential partners.

From the perspective of leaving out partners who are no longer in need for support, the ET made its observations above.

The ET support KtK's "Post-exit" strategy to maintain close contacts to partners previously supported. The ET finds that it should include a structured approach to ex-post impact assessment.

Recommendation 10):

KtK should:

- *Consider the advantages for the Women's movement to remain with the present or involve new PO in need of capacity development, possibly through an open tendering process.*
- *At the same time, maintain close ties to old PO, including inviting them for networking and other, relevant events.*

3.5.5 Conclusion on sustainability

The ET notes that financial sustainability for partners is unrealistic, but that KtK consciously is developing the capacity of PO to seek other funding sources and that

29 KtK keeps a continued close contact also with partners who no longer receive financial support such as the Jerusalem based Women's' Centre for Legal Aid and Counseling - WCLAC.

30 The release of 19 Palestinian women POW in Israel in a prisoner exchange reduced the relevance of the Israeli organisation Public Committee Against Torture in Israel (PCATI) as a PO

few PO are dependent for more than 20 per cent on KtK funding.

The ET has found no exit strategy in the KtK programme document or partner project documents and suggest that this should be included in a new programme.

In the same vein, KtK should consider developing a more proactive policy towards its choice of PO for the next programme.

4 Conclusions and recommendations

4.1 LESSONS LEARNED

The evaluation points to a number of lessons to be learned from the previous period and which should be reflected in a new, three year programme for 2014-2016.

The political stalemate between Fatah and Hamas has resulted in a non-functioning Legislative Assembly for more than six years and no solution in sight. Although local elections have been held in parts of the WB, the likelihood of a continued conflict makes focus on training women to stand for elections less relevant. Instead, there is an expressed demand for supporting women who are elected to councils, through networking and training.

As KtK has a feminist approach to women's development and participation, they and their PO focus on awareness raising and training rather than service delivery. However many women seek ways out of situations of oppression and violence, once they are conscious about their rights and perhaps received counselling. This could go two ways: i) Helping the woman to get out of the situation through getting vocational training, job opportunity and/or a place to stay; or ii) helping the woman to change the situation in her family through raising awareness and coaching other family members, including not least men on the plights and rights of women. KtK and partners should be able to refer women in need to assistance and prepare awareness raising for groups as men and children in schools.

Despite Palestine having a very young population, the Womens' movement and WO in Palestine is dominated by older women at leadership positions, who were brought up in a different political situation than the one facing young today. There is a need for younger women to develop the movement.

Since impact of interventions is very difficult to assess, there is little documentation for results of most PO and KtK activities. The ET points to a need for long-term impact studies to assess how programme intervention has changed participants situations in a longer perspective. This will no doubt result in new insights and adjustments for the future .

PO benefit from KtK's strong support to the development of their organisations, strategic planning, monitoring through capacity development, establishing networks for sharing experiences and developing joint projects with likeminded organisations, notably other PO. However, with most KtK-PO relationships going many years back, and considering that most PO are already well established and funded, the ET finds

that the time may be ripe for KtK to consider replacing some of the old partners by new, who are more in need of such training. KtK should however, maintain close political ties to the old partners.

KtK itself has been energetic in developing close cooperation with other INGO's and with international donors as UN and EU. This has given KtK a good overview of thinking and priorities in the support to women in Palestine, as well as a chance of influencing the thinking and priorities of such, much bigger players.

The KtK-Sida Programme Document suffers from a lack of coherence between objectives, outputs and monitoring indicators. Quantitative indicators should include base-lines and target figures and be supplemented by qualitative indicators of a more narrative nature as is already to some extent the case.

In terms of efficiency, the ET finds that the amount of overall funding being spent on KtK's own capacity development activities is on the high side, especially with the composition of its PO in mind, ref. above. KtK's presence in Jerusalem is considered highly useful and necessary and could benefit from adding a part time administrative assistant, whereas the proportion of the programme budget spent on salaries in Sweden is regarded as excessive – in line with the findings of a recent Organisational Assessment of KtK.

4.2 OVERALL CONCLUSION

Despite any reservations presented in the previous chapter, pertaining to the relevance of the programme document, limited and undocumented impact of outputs etc. the ET finds that the KtK programme is worth supporting because of its :

- Focus on problems affecting women in vulnerable situations due to occupation, political split and stalemate, unclear legal framework, patriarchal norms in society and families.
- Taking place in a time and context with increasing pressure to roll back some of the gains of women due to Islamic fundamentalism
- Innovative approach to support to partners and success in building up their capacities and organisation.

4.3 RECOMMENDATIONS

The following compiles the recommendations from the previous chapters in order of appearance. Each recommendation is rated on from 3 (most important) to 1 (least important – for further consideration), based upon their importance for the preparation of a new programme of support:

Recommendation 1 - Importance 3

In the next phase of the programme, KtK should:

- include impact studies with the aim to assess if and how the assistance provided has changed the lives of the beneficiaries and how could impact be enhanced;
- ensure that their own and PO performance indicators are based upon baselines and include targets so as to enable assessment of progress of projects

Recommendation 2 – Importance 2

KtK and its relevant PO should develop participatory mechanisms on how best to support women's elected to political office and their background groups as well as in establishing networks with other women politicians.

Recommendation 3 – Importance 3

KtK's should promote

- PO holding seminars, workshops etc outside the main cities as the challenges and demand for training and awareness is high in e.g. Area C towns.
- counselling and awareness be followed-up by active support or referral to such support to the victims – for training, work or shelter
- actively involve men and schools in gender awareness raising.

Recommendation 4 – Importance 2

KtK should engage younger women in leadership of Women's Organisations through:

- Reconsidering KtK's portfolio of PO from the perspective of securing new blood and outlook in top management
- Making a policy in PO ensuring more young women in policy making positions a condition for further support
- Assisting PO in developing working methods, space and assistance to enable younger women with small children to access the professional job market.

Recommendation 5 – Importance 1

KtK should ensure that:

- ISA workshops integrate training of participants in the political and cultural sensitive elements of ISA;
- PO share their ISA experiences with partners and beneficiaries
- Monitoring and evaluation is integrated in ISA project design to enable an ex-post assessment of impact

Recommendation 6 – Importance 2

In addition to RBM, KtK should apply more qualitative and descriptive evaluation techniques such as Most Significant Change – programme progress against set targets and based upon a reasonable baseline

Recommendation 7 - Importance 1

A proportion of Sida's funding to KtK's programme should be kept in reserve for emergency situations, possibly 5 per cent, to be distributed at short notice upon clearance from Sida in Jerusalem.

Recommendation 8 – Importance 2

KtK should involve and consult with MoWA through the INGO-network on a regular basis to ensure streamlining with and avoid conflict between NGOs and PA

Recommendation 9 – Importance 2

KtK should consider:

- Gradually reducing its capacity development support to long-term, well established PO and
- slimming its home-office back-up team to enable more funding to PO and activities in Palestine.

Recommendation 10 – Importance 2

KtK should:

- Consider the advantages for the Womens' movement to remain with the present or involve new PO in need of capacity development, possibly through an open tendering process.
- At the same time, maintain close ties to old PO, including inviting them for networking and other, relevant events.

Recommendations in order of priority:

Most important (3):	Rec. 1 and 3
Medium importance (2) :	Rec. 2,4, 6, 8, 9 and 10
Lowest importance (1):	Rec. 3 and 5

Annex 1: Terms of Reference

EVALUATION OF SIDA'S SUPPORT TO KVINNA TILL KVINNA (KtK) AND ITS PROGRAMME "PALESTINIAN WOMEN SEEK GREATER POWER AND INFLUENCE TO ORGANIZE FOR DEMOCRATIC STATE BUILDING" 2011-2013

1. Intervention Background:

Sida has supported KtK programs in regions affected by war and armed conflict since 1994 in the Balkans and later in Caucasus and the MENA region. Sida's support to KtK program in the West Bank and Gaza started in 2002.

The programme to be evaluated covers the period January 2011 – December 2013. The main goal of the programme is that women in the occupied Palestinian territories oPt, increasingly participate in public and political life, to increase women's access to power and influence in peace building, eliminating barriers that restrict the full exercise of their human rights and ensure their security.

The programme enables KtK to give long term financial and capacity building support to about 10 women's organizations and organizations with women's units or departments in the West Bank and Gaza. The activities focus on empowering women to increase their participation in the society and addressing violence against women.

In addition to financial support to the organizations' own work and as a complement, KtK carries out capacity building activities and facilitating spaces for interaction and networking.

KtK programme includes three programme areas with the following objectives:

1) Palestinian women gain greater access to public and political life, participating equally without barriers

The area focuses on empowering women, including community based organizations and marginalized women, to engage and participate; on creating spaces for engagement; on supporting engagement with the government on legal reform and political development; as well as on development of a debate on women's participation and organizing. This is done mainly through training events and their follow-up activities, out-reach activities, open discussions, establishment of informal networks, lobbying

and advocacy campaigns. These activities are carried out mainly by KtK partner organizations.

2) Palestinian women live a life increasingly free of violence and enjoy greater security both in the home and in the community

This includes provision of physical as well as mental support to individual women, as well as women prisoners, suffering from violence, including development of grass root based support to women; advocacy on the need for the justice sector to take their responsibility of addressing violence against women and providing redress for victims; and development of information and data on methodologies used by civil society in order to influence and train relevant government officials on the need to treat victims with respect and to make the victims' needs the priority. These activities are carried out mainly by KtK partner organizations.

3) KtK's partner organizations continue to develop as sustainable, strategic, professional and efficient civil society actors

The focus is on capacity development both on thematic issues as identified by the partners, and on strategic planning, project cycle management including results based management and financial sustainability in order to make the organizations relevant, legitimate, strategic and sustainable. These activities include formal training events, dialogue and meetings including yearly meetings with KtK regional partners and are carried out by KtK.

In addition, there is a forth area which is more focused on KtK's responsibility and capacity in implementing the programme.

The total budget of the programme is 24.4 MSEK broken down as follows (Programme coordination, audit 6 700 000 SEK, Project support to partner organizations 14 800 000 SEK, Capacity building and training 1 000 000 SEK, Administration, information and management 1 800 000 SEK).

2. Evaluation purpose and scope of the assignment

There are two main purposes of this evaluation:

- To make a results-based evaluation in order to see to what extent the project objectives and its main purpose have been achieved and to what degree the activities have contributed to this achievement.
- To provide recommendations, information and lessons learned in order to (i) serve as a basis for decision of future Sida support to KtK's programme in the West Bank and Gaza and (ii) to serve as a basis for KtK in designing the coming programme phase 2014-2017 to further improve on women's rights.

3. Evaluation questions:

Impact

- What results and development effects can be identified at outcome and impact level?

Relevance:

- Assessment of KtK's program conflict analysis i.e. conflict sensitivity, connectors and dividers in relation to program goals and objectives.
- To what extent is local ownership present in the program
- To what extent does the development intervention conform to the needs and priorities of the target groups? Is the programme relevant in content in the context of oPt?
- What synergies of cooperation with other organizations on common thematic issues have there been during the activity period? How does KtK coordinate the programme with other organizations?

Efficiency:

- How has KtK managed the program in terms of capacity, administration and cost efficiency?
- How has KtK managed the program in terms of monitoring of the partners work? Assessment of KtK monitoring system.
- How do KtK partners perceive the role of KtK?
- Has the monitoring system been effectively used? What areas have room for improvements?

Effectiveness:

- To what extent has the program objectives and results been achieved?
- What are the major results of the intervention?
- To what extent has KtK succeeded in promoting women's rights in their program?
- Is the method of working with Palestinian women organizations working? How and why?
- Has KtK been able to develop substantial capacity, specifically on RBM, within the partner organisations?
- What is the added value of KtK? What is the added value of KtK partnership with the Palestinian women organizations and with Sida? What is the added value for KtK presence in Jerusalem?
- Has implementation taken place as planned? What were the deviations (if any) and the reasons behind it?
- Has KtK contributed to the Palestinian national development plan and to the Ministry of women's affairs strategy of combatting violence against women? How?
- What type of dialogue does KtK has with partners and the PA ministries, especially the Ministry of Women Affairs?
- Did partners show any interest in collaboration with the Ministry of Women Affairs?

Sustainability

- Are the results sustainable? Why and how?
- What are KtK exit strategies; i.e. phasing out support from partners? What recommendations could be made?

4. Methodology

The consultant shall:

1. Comment on the ToR and its applicability.
2. Describe the methodology and time frame taking into consideration the purpose of the assignment. The methodology should include interviews with KtK staff and partners, relevant donors, Ministry of Women's Affairs, Ministry of Social Affairs, etc. and other relevant stakeholders and persons in the West Bank and Gaza. Sida shall revise the list of people and stakeholders to be interviewed together with the Consultant. The methodology is expected to include studies of programme documents and reports, previous evaluations, relevant studies and documents, and human rights, gender tool box and Sweden's strategy for the West Bank and Gaza.

5. Work plan and time schedule

The evaluation will take place in oPt and Sweden preferable during April 2013. The last day for submission of the final report should preferable not be later than xxxxxx. The length of the assignment should not exceed 6 weeks with the following distribution:

- 1 week: literature review and preparation in Sweden
- 3-4 weeks: interviews and field work in oPt (both West Bank and Gaza) including presentation of the main findings and conclusions at the Swedish Consulate General in Jerusalem.
- 1 week: report writing

The consultant will have to decide his/her own time estimation as long as the last day of assignment stays the same.

6. Reporting

An inception report is expected to be presented to Sida prior to the starting of the field work in oPt. The inception report should not exceed 8-10 pages and should be written in English.

The draft evaluation report should be also written in English and should not exceed 30 pages, excluding annexes. The evaluation team shall adhere to the terminologies conventions of the OECD/DAC glossary on evaluation and results-based management as far as possible. The methodology used must be described and explained in the final report. Any limitations shall be made explicit and their consequences discussed.

A presentation of the main findings and conclusions shall be presented to KtK and the Consulate General in Jerusalem before leaving oPt, and no later than

A draft evaluation report shall be submitted to the Consulate General in Jerusalem by xxxxxx . Within two weeks after receiving the Consulate's comments on the draft report, a final version in 3 paper copies and in electronic format shall be submitted to the Consulate General in Jerusalem.

7. Evaluation team

The evaluation team shall be composed of at least two team members of which one shall be Swedish and one national. The team shall have the following competences and experience:

1. Extensive knowledge of development cooperation, evaluation methodology, logical framework approach and results based management
2. At least 5 years' experience of evaluating development projects and programs
3. Extensive experience in promoting women's rights and women's organizing.
4. Knowledge of the role of civil society in democratic state building and in challenging the state as well as experience from complicated conflict areas/situations.
5. Fluency in English and Arabic
6. Good understanding of the Palestinian society and oPt in general.
7. For the local consultant to have access to different districts including Gaza by carrying a Jerusalem ID.

The team leader is commissioned to prepare a subcontract with his/her local colleague.

Annex 2: KtK partners

Stars of Hope Society (SHS) <http://www.starsofhope.org/etemplate.php?id=34>

Stars of Hope (SHS) was founded in 2005 as an organisation run by Women with Disabilities (WwD). It focuses on improving the lives and life chances of WwD by promoting their participation in all life aspects, advocacy for related issues, and conducting researches on WwD rights³¹. SHS wants to frame itself as *Women's* organization just as much as a National Disability organization, by working on policy, and programme areas affect women and people with disabilities in general and women with disabilities in particular. SHS priorities include leadership, accessibility, systematic advocacy, awareness, organizational development, employment and income generating projects and combat of violence against WwD.

KtK Partnership: KtK funding amounts to SEK 440 - 500.000/year, equivalent of 20% of SHS total budget.

Women's Studies Centre (WSC) <http://www.euromedalex.org/fr/node/2817>

WSC was founded in 1989 as human rights organizations working on the promotion of Gender equality and women and human rights in the Palestinian society, using a Rights Based Approach and Development-Oriented Perspective. WSC works on three main programme areas:

- (a) Women Empowerment and Development,
- (b) Violence against Women and Children, and
- (c) Promoting a Culture of Equality.

Institutional development of WSC is an integral part of its activities³².

KtK Partnership. WSC has had a partnership with KtK for 10 years working on “Women, Armed Conflict, Loss and Bereavement” which as the overall goal to reveal the Israeli occupation policies and practices and their impact on Palestinian women and minimise the impact of these effects on the different aspects of their lives. WSC supports traumatized women and provide them with: a) space to express their emo-

31 <http://www.starsofhope.org/etemplate.php?id=34>

32 WSC (2010) a. Women between the hammer of the Law and the Anvil of Society. WSC.

tions to overcome the trauma of loss of husbands, children caused by the occupation; b) an approach called “Bereaved to Bereaved” whereby traumatized women stand by each other in dealing with trauma of loss, and c) a social awareness within the society in regards to dealing with loss through gender sensitive perspective.

KtK supports WSC amounts to 6 – 700.000 SEK, equivalent to 13% of its overall annual budget.

Palestine Working Women's Society for Development (PWWSD)

<http://www.humanrights.ps/user/24>

PWWSD is one of the most influential and biggest grassroots women organizations in Palestine, founded in 1981. It aims at ending the Israeli Occupation, building a democratic Palestinian society based on gender equality, social justice, and respect for human rights.

PWWSD empowers and mobilizes women's participation in the public life as well as in the private life, promotes women's Civic and Human Rights, and improves women's and girls' mental health and psychological wellbeing³³. PWWSD currently it works on different themes including capacity building, civic education, and psychosocial support, through its branches all over West Bank and Gaza, and it is an active member within the women's movement. It has a good relation with the MoWA, and is aiming to work with young women and youth in general and to work with men too.

KtK partnership: Under KtK fund, PWWSD implement a Training of Trainers project targeting female candidates for local elections, where 60 out of 80 women attended PWWSD trainings won the recent local councils elections. Furthermore PWWSD supported the foundation of shadow councils (of women) in some West Bank areas. Yet the councils were not very successful as they need further development. KtK supports PWWSD with 550-575.000 SEK/year - or 8% of total budget.

The evaluation team have met four women in Tulkarem area, who had benefited from PWWSD services, one of participated in the elections education and managed to win a seat in the local council. They saw PWWSD centre in Tulkarem as a space for them to get out of their private spheres; to socialise with other women and find a company, but were also in need of economic empowerment and income generation activities.

The Tulkarem office is totally funded by KtK programme, with no exit strategy, there is a high risk of the office's sustainability and surviving.

33 <http://pwwsdnews.blogspot.co.uk/2012/05/palestinian-working-womens-society-for.html>

SAWA <http://www.sawa.ps/en>

SAWA was founded in 1998 aiming to provide psycho-social counselling support, and specialised as a hotline service provider. SAWA is an active and founder member of Al Muntada and enjoys a very high visibility. SAWA's programmes are voluntary-based.

KtK partnership: SAWA run its telephone hot-line, which receive approximately 2000 calls per month, where 74% of the callers below 21 of age, 60% females and unsurprisingly most of the callers are from Gaza³⁴. Approximately 20% of the cases are related to family violence issues. It also runs mobile clinics in the West Bank providing psycho-social support services to remote and marginalised areas and visits 3 different locations 4 times a month for 4 hours each visit. SAWA's voluntary programme is based on training programme for the volunteers, where they go for 110 training hours. It lacks a systematic referral or follow-up mechanism.

KtK supports amounts to 540-560.000 SEK/year, corresponding to 20% of its total budget.

Palestinian Centre for Peace and Democracy (PCPD) <http://www.sawa.ps/en>

PCPD was founded in 1992 to “reinforce the ideology, culture and values of democracy and genuine peace; empowering the target groups, particularly women; building the capacities of local organizations and community activists; reviving voluntary work and community participation to liberate the Palestinian society from occupation and all forms of backwardness. Respect for human rights, tolerance, participation, accountability and rule of law are the pillars of the Centre's work”³⁵.

PCPD projects and activities focus on, the Role of Women in the Peace Process, strategic peace, political and economic rights of women, leadership building, conflict resolution and others. It utilises media and social media extensively and it is visible in the streets (demonstrations).

KtK partnership: The evaluation met young beneficiaries from different areas, involved in PCPD initiatives on three main themes; (a) low wages of women, (b) conditions for female prisoners and (c) women's political participation in local councils.

PCPD receive 575-640.000 SEK/year, which is approx..17% of its budget.

Jerusalem Centre for Women (JCW) <http://www.j-c-w.org/>

34 See Sawa 121 "Reality and challenges"; Sept. 2011

35 <http://www.euromedalex.org/node/7650>

JCW was founded in 1994 by Palestinian and Israeli female activists, preoccupied with the impact of the Israeli occupation on all citizens, Israeli and Palestinian. The Centre aims at empowering Palestinian women's position in civil society, politics, and within the peace process, in partnership with an Israeli women's organization -Bat Shalom³⁶.

Yet, the collapse of the Bat Shalom and peace process put JCW in real financial and organizational challenges. In 2008 the centre decided to reverse its policy of normalization as a political position against the war over Gaza in late 2008. Despite this declaration, JCW is stigmatized as a “normalization” organization by other Women’s organisations.

JCW focuses on three main themes: (a) Capacity Building and Empowerment, (b) Advocacy and Human Rights, and (c) Peace Building. JCW believes that empowering women, and advocating for respect for human rights and democratic principles is crucial to ending occupation and creating a foundation for a just and lasting peace. JCW is committed to advancing the rights of Palestinian women and developing their role in society, nation building and the peace process.

KtK Partnership: KtK has a long partnership with JCW and currently funds a ToT Project, aiming at motivating and empower female participants to take leadership roles in society. The project conduct training for targeted women,- mainly from local CBOs and women organizations on topics such as: a) Communication Body Language and Communication Skills; b) Building Confidence and Self- assertion; c) Sociology with focus on Culture and Society in relation to Gender, Democracy, Violence Against Women, Human Rights and Gender. However, it seems that few of the women trained do actually continue to train others as was the intention of the project. As the project has been on-going since 2006, JCW realises the need for an impact study.

Besides this training programme, JCW provides legal and psychosocial services through its legal clinic in Jerusalem targeting marginalized communities there. KtK fund JCW with 315-325.000 SEK/year, 15-20% of its annual budget.

Women’s Affair Centre (WAC) <http://wac.org.ps>

36 The two organizations founded a coordinating body known as the Jerusalem Link, JCW and Bat Shalom have operated independently, yet periodically working jointly. However, since the attack on Gaza in December 2008, JCW and Bat Shalom have decided to work separately on their own constituency to prepare the ground for future peace work. http://www.j-c-w.org/index.php?option=com_content&task=view&id=22&Itemid=9

WAC operates in Gaza. It advocates for women's rights and gender equality through capacity development, information and innovative research and advocacy programs. WAC also issue publications on different themes related to women issues.³⁷

KtK Partnership: KtK funds WAC's "Promotion of women's empowerment and public participation in the Gaza Strip" program, which aims to strengthen the capacity building of WACs staff, local women CBOs and individuals towards women empowerment and participation in political life. Among the activities supported are micro-credit schemes for women, which have received mixed results. KtK contributes 340.000 (first year) to 470-600.000 SEK/year. This is about 10 % of its total income.

Association for Women and Child Protection (Aisha):

http://en.wikipedia.org/wiki/Aisha_Association_for_Woman_and_Child_Protection

Aisha was founded in 2009. It aims to achieve gender integration through providing economic empowerment and psychosocial support to marginalized communities in Gaza city and Northern area of Gaza Strip. Aisha targets Women and children victims of Violence, school counsellors, teachers, doctors and psychosocial service providers. It runs a training centre in Gaza city.

KtK Partnership: Aisha is an unusual Partner for KtK as it is more directed towards service delivery and less on feminist and political awareness to the women, it supports. Under KtK fund, Aisha implements a programme on "Protecting Women Victims of Violence and at Risk in Gaza and the Northern Governorates" by using the individual empowerment of the women as well as group sessions. It has an annual capacity of approximately 30 women who are provided 10-12 months vocational training, preceded by individual counselling and psychosocial support. During the war in Gaza, Aisha established emergency services to support bereaved women and children within its limited means.

KtK provides annual support of SEK 260-270.000, which constitutes about 30% of Aisha's budget.

Palestinian Centre for human Rights and Women Rights (PCHR)

<http://www.pchrgaza.org/portal/en/>

PCHR was founded in 1995 by a group of Palestinian lawyers and activists aim to protect and respect human rights according to international laws and regulations, to

37 Such as "Palestinian Women's political and economic Participation" (2012), "Honour Killings" (2010), "Women participation in local councils in Gaza: A Gender Perspective Analysis" (2010).

develop Civil Society and enhance it to promote a culture of democracy, and provide support the Palestinian self-determination principle. PCHR has several units including, outreach, legal, socio-economic rights and women rights units.

KtK Partnership: KtK supports PCHR's training programs for judges, lawyers and law enforcement personnel in order to raise their awareness of the rights of women under prevailing civil and religious laws. It maintains a high public profile under difficult political circumstances in Gaza.

PCHR has a long list of international donors. The support from KtK amounts to 470-540.000 SEK per year; 10 % of its overall budget.

Public Committee Against Torture in Israel (PCATI) <http://www.stoptorture.org.il/en>

PCATI is KtK's only Israeli partner. It was established in 1990 with the specific aim of ending torture in Israeli prisons, performed against both Israelis but increasingly Palestinians. PCATI keeps a high public profile and addresses the Israeli Parliament and media regularly. It monitors torture and ill-treatment of prisoners and supports petitions from prisoners, notably Palestinian, protesting alleged torture while in Israeli police or prison custody.

KtK Partnership: KtK has supported PCATI's specific work for Palestinian women in Israeli prisons. Until a prisoner exchange in 2012, 19 Palestinian women were jailed on politically motivated charges in Israel. Since their release, PCATI has supported a few remaining Palestinian women in prison as well as promoted petitioning from the released groups against their treatment. This has however met with limited success as only one woman has taken the bold decision to petition the Israeli government for ill-treatment.

KtK has supported PCATI with from 190- 640.000 SEK per year. The support to PCATI is being phased out and will most likely not be continued in a new program phase.

Annex 3: Persons met

WEST BANK AND JERUSALEM

Government and INGO

- **Swedish consulate:** Fadya Salfiti and Ingrid Sandström
- **Italian Cooperation and EU gender coordinator:** Carla Pagano
- **UNRWA** Gender Focal person: Khaled Mansour
- **UN Women:** Camelle
- **Ministry of Women's Affairs:** Fatina Wathaifi; General Director of planning and policies
- **KtK:** Linda Öhman and Rana Khouri
- **Diakonia:** Arige Jubeh Abu Ali, Program manager
- **Oxfam/Novib:** Nickie Monga, Program manager

Palestinian Women's and other CSO

- **National Development Council:** Ivan Nikolic
- **WCLAC:** Maha Abu Daiyeh
- **Sawa:** Ohuela Shomar, Director; Jalal
- **Women's Technical Advisory Committee:** Surida
- **Stars of Hope Society:** Ola Abu Al Ghaib, Chair and Nancy Tamimi, Sec.General
- **Health Work Committee:** Shatha Odeh
- **General Union of Women:** Rima Nazal
- **Palestinian Centre for Peace and Democracy:** Hilda Issa, Nassef Muallem, Ikram Zubeidi and Haneen Abu Sadaa. FGs with end beneficiaries
- **Palestine Working Women's Society for Development:**
 - Ramallah office: Amal Khriesha
 - Toulkarem office: Maali Mousa and a Group of end beneficiaries
- **Women Studies Centre**
 - Nablus office: Rawda, Amal and two volunteers
- **Jerusalem Centre for Women:** Mariam Ekrimawi

GAZA

- **Women Affairs Centre**
 - Main office: Amal Yam (director)
 - Local Partner org: Gaza Womens Savings and Lending organisation: Merwat Hassona; Director; Ibtisani Salem; coordinator
- **AISHA**

- AISHA staff: Rema, Mariam, Mohanned;
- Beneficiary: Ms.Ema Abd Al Fattah, beneficiary and trainer;
- 4 women's groups of a total of 25 women under vocational training.
- Norwegian Refugee Council - Sarah Adamczyk, Coordinator for Information, Counselling and Legal Assistance
- Palestine Centre for Human and Women's Rights: Mona Shawa

STOCKHOLM

- **Sida:** Camilla Redner, HR+Gender officer
- **KtK:** Anna Björkmann, Annika Johansson. E-mail communication with regional manager Linda Sahl

Annex 4: References

REVIEWED DOCUMENTS

- AISHA Final Narrative Report. Reporting Period: 1/1/2012-31/12/2012
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- JWC Final Narrative Report. Reporting Period: 29/8/2012 to 13/2/2012
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- KtK Annual financial Report 2010
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- KtK staff Job Descriptions
- Palestinian National Strategy to Achieve the MDGs by 2015
- Palestinian National Strategy to Combat Violence Against Women 2011-2019
- PCBS (2011) Men and Women in Palestine
- PCHR Narrative Report. No reporting period
- PCPD Annual Report 2012
- PCPD Final Narrative Report. Reporting Period: July – December 2012
- PWWDS Well Being Project Final Report
- PWWDS Election Supplement Project Final Report
- SAWA. Information Resource Building and Outreach Expansion to Advocate for Protection of Women and Children Project Final Report.
- SAWA: Documenting best practices lessons learned operation and development of a call centre supporting victims of violence in the OPT; August 2012
- SIPU: Organisational Assessment of Civil Society Organisations (CSO) in view of possible qualification as Sida's framework and/or strategic partner organisations; February 2013
- Stars of Hope: Final Narrative Report. Reporting Period: 1st January – 31st December 2012
- Stars of Hope: Strategic Plan Summary 2013-2015

- UNDP and KtK (2012) Palestinian Women Organizing in Jerusalem: Marking the 10th anniversary of UN Resolution 1325.
- WAC. Final Narrative Report. Promotion of women's empowerment and public participation in the Gaza Strip
- WSC. Final Narrative Report. Women, War and Political Conflicts: Palestinian Women in the Occupied Territory
- WSC: Women, Armed Conflict, Loss and Bereavement

Plus web-pages of all partners

Annex 5: Debriefing note

Sida Evaluation of the Kvinna till Kvinna program in oPt

Debriefing note, May 2013

INTRODUCTION

1. Kvinna till Kvinna – KtK – is a feminist organisation with a long track record working for women's rights in Balkan and the Middle East. It has been established and operational in oPt since 2002. It is currently on the last year of its third three-year program, running from March 2011 to December 2013. The program has a total budget of 24.5 M SEK and is entirely funded by Sida. Besides the program under evaluation, KtK is implementing programs funded by other sources, including the organisations own funds.
2. KtK supports nine Palestinian and one Israeli CSO's under its SIDA funded program. Three of the Palestinian CSOs are based in Gaza, the other six in WB and Jerusalem. The organisations each receive between 300.000 and 700.000 SEK in support per year with a total for support to partners over the three years of 14. 2 MSEK. In addition, KtK receives organisational and administrative support as well as overheads.³⁸
3. KtK has an office in Jerusalem to manage the program with one Swedish Field Representative and one Palestinian project officer. They are supported by a program officer and a coordinator in KtK's head-office in Stockholm, mainly dealing with administrative and financial matters on the programme.
4. This evaluation was undertaken from 19 to 28 May by Henrik Brade Johansen, COWI as team-leader and Maisa Shquier as Palestinian gender specialist. The team visited all the partner organisations but one (the Israeli partner)³⁹; three collaborating community based sub-partner organisations; volunteers, trainers and end beneficiaries, relevant international and national organisations and some independent/external researchers/activists on VAW and 1325. (see list of persons met) The team operated together for the first six days and then split as Henrik vis-

38 To be developed and discussed in draft report upon visit to Stockholm on 31 May 2013

39 KtK is considering to not work with Israeli partners anymore, due to its anti-normalization vision, therefore this partner was excluded

ited partners and beneficiaries in Gaza from 26-27 May⁴⁰, while Maisa visited partners in Tulkarem, Nablus and Jerusalem.

METHODOLOGY APPLIED

5. In accordance with the Inception report, presented somewhat belatedly due to late arrival of various documents, the team
 - a) Reviewed relevant program documents as and when they were received, including a draft of KtK's annual 2012 overall report
 - b) Started off with a meeting with SIDA, then a detailed SWOT analysis with the KtK Jerusalem team
 - c) Held semi-structured interviews with management of all partner organisations, other stakeholders, beneficiaries and observers of the programme
 - d) Undertook group interview with groups of volunteers and end beneficiaries (previous and current) of some of the partners in West Bank and Gaza.
 - e) Attended vocational training sessions at AISHA and met with volunteers work on Bereaved to Bereaved programme (Women Studies Centre in Nablus)
 - f) Held two (more to come) telephone interviews with stakeholders not able to meet the team.
6. The team wishes to express its appreciation of all support provided by Sida and KtK in planning meetings and to KtK's head office for providing documents and information as the team felt the need.
7. Upon return from oPt, Henrik will hold meetings on 31 May with KtK in Stockholm and brief Sida's desk officer on the initial findings.
8. Maisa will stay two more days in Palestine to arrange some meeting with the MoW and the gender unit at the Ministry of Local Governance.

OVERALL ASSESSMENT

9. KtK has developed its very own profile in the Palestine donor community engaged in women and gender programmes. Partners declare that KtK is much more than a mere funding agency. It is a *real* Partner, or even friend as it is considered genuinely engaged in developing projects with its hand-picked and, with a few exceptions, long-standing partners. Partners perceive the three years programme as an opportunity to develop a strategic partnership, furthermore, it offers the partners a financial security during the programmes period. KtK provides professional coaching and dialogue on matters ranging from definition of feminism and normalisation to providing support in organisational, administrative and hu-

⁴⁰ Maisa Squhier's application for entry permit was refused by the Israeli side for "professional reasons".

- man resource development of the partners and eventually of their, typically local CBO partners. The closeness of the relationship, may however run the risk of leading to unclear division of responsibilities between KtK and partners.
10. Among other features distinguishing KtK from other donors are:
- a) KtKs interest for the *well-being of partner staff*. KtK has developed a concept of Integrated Security approach, comprising not only physical security in the job-situation but also offering staff-retreats with mental and physical relaxation in order to avoid burn-out or eventual resignation by hard-working partner staff. In doing so, KtK not only shows a human face to its partners, it also sends a clear message to managers and directors on a conscientious attitude to staff management.
 - b) KtK has a strong focus on *establishing networks between partners* , in particular networks between partners from West Bank and Gaza (and with external stakeholders as well). One or two annual meetings with 1-2 representatives of all partners has shown results inasmuch as several of partners have come together to prepare joint activities.
 - c) KtK has been among the initiators of *closer collaboration between INGOs, International donors as EU and UN* active in women's development by creating an informal gender group, in the intention to provide a space where international stakeholders work in Palestine to discuss how to improve work on women issues in Palestine . The network started recently and promises a better overview as well as a better joint basis for collaboration with the Palestine MoWA and other authorities. It may eventually lead to basket donor funding in the field, much to the relief of overburdened partners administrations dealing with umpteen different reporting formats and deadlines.
 - d) KtK is very cognisant on the need to *rejuvenate the Palestine women's movement*. Many of the present leaders have been spearheading the movement since the second Intifada and new and younger leaders find it hard to find a space in the top management, updating some of the "old" priorities based upon the in many ways harsher daily realities of the younger generation.
 - e) Several of KtKs partners are providing support to especially vulnerable groups of women such as disabled, women victims of violence (VAW) and women subject to politically originated violence. Such groups also receive support from other donors. However, unlike these, KtK insists in helping their partners in giving projects a distinctive feminist/ women's' movement profile.
 - f) KtK is vocal in its denouncing of so called *Normalisation* of the relationship between Israel and the occupied Palestinians and support Women's organisations with a clear Anti-occupation profile such as women (and their families) bereaved through martyrdom or jailing due to opposition to the occupation forces.
11. Loyal to official Sida policies, KtK is promoting and coaching partners in the use of *Results Based Management*. Hence, all partners are presenting their programmes in a formal LogFrame structure, although not all objectives clearly

linked to outcome and activities and not all indicators are easily measurable, as many objectives and activities require qualitative methods and tools to be measured meaningfully.

12. KtKs approach to programme planning with partners is based upon a fine balance between leaving the planning and priorities to the partners themselves thus respecting their right to self-determination and at the same time ensuring that the projects fall within the scope of KtK's priorities and requesting detailed progress reporting. Because of KtK's long-lasting and close relationships with its partners and the assistance KtK provides in developing Strategic Plans together with partners, the KtK priorities are for seen as a positive support to the prioritisation of the partners, although some feel that KtK get more involved in partners priority setting this than they find necessary.
13. The approach to e.g. awareness raising and capacity building of VAW varies from one partner organisation to the other, with quite different emphasis and resources going into especially vocational training and other socio-economic assistance (e.g. cooperatives). This is also reflected in the number of women that each organisation has capacity to support and eventually on their long-term prospects for recovery. The team has met end beneficiaries who had been repeatedly supported for several years, whereas others have had very little, if any training or similar support to supplement psychological treatment.

ASSESSMENT

14. The team does not hesitate to **recommend (1)** further Sida support a new KtK three year programme along the same overall lines as the present and previous programmes. The team finds, that KtK overall has selected relevant and competent partner organisations with quite different profiles, levels of professionalism, identity, priorities and vision but with a generally common understanding of a feminist approach.
15. The team has assessed the programme from the perspective of effectiveness, efficiency, relevance, impact and sustainability, as well as its conflict and context analysis and risk assessment. However, we have not been able to go deep enough into each of the partner organisations to find it appropriate to present any conclusive findings and recommendations on each of them.
16. On the basis of the assessment, the team has made a number of recommendations pertaining to a future programme as well as a number of observations that we invite KtK to consider when planning for the next phase.

OVERALL PROGRAMME DESIGN

17. The overall goal of the programme: ...women increasingly taking part in public and political life to increase access to power, influence peace building and eliminating the barriers restricting the full exercise of their rights and security. The team finds that this is reasonably well reflected in the outputs and activities described in the programme: However, neither the overall indicator 1: ... PA enacts and implement laws and policies that encourages the participation and protection

of women , nor indicator 2: An increased number of women are elected or appointed to government positions are well suited to measure to what degree the program has been able to attain this goal. Obviously because there are no new laws enacted without a functioning PLC, but just as much because there are so many other outward factors that influence the overall goal and number of e.g. women in local councils is not necessarily among the most important.

18. At the lower levels of the Log Frame, indicators are also mainly quantitative and say little about the quality or long-term effects of the activities. This points towards indicators of a more qualitative and process oriented nature as well as base-lines and – in the case of quantitative indicators – target figures.
19. Hence, the team **recommends (2)** to redefine the overall indicators for a new phase, that more qualitative and process oriented indicators are generally applied and that baselines are established as well as measurable targets where there are still quantitative indicators.
20. Given the long cooperation between KTK and partners, the team suggests that it is possible to measure impact in the form of long-term effects of activities. The team **recommends (3)** that ex-post evaluations are integrated into the next programme, studying, documenting, analysing and disseminating what has happened to selected beneficiaries from the present or even previous programmes.
21. Given the unpredictable conditions in the oPt, the team further **recommends (4)** that not all programme funds are distributed to partners from the start of the programme period. In case of sudden political changes, it would be important to have funds available to target suddenly emerging windows of opportunity for long-term changes.
22. The team further **recommends (5)** that a new program should reflect on the Arab spring and what opportunities this might entail, in particular on women's and youth's political participation and the rise of political Islam movement in the region. Most of KtK partners are members of regional women organizations networks and can use these spaces to discuss the status of women in the Arab World and how women movement can protect their achievements or prevent backlashes as well as on how to attract new supporters and leaders (young leaders).

PROGRAM COMPONENTS

23. The team has discussed the components and would like to raise a number of questions for KtKs (and Sida's) consideration while planning the new phase:
24. *Component 1).* The Palestine political system reserves a limited number of seats to women, so female representation is secured. However, this does not mean, that women's concerns nor gender sensitivity are guaranteed. However, having women more visible in public spheres (political/ village councils) as a way to enhance women's political participation is an important goal for many KtK partners. With no intention to question the importance of this understanding, the team **recommends (6)** that KtK and its partners develop participatory mechanisms with the targeted women on how to support them best in using these, basically very male dominated political spheres (women members of village counsels), e.g. through establishing a Caucus for elected women politicians.

25. *Component 2*). VAW is a very complex issue. Many organisations have been working on it for years but still acceptance of CSO involvement in supporting VAW is extremely low⁴¹. A recent study conclude that women victims of violence in most of the cases overwhelmingly seek to solve their problems in-house, then approach health centres and facilities, and only to police centres or women organizations as a last resort. This calls for a comprehensive approach to assisting these women, not least also involving the husband, father or other men in her family or clan.

The poor choices battered women are facing are also due to the question: What should such a woman live from, if leaving a violent family. So, in addition to counselling and awareness training, such women will need to develop vocational skills or otherwise secured a job.

Also, how can the program reach out to the women in remotest areas (area C, poor pockets in the cities, and some neighbourhood in East Jerusalem). KtK has taken an important step in documenting the plight of these women in these, basically lawless parts of the WB.

The team **recommends (7)** that future activities in this field should always consider how to involve socio-economic elements and how to reach out to the most marginalised areas.

26. *Component 3*). KtK's partner organisations are in very different stages of organisational development and hence need for support from KtK for this or strategic planning. Hence, KtK should not apply a one-size-fit all approach to this. Also, Palestinian WO may learn a lot from each other and from likeminded organisations in the region. The team **recommends (8)** that KtK continue to hold regular meetings among its partners and with inspiration from KtK partners in the region on both genuine women's affairs issues but also on management and fundraising experiences.
27. Also, the team finds that the broader focus on security for partners and their staff, involving security in the job, psycho-social backup and relief and similar staff welfare measures are important to ensure effective cooperation and respect for hard-working staff and **recommends (9)** that the concept is developed and documented in the context of organisational development at, however, a modest economic cost.
28. *Component 4*). The team has not been able to assess this component at the present stage as this will require meetings with KtK staff in Stockholm.

41 According to PCBS 2011 Domestic Violence Survey only 0, 7% of abused women seeks women's organizations for assistance and 0, 4% telephone counselling in 2011.

CHOICE OF PARTNERS

29. The team has not been able to find any specific method for KtK to select new partners. It seems very much left to the contacts and priorities of the resident team. The team **recommends (10)** that KtK develops more clear guidelines on this important policy element, including assessing the option of tendering for new partners within geographical or subject areas regarded as under-represented in the present program.

OVERALL EVALUATION ELEMENTS:

RELEVANCE

30. The team finds the program very relevant, given the general position of women in Palestine and given the extra stress from the continued Israeli occupation and split between WB and Gaza. The fight for equality with men is indeed increasingly important, especially in Gaza where the overall women's emancipation is going backwards rather than forward, reflecting the (fear for) growing political Islamism.

OUTCOME AND EFFECT

31. Overall programme has reached the outcomes as presented in the program document, although these outputs have not affected the overall indicators, as described earlier. The team has noted that the level of activity has increased from the start of the program with most partners, and likewise has been met with increased response from affected women: Hotlines receiving an increasing number of calls; many partners report more women are being trained, or receiving psychological therapy and a varying degree of socio-economic support such as vocational training, small credits or other job opportunities. Given the prevailing patriarchal society, several organisations increasingly involve men in their training and awareness-raising.

Attempts to involve more women in politics have met with mixed results. A few more women were elected at the local elections in 2012 –but based on party lists and for reserved women's seats, but none of the women's lists made it to election, although having special women's lists for the first time was a sign of increased political awareness among women.

32. In terms of influencing legislation and attaining women's legal rights, several projects address and training the official justice system – Shari'a or civil. Given that the large majority of conflicts in families are solved *ex curia*, the team **recommends (11)** that KtK and partners reflects on how to involve not only the for-

mal authorities – police, judges, political leaders but also informal authorities - Mukhtar, Imams, Dayyaa⁴² – are approached and convinced that they should understand and practice better rights for women.

33. The program has limited direct relations to the MOWA and other central government agencies. This is mainly seen as the domain for the Palestinian partners to influence their own government whereas international agencies like KtK will have greater impact through influencing international organisations, including own governments. The team agrees with this approach and notes with satisfaction that KtK has been instrumental in establishing better and much needed donor coordination in this field. The team **recommends (12)** that this cooperation should also discuss joint relations to the PA as well as strive towards establishing common donor funding, in accordance with Sida's overall policies

EFFICIENCY

34. As stated above, the number of activities and beneficiaries has been growing over the 2½ year of programme implementation, suggesting increasing efficiency. Given the overall quite modest financial support to each partner and the extensive use of volunteers working for no or nominal payment, the team is satisfied that the partners projects in Palestine are managed efficiently. Repeated audits of all partners have likewise shown no deviations or irregularities in project implementation. The team will revert to the efficiency of the overall program, i.e. including the elements managed by KtK itself in the evaluation report.

IMPACT

35. As already stated, the impact as measured by the program indicators is very minimal. Partly due to irrelevant indicators but also because of the lack of baselines and overall limited impact studies on programmes of this nature.
36. This calls for research/impact studies as already described on how the many activities actually changes the conditions of life for women. This is likely to result in better knowledge of what works and hence to more effective interventions in the future.

SUSTAINABILITY

37. KtK distinguishes between financial and organisational sustainability. Women's organisations in Palestine depend on donor funding as do all CSOs. However, only one or two of KtKs partners are dependent for more than 20% of their budget on KtK. This and the long-term nature of KtK partnerships give KtK partners a

42 Female religious leaders and advisors

better sustainability and therefor better security in operations than many other organisations. This is further strengthened by KtK assisting several partners in seeking additional funding from other sources or, in certain cases through other of KtK's own funds.

38. In terms of organisational sustainability, the efforts made by KtK to strengthening partners organisational structures, management and administration will by itself make it easier to attract new funding and reduce the risk of misappropriations.

ADMINISTRATION

39. The team feel that the part of the overall program budget that goes to organisational development and administration is quite high, compared to other programs. This is an issue that will require further studies as not all information is available in Jerusalem.
40. The field office in Jerusalem is generally praised as effective, supportive and well connected. However, from a professional management perspective, the team questions how the KtK field representative is being monitored from headquarters. The team **recommends (13)** that KtK develops a clear reporting and monitoring system for field officers. Also, as Linda will soon be replaced, the issue of an overlap and on giving the replacement a chance of influencing the new program are among the subjects to be discussed when Henrik is in Stockholm the 31 May.

RECOMMENDATIONS

To Sida

41. (1) Provide support to the next three years programme activiteris with KtK in Palestine with the same overall focus and priorities

To Kvinna till kvinna

42. (2) Apply new overall indicators and more qualitative and process oriented indicators. For remaining quantitative goals, a baseline and specific target figures should be established.
43. (3) Integrate impact studies in programme design, using the data from established partners from the present or previous interventions
44. (4) Reserve a portion of the budget (e.g. 5%) for the next phase as an emergency fund, to be applied at short notice.
45. (5) Reflect on the impact of the Arab Spring in terms of women's political participation and the risks for women's rights by the emergence of political Islamism.
46. (6) Develop participatory methods for support to potential and elected women political leaders, including possible formalised networks among these.
47. (7) Ensure that support to women victims of violence is also addressing their families and considers socio-economic support and training (possibly through other organisations)
48. (8) Continue holding regular meetings with all its partners and invite regional partners for exchange of experiences

49. (9) Continue keeping a focus on staff welfare and security within a structured framework and at modest costs
50. (10) Develop strategies and guidelines for selection of new partners
51. (11) Continue working with and influencing officials like police, judges as partners on VAW issues and include traditional leaders (Mukhtars, Imams, Dayyaa')
52. (12) Continue and spearheading donor coordination on women's programs and attempt to introduce joint donor funding mechanisms together with Sida.
53. (13) Establish monitoring mechanisms of field staff from KtK management.

Jerusalem 28 May 2013

Henrik Brade Johansen and Maisa Shquier

Annex 6: KtK SWOT analysis

Outcome of a SWOT workshop with KtK originally held in Jerusalem on 20 May, slightly revised

KTK STRENGTHS

- Well known and accepted for professionalism
- Long presence - 11 years
- Has selected good partners, mostly more than five years ago
- Covering all Palestine from north south and Gaza, attempts to highlight special challenges in area C remote, rural areas.
- KTK approach covers important areas not covered by government or others (such as trauma caused by occupation) and not funded without KtK.
- Has utilized networking opportunities, at INGO, government and EU/UN level as well as promoting among partners.
- Has a clear feminist, non-normalisation profile and attempts only to engage with partners with the same (JWS a possible exemption?) Partners actively defend this approach.
- Help partners to fundraise and give access to other donor agencies (discuss success with pooling and mainstreaming reporting procedures)
- Has offered international perspective - overseas study tours in 2011 from Kosovo/Serbia and Caucasus. Visits funded by EU or Sida Kosovo – but not from ktk funding.
- Provides annual networking meeting between all partners leading to better collaboration between partners and joint activities.
- Has funded small projects (outside this program) with Israel organisations on restrictions on small weapons to counter increasing militarization, and on trafficking, ethics, reproductive rights; racism-sexual discrimination.
- Projects (outside this program) with Bedouin women's forum – CBO network legal aid contract.
- Provide managerial, organizational and well-being support and development of partners, without which many org. could collapse due to personal strains or staff stress.
- Partners able to address officials as police and lawyers to sensitize them to VAW and gender issues in general, especially in family law matters. Lawyers speak on rights to different org together.
- KtK is focal point for INGO group, established by KTK and Spanish group.
- Most org have other donors also, making KtK only junior, but cherished partner.
- Ktk does not impose priorities on partners – they claim. Changed reporting format to focus on the partners, not on how they fit into Ktk's priorities.

- Unusual focus on enhancing welfare for staff at partner organizations. Sympathetic and needed, but not important enough to become a project/programme in itself (ref. WSC)
- Replacement policy for Linda. Good process when Linda came in 2010 5 weeks handover, three here and two in Sth- today pretty well known ktk makes handing over easier

WEAKNESSES

- Do partners reach the most needy women? Statistics seem to indicate that very few VAWomen would consider approaching a WO in case of domestic violence matters.
- Overall objectives and programme objectives are not clearly linked and indicators weak (overall) or only outputs.
- RBM is not ideal for this kind of program with unclear links between activities and targets. No baselines.
- Not clear if partners projects provide long-lasting impact that is really felt and appraised by the women in the target groups:
- Since PA ministries are ill funded; if there is no functioning PLC; if people do not regard laws, in particular related to civil rights matters and honor-related issues – questionable why then to focus so much on lobbying government institutions?
- Risk for Awareness and training fatigue – women are asking for long-term solutions, mostly involving vocational training or jobs. However, some partners provide referral, vocational training or even job opportunities (SHS, SAWA (reference); WSC)
- Generation issue: Many partners are “owned” and run by old Intifada hands. Difficult challenge to renew/replace for personal and political reasons?
- Relationship to government is very limited, aside from training. A deliberate policy, given the poor state and limited outreach of state institutions – runs the risk of creating conflict and split.
- Division of labor between Jerusalem and Stockholm not entirely clear. Almost daily contacts, but no clear division of work. Linda Ö is not in the knows about admin. and finances and has very limited supervision.
- Claim to deliver core funding to most partners but all the same requirement to report on specific projects incl. overall annual audit as well as project audits
- No exit strategy for partners. Several partners are well funded
- High proportion of admin and org. support – 40%

OPPORTUNITIES

- Use good network to influence other WO to mainstream feminism and non-normalisation.
- Use network to strengthen collaboration, joint funding and general cooperation rather than competition

- Make a power structure analysis re. thematic themes of program: Where can most be achieved with lobbying for the end beneficiaries and where is it a waste of time?
- KTK may assist partners reach and lobby international org. and donors who have influence on PA. KTK lobby Swedish government thru media and directly, consulate
- Further spread integrated security approach – financial, emotional, personal security to not only staff and volunteers but also come closer to beneficiaries.
- Actively challenge partners to include young women. For them working in CSOs are job markets. Are they free to raise their voices? Focus on changing attitudes among women to reflect new times.
- Use long lasting relationships with partners to long-term impact assessment: One or two year down the road, how did training/counseling/awareness raising/ mental treatment/vocational training/temporary job opportunities change the life of the end beneficiaries?
- Consider setting aside an unallocated emergency budget
- Most significant change method: Develop qualitative assessment of projects to supplement quantitative.

THREATS

- Regional security threats' (war involving Israel)
- The longer the present split between Hamas and Fatah the more difficult to resolve issues.
- That programme is not addressing the issues that are of most direct importance for women's rights, VAW
- No real idea about the long-term impact
- Risk of reduced funding from Sida
- Partners tiring out from evaluations, monitoring - too many workshops, too few job opportunities!
- Political threats towards partners from authority.



Evaluation of Sida's support to Kvinna till Kvinna (KtK) and its programme: "Palestinian women seek greater power and influence to organise for democratic state building" 2011-2013

The evaluation assessed to what extent the project objectives and its main purpose have been achieved and to what degree the activities have contributed to this achievement.

It has also provided recommendations, information and lessons learned in order to serve as a basis for decision of future Sida support to KtK's programme in the West Bank and Gaza and also to serve as a basis for KtK in designing the coming programme phase 2014-2017 to further improve on women's rights.