



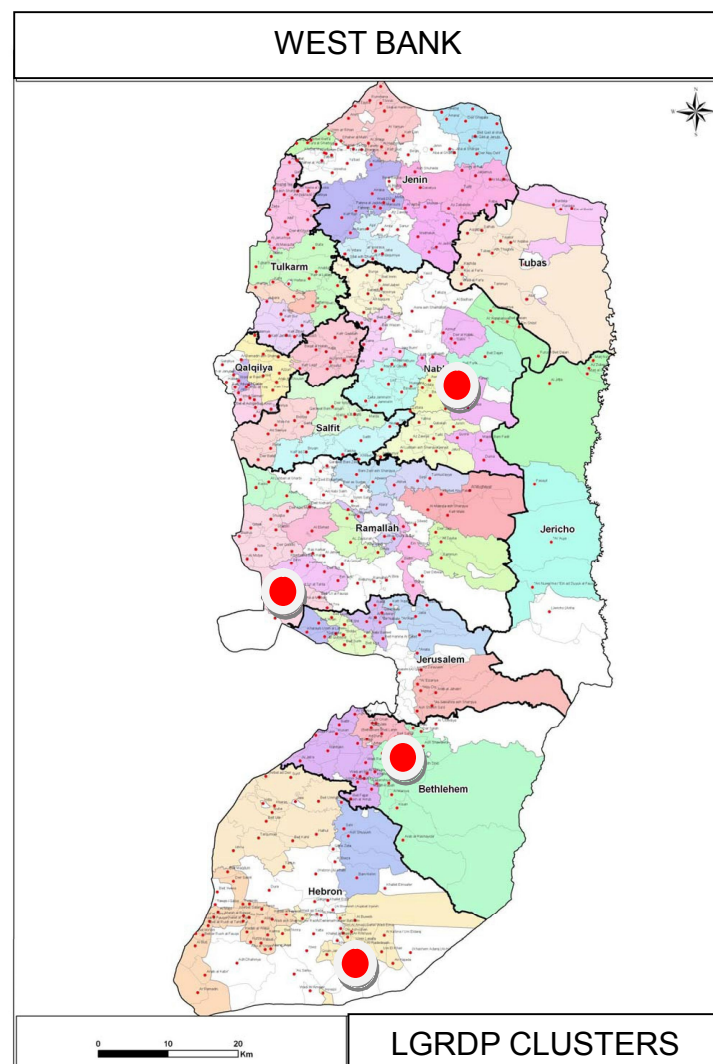
CTB



**Palestinian National Authority
Ministry of Local Government**

ANNUAL REPORT 2011

LOCAL GOVERNMENT REFORM & DEVELOPMENT PROGRAM



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Acronyms

AFD	Agence Francaise de Developpement
BD	Budget Directorate (MoLG)
BTC	Belgian Technical Cooperation
CD	Complaints Directorate (MoLG) / Capacity Development
CSO	Civil Society Organisations
EOI	Expression of Interest
F&AD	Finance and Administrative Directorate (MoLG)
F&MD	Formulation and Merging Department
HZC	High Zoning Council
ICA(R)	Institutional Capacity Assessment (Report)
ICD	Internal Control Directorate
ICP	Indicative Cooperation Program
ITA	International Technical Assistant
JSC	Join Service Council
LGRDP	Local Government Reform and Development Project
LG	Local Government
LGU	Local Government Unit
M&E	Monitoring and Evaluation
MDLF	Municipal Development and Lending Fund
MDP	Municipal Development Program
MoLG	Ministry of Local Government
oPt	Occupied Palestinian Territories
PNA	Palestinian National Authority
PSC	Project Steering Committee
PSU	Project Support Unit
SDIP	Strategic Development and Investment Planning
SMCL	Structure mixte de concertation locale
TC	Technical Committee
TOR	Terms of Reference
VC	Village Council
WG	Working Group

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1 Project form

Project name	Local Government Reform and Development Project (LGRDP)
Project Code	PZA 09 024 11
Location	Palestine (West Bank)
Budget	15.000.000 Euros
Key persons	Mazen Ghunaim, Deputy Minister; Waleed Alayqa, National Director; Abdemuni Nofal, MDLF Director; Olivier Donnet, International Technical Advisor
Partner Institution	Ministry of Local Government
Date of implementation Agreement	25 November 2010
Duration (months)	72 Months
Target groups	LGUs, MoLG
Global Objective	To strengthen the institutional and management capacities of the local government system
Specific Objective	To support institutional reform through improved capacities and services of selected clusters of smaller LGUs and improve the institutional capacity of MoLG
Results	<ol style="list-style-type: none"> 1. MoLG capacitated to implement the MoLG strategic plan 2. LGUs in 4 to 6 clusters are facilitated for provision of joint services and amalgamation 3. Capacities of LGUs are enhanced for improved planning, financial management, HRM and accountability 4. Services of LGUs are improved through provision of sustainable infrastructure development 5. Amalgamated municipalities are continuously progressing their performance

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2 Summary

INTRODUCTION

Started at beginning of 2011, LGRDP activities have been actually launched in August 2011 with the arrival of the ITA and the recruitment of the support staff. The programme aims to support the decentralisation process and to structure and strengthen the administration of the Palestinian territory (West Bank). In that framework, the project is promoting the local government development process with a focus both at the central level through institutional capacity development of the MoLG and at the local level on specific clusters of small LGUs which are in a merging process to set up more viable and effective Municipalities.

For that purpose, the project is working on three closely linked and complementary components :

1. **Component 1 (Support for MoLG Capacity Development)** : Direct institutional capacity development of the MoLG and its regional branches to improve their capacity to play their role and to design and implement the LG reform. This component is implemented directly by the PSU with a National CD expert recruited by BTC and placed within the MoLG.
This component aims to capacitate the MoLG to implement the MoLG strategic plan (result 1)
2. **Component 2 (Support for reform and improved capacities and services in LGUs)** : Full support (capacity development and capital investment) of some small LGUs clusters identified by the MoLG in the framework of the amalgamation strategy in order to implement new Municipalities which should be more effective in service delivery, local administration and local development. This component is implemented by the MDLF with a specific assigned team of 4 staff. This support is considered to be a pilot process which will help to complete a national policy regarding the LG reform and amalgamation.
This component aims currently to facilitate smaller LGUs in 4 clusters for provision of joint services and amalgamation (result 2), to enhance their capacities for planning, financial management, human resources management, service delivery and accountability (result 3) and to improve their services through provision of sustainable infrastructure development (result 4).
3. **Component 3** : Support to newly amalgamated Municipalities through a financial contribution to the MDP (capacity building and budget allocation system to Municipalities) implemented by the MDLF and funded by the PNA budget, AFD, World Bank, Sweedish Cooperation, Danish Cooperation, GIZ and KFW.

This component aims to continuously improve the performance of the newly amalgamated municipalities (result 5).

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2.1 Overview of the intervention

As activities have been launched with the organisation of a first Steering Committee in August, this report concerns the launching of the project knowing that it was under high pressure to prioritise immediately concrete activities to put the project on its track and to consequently achieve reasonable financial results before the signature of the new ICP between the Belgian Government and the Palestinian Authority in November 2011.

Intervention logic	Efficiency	Effectiveness	Sustainability
Specific objective: support institutional reform through improved capacities and services of selected clusters and improve the institutional capacity of MoLG	B	B	B
Component 1 (result 1)	B	A	B
Component 2 (results 2, 3 and 4)	C	C	C
Component 3 (result 5)	B	A	A

As it is too early to evaluate the intervention's impact which is a gradual process, this overview is still very "open" and indicates first tendencies more than it evaluates the actual impact. It shows that a special attention should be put on Component 2 to improve its implementation.

Budget	Expenditure per year	Total expenditure year 1	Balance of the budget	Execution rate
15.000.000	-	1.656.000	13.400.000	12%

Total expenditure in year 1 represents only 40% of expenses forecasted in the TFF (4.106.000 Euros in year 1). The gap is due to the fact that the project started in fact later than it was foreseen (the "administrative" starting date was in February 2011 but no activity has been actually launched before the arrival of the ITA on mid-July) and that the proposed working plan in the TFF is not relevant.

Compared to the 2011 financial plan approved by the first PSC (1.800.000 Euros), the execution rate achieved 92% with a total expenditure of 1.600.000 Euros.

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2.2 Key elements

STRATEGIC KEY PRINCIPLES

By supporting all stakeholders involved in the administration of the territory at all level and in all stages of the institutional building process of amalgamation, the LGRDP has a unique strong and effective position to strengthen the local governance system in the Palestinian territory. As such, it helps directly the crucial State building process.

The LGRDP's intervention strategy is based on some key principles which appear to be strongly relevant and consistent¹ :

- Its full integration within the Palestinian institutional framework in terms of policies, strategies, methodologies, tools, activities, agenda and actors.
- The project is exclusively focusing on institutional capacity development (facilitating, advising, funding, training, communicating...).
- The project has a key role of promoting and strengthening the necessary coordinations and partnerships between all stakeholders at all level in the framework of the territorial administration and local governance (vertical and horizontal partnerships).
- A broad scope of capacity development activities : from software (training, technical advise, communication, staff, ...) to hardware (equipment, rehabilitation, infrastructures, ...).
- The project intervenes at the same time at the central (the PNA), regional (Governorates in the 11 Districts) and local level (all types of LGUs) by supporting together the central and deconcentrated « State administration » and decentralised authorities (LGUs).
- The general objective of strengthening the institutional and management capacities of the local government system is to be understood in the framework of a territorial (local) development approach.
- The project is supporting LGUs during the whole institutional development process before, during and after their amalgamation (organisation and implementation of new Municipalities by regrouping small LGUs).

These three components which must be articulated and coordinated together

¹ Among all the projects supporting the LG reform, the LGRDP is the only one with such a complete scope and a comprehensive governance approach.

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(one key challenge of the PSU) are following three different modalities of implementation. Although they must be combined and consolidated to achieve the project goals, it is relevant and more effective to present this report and to regroup activities on these three components.

MAIN ACHIEVEMENTS

During the last 4 months of 2011, the project has been launched:

- **PSU implementation:**
 - Recruitment of the CD national expert and the project administrative and financial officer and team building with the MDLF;
 - Arrangements and implementation of the BTC office in Ramallah;
 - Design and setting up administrative and financial processes (the operational manual is not yet fully completed).
- **Component 1: MoLG CD**
 - Design of the ICA approach and methodology;
 - Implementation of C1 technical Committee;
 - Quick (institutional capacity) scan (and needs assessments) for the first beneficiary Directorates (Internal control, Complaints unit, Budgeting Unit, Deputy assistance office for District affairs, Finance and Administrative, High planning Council, Formulation and elections);
 - Design and implementation of quick first CD activities (essentially physical support);
 - Introduction of strategic ICA (workshop) and extension of beneficiary Departments/Directorates.
- **Component 2: Amalgamation of 4 LGUs clusters**
 - Identification of four clusters (and confirmation by LGUs);
 - Launching meetings in the four clusters (MoLG, MDLF and PSU);
 - Implementation of Clusters' technical committee;
 - Bidding processes for the awareness campaign, the SDIP process (development planning) and assets registration, selection of sub-contracting companies (and Consultants) and implementation.
 - Quick CD need assessment for the 4 JSCs for planning and

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amalgamation

- **Component 3: Support to amalgamated Municipalities**

- Identification of Municipalities and investments which will be supported by the project through the MDP in 2012.

2.3 Key Risks

There are some key risks which can undermine the impact and the sustainability of the whole project:

- The lack of PA commitments for decentralisation, the absence of a common vision and the non-endorsement of policies by the Ministers' cabinet
- The lack of a real involvement and of participation of communities (NGOs and civil society) in the institutional development process at central and local level
- The very weak level of preparation and awareness of LGUs on their role
- The territorial fragmentation
- The dependence of the PA on external control of revenues
- The great dependence of development processes to donors and external partners

For component 1:

- The lack of the MoLG commitment to its strategic plan
- Decision making processes at the MoLG are very centralised and not enough participatory
- The lack of horizontal (between Departments) and vertical (between central services and District branches) communication and coordination
- Still too fragmented supports from many donors and partners

For component 2:

- The lack of LGUs and local citizens commitments for amalgamation and social and cultural resistances to the merging process
- A lack of coordination and cooperation between the MDLF and the MoLG
- The uncomplete, inadequate and/or weak policy, legal and technical

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framework regarding decentralisation, LGUs, amalgamation and local development

2.4 Key lessons learned and recommendations

At this stage, it is not really possible to identify key lessons. The following recommendation consist more on general orientation of activities to insure a stronger impact in the future by improving their relevance and their consistency with the context.

Component 1: key actor = MoLG

LGRDP identified quick CD activities to immediately improve the capacity of each beneficiary Department/Directorate to better implement their tasks. This first step allowed to generate a positive dynamic and to mobilise stakeholders. Nevertheless, it appears that this “need” approach won’t lead to sustainable improvement of the MoLG capacity if it is not completed by a more strategic approach which will also consider (i) horizontal and vertical relationships and articulations between Departments and between the central level and the MoLG branches at the District level and (ii) if this strategy is not directly connected to clearer vision, policy and legal framework related to the LG development process and, in that framework, to the role of the MoLG.

- The CD strategy should be directly connected to policies and regulation on the LG organisation in Palestine (Decentralisation) with clear roles and responsibilities of stakeholders at all level.
- The MoLG received and is still receiving a lot of CD support from different donors (GIZ, CHF, Italian, Danish, Japanese, ...). LGRDP should be based on past results and lessons learned and coordinated and articulated to current other supports to insure a consistent and strong impact.

RECOMMANDATIONS

- The LGRDP will examine how the policy and legal framework of LG could be completed and improved. This will give sense to CD activities.
- The LGRDP will promote a strong and close coordination between all donors involved in the MoLG CD. All donors should agree and respect some common strategic principles and would articulate and coordinate their respective workplans.

Component 2: key actor = MDLF

The LGRDP is supporting the “amalgamation” of LGUs in 4 clusters identified by the MoLG. According to the project technical and financial file, all the activities related to the LGUs merging process are implemented by the MDLF in the respect of policies, regulation, guidelines and methodologies designed and

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agreed by the MoLG. MDLF is considered as to be the implementation agency of the MoLG policy.

It appears that this component is a key political component for the Palestinian institutional development and governance.

As the amalgamation approach and policy is not yet fully designed, the LGRDP is to be considered as a pilot project which will help to complete the policy and to design operational tools and guidelines (methodologies). As such, the project will feed the political and technical reflexion on the organization and the consolidation of the territorial administration in Palestine, which is actually a key pillar of the Palestinian State building process. The Amalgamation of small LGUs aims to lead to more viable and stronger municipalities with better capacities for local administration, service delivery and local development. This merging process is clearly not only an administrative process. It is before everything a political and social process with some sensible human issues related to power, identity and resources allocation. Its implementation requires a lot of attention to political, social, cultural and economic dimensions and it will never succeed without a strong involvement of all local stakeholders and communities neither without its continuous adaptation to the specific context of each "cluster" and their specific problems, needs, strengths and weaknesses. For all these reasons, the merging process is not and can't be implemented on a linear and administrative way from the top. It must be owned by the concerned communities and should adapt itself through its continuous observation and analysis, listening to all actors involved and taking into consideration all lessons learned.

To launch the amalgamation process in the four identified clusters (in the Districts of Hebron, Bethlehem, Ramallah and Nablus) the MDLF is actually implementing first activities: an awareness campaign, a strategic and physical planning process, some first institutional need assessments and assets registration. These on-going activities are essentially implemented on the field by short term consultants specifically recruited for that purpose. A four staff team of MDLF would have been assigned on these LGRDP tasks to manage and coordinate the whole process with the support of consultants.

RECOMMANDATIONS

REGARDING THE WAY OF IMPLEMENTATING ACTIVITIES

- The dedicated MDLF team provided in the TFF to lead the implementation of component 2 should be immediately and entirely put in place.
- Existing MDLF staff working on all related technical issues will support that project team. Regarding institutional development issues, the project national expert already recruited by BTC can also support the MDLF team on CD activities.

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REGARDING THE AWARENESS CAMPAIGN

- To design an awareness (social mobilisation) campaign phase 2 to better involve communities in the merging process and to strengthen their ownership
- To identify and to support existing local social dynamics which will promote, facilitate and improve the merging process of LGUs.
- To elaborate technical guidelines and tools which will guide the process of the implementation of the new local administration (the JSC with the gradual transfer of competencies from Village councils and the future Municipal administration –organisation, processes, etc.)

Component 3 : key actors = MDP (MDLF) and Municipalities

The PSC approved to immediately support amalgamated Municipalities through the MDP. This support to fund investments identified by Municipalities (generally through their SDIP) is going to be implemented by LGUs during 2012.

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3 Analysis of the intervention

3.1 Context

3.1.1 Generalities

The logic behind the LGRDP as elaborated in the TFF is still fully valid as the Local Governance in the oPt is classified as one of the main pillars in establishing the Palestinian State, and as it is in line with the 13th Government plan ending the Occupation - Establishing the State -, the Local Governance Sector Strategy of 2010, and the Ministry's Strategic Framework 2010-2014.

The LGRDP with its general objective and specific ones is aiming in partnership with all stakeholders to contribute positively in strengthening a local governance system which is more democratic, decentralized, transparent, accountable and responsive, with increased fiscal resources and decentralized local economic development, and a developed capacity for MoLG and the local government units in that framework.

The services provided by local governments in oPt include the local provision of infrastructure, recreational and cultural services (health, education, water, electricity, sewerage, solid waste collection and disposal, local roads, parks and community centers). These services affect the quality of the daily lives of Palestinians as well as the competitiveness of Palestinian businesses and their adequacy is an important determinant of the credibility of all governments in the minds of citizens. Provision of all of these services is inadequate in different degrees now and some services have serious problems which are likely to become more serious, particularly for the poorer municipalities, with growth and development.

Therefore this program comes in line with linking both state building strategies and capacity development focusing attention on national institutions while at the same time strategies supporting the strengthening of local government capacities in post conflict situations.

3.1.2 Evolution of the context

The TFF pointed the need to support the MoLG in the development of a capacity development strategy, following the appointment of the national CD expert and the consultation with other donors working in the sector -specifically GIZ and CHF (USAID)-. It was found that the MoLG was supported by the later in the development of the MoLG strategic plan 2010-2014 with a set of defined strategic development interventions. The LGRDP will adapt CD activities to these strategic orientations.

Among the MoLG needs is the development of an administrative and

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organisational structure, including clear job description, titles, job classifications, guides and manuals, and performance evaluation system. These are some of the goals for 2010, however till the date of this report this issue has not been finalized and endorsed by the minister's cabinet so as to engraft a coherent and sustainable capacity development plan could upon.

The current political fluctuations regarding the recognition of a Palestinian State and the unknown results of a probable reconciliation between Fatah and Hamas has certainly left the LG sector with no clue in regards to carrying a systematic approach while formulating their vision on the type and level of decentralization policy they will adopt.

Communication, coordination and cooperation between the MoLG and the LGUs is believed to have dwindled over the past three years for several reasons related to the donors direct work with the local units, weak capacities of the central government mainly during the Intifada, and the MDLF role having a direct relationship with the local units after it was a department within the MoLG. On another level, it was clearly stated that there is some superiority in the way the MoLG communicates with District Offices on one hand, and there are some constrains in regarding the communication between the same staff within the same department at MoLG on another hand. It is recommended to improve the internal communication within MoLG departments themselves and with the District offices².

The capacity development interventions are being continuously identified through an appreciative and a participatory inquiry and at the same time in line with the objectives set by the 13th government programme, the local government sector and the MoLG strategic objectives.

3.1.3 Institutional Anchoring: very appropriate but still a problem of institutional arrangement

The LGRDP institutional anchoring is following the principle of its full integration within the Palestinian institutional framework:

- **The overall project is anchored at the MoLG with a National Director assigned by the Ministry in charge of the overall coordination and monitoring³.**

Nevertheless, this position of a national Director (which makes sense to promote a strong overall coordination of all different activities at different level and to keep the project consistent with the MoLG policy – as the MoLG is fully

² Quick institutional Capacity Assessment Report, November 2011, LGRDP.

³ The TFF is providing that the « MoLG designates a high official (Minister or his representative) as the responsible for the overall implementation and follow-up of the Programme ». « The support unit will be responsible for the overall coordination and follow-up of the intervention operating in close coordination with the Palestinian Partner i.e. the Director of DJSCspd, national Director of the intervention ». Following this, the first steering Committee assigned the DJSC as the national Director of the intervention.

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institutionally in charge of the LG reform) is still a problem:

- It is not yet fully understood by everyone in the same way, as some are considering that the MoLG national director relates only to the Component 1, which wouldn't translate the project approach provided in the TFF. The three project components are part of the LG policy designed by the MoLG.
- The TFF provides that the National Director is the DJSC Department (which makes sense as the project is supporting the merging process of LGUs which is based on joining services at the local level). But as today the assigned and confirmed National Director is no longer the DJSC, this question must be further discussed with the MoLG.

It appears important to have a unique "focal point" within the MoLG who will coordinate, facilitate and support the overall project implementation and the coordination of the three components together. On the other hand, it is also important to involve all stakeholders of the Ministry concerned by the project (essentially the DJSC and the Amalgamation Commission). For each component, this will be done through the institutional arrangement of Technical and sub-technical committees (see below).

The role of the national Director is, in close collaboration with the PSU:

- To facilitate the overall implementation of the project in the respect of the MoLG policy;
 - To coordinate and to follow-up the implementation of the program;
 - To monitor the project implementation.
- **The different components are anchored at their relevant institutional level with Technical Committees** (and sub-technical Committees) in charge of orientations, planning and follow-up:
- **Component 1** anchored at the MoLG and, within the Ministry, at each concerned Directorate/Department/Branch of the Ministry through a Component 1 Technical Committee and "ad hoc" sub-technical Committees for each beneficiary Department/Directorate/Branch⁴.

⁴ The TFF provides that "The management of component 1 will be supported by a Technical Committee composed of representatives of MoLG (National Director of the intervention, Representative of the Financial and Administrative Directorate, Representative of the Directorate of Projects, a Representative of the Projects Unit which directly falls under the Deputy Minister, and additional representatives of beneficiary units if relevant) and the national capacity development expert. The international policy advisor can also attend the meetings of the Technical Committee."

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- **Component 2** is anchored at the MDLF⁵ who is in charge of the implementation of the MoLG policy regarding the LG reform. Nevertheless, this technical committee has not yet been put in place. This situation is leading to a real lack of coordination and of communication between the project stakeholders. This is essentially due to 3 main reasons:
 - There is still a lack of vision and of common understanding between the MoLG and the MDLF on the coordination and the facilitation role of the MoLG for the implementation of the LGRDP second component (difficulty to identify clearly and to agree on their respective role).
 - Although the National Director has strongly facilitated the coordination, there is a lack of institutional coordination and communication within the MoLG (horizontally between Departments, and vertically between the central administration and branches) which has a negative impact on the coordination within the project.
 - The way through which MDLF is implementing the activities by subcontracting consultants without a strong involvement (leadership) of the MDLF staff in charge of the concerned issues makes the coordination more difficult or, at least, reduces the coordination at the coordination of procurement and calendar without considering the contents, the impact and the quality of processes.

It is now time to put in place the Technical Committee for Component 2 to improve the coordination and the communication between the MDLF on one side and, on the other side, the MoLG and the PSU which is supposed to facilitate the whole process. It will also help to implement a relevant and useful continuous monitoring of the project intervention and to capitalize on results. The TC has a two ways role: to promote a bottom-up dynamic by feeding the MoLG and the PSC regarding the amalgamation process and the implementation of new Municipalities and a top-down dynamic by coordinating and integrating the overall process, by developing and promoting

⁵ The TFF provides that "Component 2 will be implemented by MDLF and managed within the overall institutional framework of MDLF and the Belgian co-management modality, with ultimate policy guidance from the Board chaired by the Minister of MoLG. A Technical Committee on Amalgamation/Joint Services will be established, composed of MoLG (Director DJCspd, national director for the intervention), MDLF Team - led by Senior Coordinator and BTC's International Policy Advisor.

Representatives of the selected LGU-clusters will be invited to provide input and participate in discussions. Recommendations by the Technical Committee to the Steering Committee will be consensus-based. The meeting frequency will be monthly and as needed.

Key responsibilities of this Technical Committee will include work planning and preparation of technical proposals for endorsement by the Steering Committee".

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adequate technical guidelines and by supporting the capacity development of MDLF (and indirectly of LGUs).

To respect the project approach as it is provided in the TFF (overall policy coordination by the MoLG, policy implementation by the MDLF and promotion of the capacity of all institutional stakeholders to work together and institutional integration by the PSU) and to adapt it to the current situation, the TC for component 2 should be composed of:

- MoLG represented by the “national Director of the intervention” assigned by the MoLG and approved by the first SC. As the TFF provides that the national director is the Director of JSCs (which institutionally makes sense), and as national director who has been assigned by the MoLG and agreed in the first PSC in no longer the DJSCs, we could consider that they will be both together members of the TC for Component 2 : the DJSCs with regard to the merging process and the “National Director” with regards to the institutional capacity development, the overall coordination of different components of the project and the amalgamation policy (as he is a member of the Amalgamation Committee).
- MDLF team led by the MDLF senior project coordinator. As the MDLF Director of the intervention is actually not the MDLF Senior project Coordinator, they could both be members of the TC.
- BTC’s international policy advisor (PSU).

At the clusters’level, the project implemented Clusters TC (composed of VCs, MoLG branch, local Civil Society representative and MDLF) in charge of planning, orienting, facilitating and monitoring the daily implementation of the intervention.

In compliance with the project TFF, key responsibilities of the TC are:

- To adopt working plans to be approved by the SC;
- To prepare technical proposals and recommendations (strategic and operational) for endorsement by the SC;
- To monitor the intervention and report to the SC;
- To coordinate the intervention and to promote a concerted action and communication between all stakeholders.
- To continuously identify lessons learned.

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- **Component 3** is institutionnally anchored at the MDP which is managed and implemented by the MDLF⁶.

As this component consists in co-funding a trust fund, the relevance of a technical Committee is not really clear. MDP is following clear rules and processes, with the support of different donors. The Steering Committee appears to be the relevant level to approve funding proposals identified and proposed once a year by the MDLF through the PSU which will control with the National Director the compliance of selected Municipalities to the project approach. There is no necessity to implement a formal Technical Committee.

- **A Project Support Unit** has been established to facilitate and manage the implementation of the intervention. In compliance with the project TFF, the support unit is responsible for the overall coordination and follow-up of the intervention, operating in close coordination with the Palestinian Partner i.e. the Director of DJSCspd, national Director of the intervention (see here above).

The Support Unit is responsible of gathering and consolidating information regarding progress on Component 1, 2 and 3. This enables the Support Unit to establish the planning and reporting of the whole intervention and ensure the coherence of the results framework.

Coordination by the Support Unit regarding the different components of the intervention and its overall coherence comprises the following activities:

- Overall planning of the programme activities and adjustments on a quarterly basis
- Organizing, coordinating, facilitating and supervising the implementation of programme activities in accordance with the approved programme work plans
- Providing timely compilation of progress reports and budgeted work plans for the following period for consideration by the Steering Committee
- Ensuring the secretariat of the Steering Committee (dissemination of reports, proposal of agenda, drafting of minutes of Steering Committee meetings etc)
- Compilation of the programme final report at the end of the programme
- Coordination and networking with other national and international partners, in order to obtain synergies and to avoid overlaps and gaps between interventions.

⁶ The TFF provides that, « as regards to the planning and follow-up of Component 3, a Technical Committee will be composed of MDLF staff, one MoLG-representative and the international Policy Advisor».

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Beyond these coordination tasks, the PSU has also to implement 3 key activities: (i) feeding, supporting and advising all stakeholders directly involved in the project in order to continuously improve the quality of the intervention, (ii) promoting communication, collaboration and partnerships between all stakeholders at all territorial level (central, district and local) and (iii) monitoring and evaluating the impact of the intervention

3.1.4 Execution Modalities: appropriate, but co-management financial modalities should be closely monitored to evaluate ways of improving the integration principle in the future and procurement modalities could be simplified by using Belgian procedures for Component 1

- An institutional development approach:

- All activities are owned by concerned stakeholders and implemented by partners' institutions (organisations, actors, rules, methodologies and processes) – see here above;
- The LGRDP agenda is the agenda of beneficiaries in compliance with the political, regulatory, strategic and technical Palestinian framework;
- The LGRDP is supporting, advising, training, financing, facilitating, monitoring... but it is never “replacing” Palestinian institutions and actors. All activities are capacity development activities.
- A great flexibility to answer and to adapt activities to evolutionary needs: the scope of the intervention provided in the TFF is very wide, including all physical and non physical possible supports (including staff, training, administrative building, equipment etc...)

- Regarding financial modalities:

• COMPONENT 1

Component 1 is implemented according to BTC systems, rules and responsibilities (regie).

This modality can appear somehow not really relevant with the principle of the institutional integration. This component could be implemented through a co-management approach. Anyway, thanks to the decision making process (through the technical Committee), the PSU is implementing the CD activities as they would be implemented according to co-management approach. All decisions and activities are endorsed by

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the MoLG.

- **COMPONENT 2**

Despite the fact that Component 2 is implemented by MDLF who is applying WB management and procurement procedures with a close control by donors, the activities are implemented according to co-management procedures with non objections required at all steps of implementation. Following the integration principle of the project within the Palestinian institutional framework, and as MDLF is supported by different donors following same procedures, the LGRDP should examine how it could align on them.

- **COMPONENT 3**

This component consists in co-funding the MDP with other donors. On one side, the MDP is monitored and audited by donors. It is managed in the respect of WB procedures. If the requirement for non-objection at each step of procurement makes sense at the beginning, it doesn't make sense for the long term. The Belgium contribution could gradually align its modalities on what other donors' procedures. On the other side, as it is a "trust fund", contributions should not be "affected". As such, it is not really relevant to identify specific investments funded by the Belgian contribution. What appears important is the fact that the Belgium contribution will support "amalgamated" municipalities. But the specific identification of investments is not fully relevant. This question should be examined in the future (with the LGRDP extension).

- **Regarding procurement modalities:**

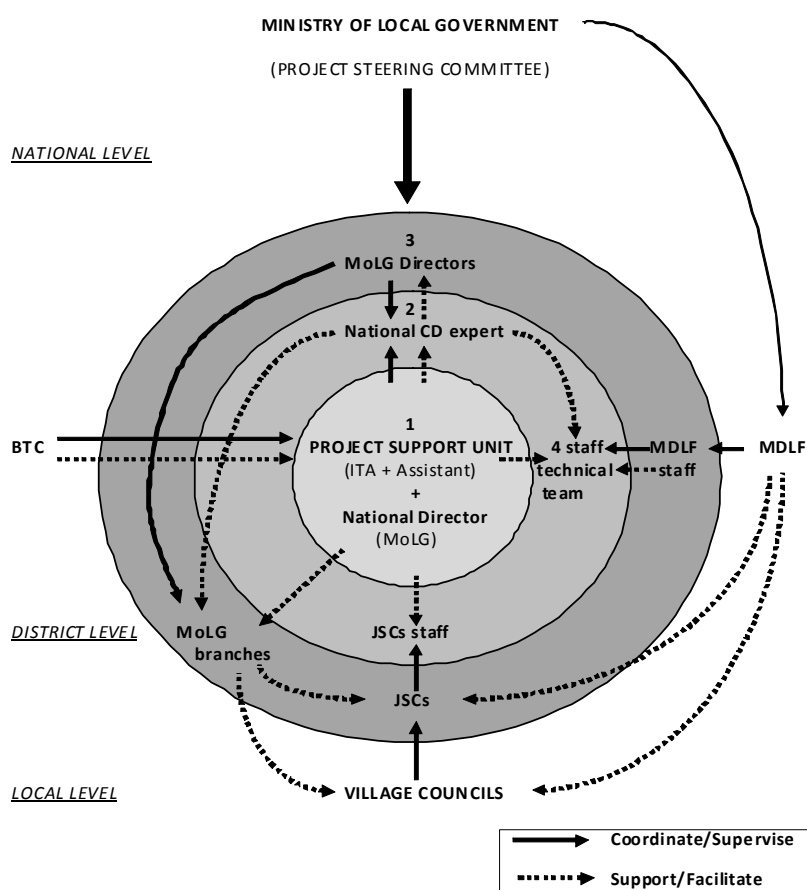
- **For component 1:** The TFF provides that "for component 1, the Belgian contribution will be managed according to the BTC systems, procedures and responsibilities". But regarding procurement, the TFF precises that "the items to be procured by the BTC representation in Jerusalem will be in BTC own management using World Bank Regulations and Guidelines."

It appears that WB procedures are formely (complex forms) and timely (more than 2 months) heavy. As the Component 1 will deal with a great number of small contracts, the project could examine the interest to use Belgian procurement procedures which are more simple and flexible.

- **For component 2 & 3:** the MDLF is applying WB procedures with the support and the regular control of donors. The LGRDP activities implemented by MDLF will follow the same procedures.

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- **Regarding human resources:** the LGRDP human resources' organisation is following the integration principle within the institutional framework from a "circle 1" (PSU – technical assistance + National Director) until a "circle 3" (Palestinian organisations) through a "circle 2" (staff financed by BTC and/or by the project but included in relevant organisations):
 - **For Component 1**, the National CD expert supported by the PSU is placed within the MoLG and CD activities are identified and coordinated by the relevant concerned staff of the Ministry;
 - **For Component 2**, the four staff support team is appointed by the MDLF and fully included within the MDLF staff. In each cluster, the staff supporting the JSC for planning and amalgamation is JSC's staff.
 - **For Component 3**, the LGRDP is aligned to the MDP like other donors and activities are fully implemented by the MDLF.



LGRDP HR general organisation

1. First circle: Project Support Unit (BTC international policy advisor & national assistant) + National Director (assigned by the MoLG)
2. Second circle: Staff for LGRDP implementation within structures ((co)financed by BTC)
3. Third circle: Direct beneficiaries supported to play their institutional role

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3.1.5 Harmo-dynamics

- **Regarding harmonisation and alignment:** The issue of donors' harmonisation and of alignment is crucial in Palestine. Palestine is one of the most supported "area" among development countries with an average of 840 Dollars per capita in 2011. This framework represents a great danger of overlaps, competition between donors with a lack of effectiveness and efficiency and weak impact in a very confused framework.

In 2011, the LGRDP has initiated contacts in order to implement a strong operational coordination with all donors involved in the LGRDP sphere of intervention, essentially GIZ, Danish cooperation, AFD and CHF (USAID). This operational coordination and harmonisation should take place in 2012.

- **Regarding the ownership:**

The project approach is guided by the objective of ownership with a strong integration within the Palestinian institutional framework. This aspect could be gradually improved in the future through different ways:

- The development of the policy and legal framework of LG on which all the interventions will align their activities. Strong Palestinian policies, regulation and guidelines will oblige all donors to integrate their interventions. This is the best indirect way to promote ownership and to avoid implementing donors' agendas. Until today, we can consider that a lot of initiatives are driven by external forces and sources rather than an internal process.
- The real participation of communities and citizens must be promoted. Traditionnally, Palestinian authorities are not used to involved communities in their decisions. This point is crucial for amalgamation which is first of all a social process. LGRDP should strongly work through a participatory process at the local level.
- The capacity development is itself leading to increased ownership.
- A strong coordination of all donors and interventions around Palestinian policies and regulation should also lead to improve the ownership of Palestinian authorities.

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3.2 Specific objective

3.2.1 Indicators

Specific objective: To support institutional reform through improved capacities and services of selected clusters of smaller LGUs and to improve the institutional capacity of MoLG			
Indicators	Baseline value (year 1)	End Target	Comments
Capacities of departments of MoLG are improving. # of related policies developed in regards to level of decentralization in LGUs, adoption of an amalgamation strategy, fiscal policy etc.. # of laws and regulations revised and amended (the LGU law 97, construction and zoning law etc...) # of directorates actively feeding and updating their results framework and monitoring plans # of directorates efficiently using the procedural manual produced # developed draft law/regulation that ensure community participation in the planning and evaluation process # of institutionalized public engagement mechanisms for LGUs within the MoLG/LGS affairs	The ICA defines qualitatively the current status and problems of the selected MoLG directorates in relation to the identified core entry points to capacity development	TBD	Institutional capacity assessments are jointly conducted and accordingly capacity development interventions are being identified, yet as it has just recently launched no results to report on. The number of directorates included within this programme is yet TBD by the MoLG
		TBD	
		TBD	
		TBD	
		TBD	
		TBD	
Capacities of the selected clusters of LGUs are improving.	The awareness campaign includes a first screening regarding LGUs capacities. An ICA will follow in 2012. Baseline values will be then defined and indicators will be identified.	TBD	At the moment, institutional actors at the local level are Villages councils. As they will merge to set up a new municipality, they won't be considered by themselves in terms of capacity, but in terms of what they could bring into the new administration and how they could become pro-active in the amalgamation.

3.2.2 Analysis of progress made

In 2011, the project has essentially prepared activities (assesements, information, mobilisation of stakeholders, bidding processes, trust building, etc.). It is too early to speak about progress regarding the achievement of the specific objective.

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3.2.3 Risks and Assumptions

Risk (describe)	Probability (score)	Potential implications		Risk Level (score)
		Describe	Score	
A lack of PA commitments for decentralisation	medium	The decentralisation process is the key institutional framework of the intervention which is directly conditioning the project impact. Without a clear decentralisation process, the project won't get a sustainable institutional impact.	high	C
Proper communication between all stakeholders on policy formulation, including Dos and directorates within the MoLG i.e. the policy unit, the legal unit, the JSCs, the F&E etc...	medium	Power relation and decision making processes are an issues at the MoLG, while different directorates must be involved in policy formulation so as to proceed with any implementation procedures	medium	B
The endorsement of policies by the ministers' cabinet and a functional PLC for the endorsement of laws and regulations	high	The current inactive PLC and the past experience of bureaucracy in the endorsement of policies by MoPAD and later the ministers cabinet	Medium	C
The MoLG top management commitment to implement the strategic plan	medium	Continuous change of the government and Minister is very much linked to the development and implementation vision of policies. The very centralized existing structures and decision making process at the MoLG. Endorsing the newly developed MoLG organizational structure has been on off for more than a year now.	Medium	B
The will and active participation of the CSO and NGOs (as many CSOs and community groups have narrow political or religious affiliations and interests, which may undermine the accountability and watchdog role that they could play at the national and local level)	medium	the programme will support the MoLG to further enhance its communication and trust building with the CSO on one hand, and, on the other hand, will improve the participation of local CSO in the merging process	high	C
The level of preparedness and awareness of LGUs on their active role including women and their exacerbating political participation	medium	LGUs have greater ability to interact with communities and traditional authorities, compared with national institutions and in terms of their ability to foster political inclusion in post-conflict processes.	high	C
Local governance is limited by territorial fragmentation , freedom of movement and lack of jurisdiction in large parts of oPt holding back service delivery and hamper the rule of law and delivery of access to justice.	high	By localizing the challenges we will know what needs to be addressed in order to further improve our efforts in making the local governance units in the oPt capable of delivering quality services to the Palestinian people.	high	D
Public administration is undermined by external control of tax-revenues, all while the Palestinian society at large suffers from territorial separation	high	Very minimal impact can be applied by the programme	high	D

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3.2.4 Quality criteria

Criteria	Score	Comments
Effectiveness	B	<p>Activities have just started and they are focusing essentially on assessments and preparation of activities (ToR, methodologies, information and launching meetings). Nevertheless, the project made a lot of efforts to already identify and implement concrete quick activities which are putting the project on a very effective track.</p> <p>On the other hand, the existing results framework in the TFF and indicators provided will require some adjustments in terms of agreeing with our MoLG partners on more relevant and completed SMART qualitative and quantitative indicators for the evaluation of the programme in terms of concrete outputs and outcomes that contribute to achieving the SO and GO of the LGRDP, while also linking them to gender as a transversal theme.</p>
Efficiency	B	LGRDP efficiency in its institutional perspective requires work on the legal framework, human and financial resources including clear strategic vision and policies which includes other important actors i.e. the MoF, MoP and General Personnel Council etc...
Sustainability	B	<p>Institutional sustainability is a threat for the LGRDP at all level. For C1, because of the division and the frequent change of the roles and tasks in the PA. Political sustainability is critical as the MoLG leadership management style and operational goals are continuously changing with the change of the Minister.</p> <p>The LGRDP will then promote all participatory processes at all level.</p>
Relevance	B	The connection is very clear between the MoLG strategic objective, the LGS and that of the LGRDP, the interventions are demand driven i.e. match the needs of the beneficiaries while also matching the context of international cooperation

3.2.5 Potential Impact

Not applicable at the moment. As the specific objective is in fact an activity ("to support..."), the project will identify and propose more relevant and detailed indicators to actually analyse the impact between the specific objective and sectoral objectives.

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3.2.6 Recommendations

Recommendations	Source	Actor	Deadline
Consider decentralization beyond administrative and towards more delegation of power and fiscal decentralization. (more decentralized LGU law that guarantees power sharing as well as a generalized societal attitude. Strengthening the establishment of a policy framework which promotes fiscal autonomy and accountability at the local level, bringing government closer to the citizens by ensuring that local government is both empowered and accountable through increased decentralization). Careful consideration of the roles and responsibilities of central and local government in this regards	2011 report (CD national expert report)	MoLG/PSU	Y2-Y5
Efforts to reform local government systems should be conducted through strong functional relations with wider sets of national strategies and reforms.	2011 report (CD national expert report)		
To look for conflict mitigation potentials of local governments particularly, because their greater ability to interact with communities and traditional authorities, compared with national institutions and in terms of their ability to foster political inclusion in post-conflict processes.	2011 report (CD national expert report)		
To adopt clear job description of the National Director	2011 report	PSC	Q1 2012
To implement the Component 2 TC	2011 report	PSC/MDLF	Q1 2012
To better organize the quality control (and capitalization) of the intervention	2011 report	PSU/MoLG/MDLF	Y2-Y5
To design a communication strategy (at all level of the intervention)	2011 report	PSU/MoLG/MDLF	Q2 2012
To implement a strong coordination with other donors (C1 & C2)	2011 report	PSU	Q2 2012
To complete the project manual of operations and, consequently, the execution agreement between the project and the MDLF	BTC HQ	PSU/MoLG/MDLF	Q2 2012
To develop the awareness and social mobilisation in the 4 clusters	Quick PSU monitoring	MDLF/PSU	Y2

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3.3 Result 1 (Component 1): selected Departments of the MoLG capacitated to implement their responsibilities as per MoLG strategic plan

3.3.1 Indicators

Result 1: Selected departments of MoLG capacitated to implement their responsibilities as per MoLG strategic plan					
Indicators	Baseline value	Progres year N	Target year N	End Target	Comments
Selected departments have clearly defined strategic and operational goals	B= 0	Ongoing with 2	5	TBD based on the MoLG finalizations of selected directorates to be included in the LGRDP	<ul style="list-style-type: none"> - Most Departments have no defined strategic nor operational goals and plans. Work is done based on ad hoc basis - An Institutional capacity assessment (ICA) was conducted, -A set of quick development interventions/responses have been identified, a set of strategic development interventions are in the process of identification. -3 directorates were supported to develop a 2012 development action and responsive monitoring plans In the TFF the MoLG defined 3 directorate for the LGRDP to support. In the last SC Nov it was decided due to a request from the MoLG to postpone the work with F&M and Dos while adding another 2 directorates namely the BD and the HZC.
Selected departments can show a successful implementation of their respective departmental work plans	B=0 (CIAR)	Ongoing with 2	5	As above	<p>Currently the LGRDP is supporting the directorates in setting results frameworks, works plans and responsive monitoring plans with measurable indicators</p> <p>-Some capacity development activities have been launched i.e. a MfDR training, an English language training, physical resources were supplied, communication and development planning workshops.</p>
Enhanced exchange between central and district level takes place (quantitatively & qualitatively)	B=0 (as elaborated in the CIAR) very weak no structured communication procedures ,strategy, no clear Job descriptions, old organizational structures,lack of sufficient qualified HR, and PR no operation manual, etc...	One workshop was conducted		As above	In the last SC meeting the MoLG requested to postpone the work on the district level due to the possibility of CHF full support to the Dos, however this has recently changed as the CHF financial situation is hindered due to the USAID policies, the LGRDP is working on collaboration modalities SWA with all relevant donors.

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3.3.2 Evaluation of activities

Activities (See guidelines for interpretation of scores)	Progress:				Comments (only if the value is C or D)
	A	B	C	D	
A 1.1 Execute a quick scan (needs assessment) for the Complaints Directorate, the Internal Control Directorate and the Department of Formulation and Merging.			x		This activity was planned to start in July and end Sep 2011, however it started in Sep when the Capacity Development Expert was appointed and ended in Nov 2011
A 1.2 Implement support activities for the Complaints Directorate, the Internal Control Directorate and the Department of formulation and Merging and the district level.		x			
A 1.3 Accompany the MoLG in the development of a broad-based capacity development plan.			x		This process will take longer than anticipated in the TFF, due to the late employment of the CDE and the final MoLG decision on which directorates to include in the LDRDP, the fact that there already exists a MoLG strategic plan 2010-2014 with a set of defined development interventions, i.e. this is tied to the MoLG will work jointly with all donors in the filed in an overall well harmonized approach to update the strategy and accordingly collaboration in implementing and monitoring the agreed upon interventions
A 1.4 Implement Phase 2 (to be developed during Phase 1)		x			This is not solely dependent on A 1.3, as some strategic interventions have already been defined and linked to the existing MoLG strategic objectives.

3.3.3 Analysis of progress made

The quick needs assessment was conducted and resulted mainly in identifying the needed physical resources. The prompt implementation of these defined interventions is currently resulting in an improved working condition/environment for the directorates staff as a prior step in enabling them to carry out their duties effectively and professionally while at the same time establishing better relation and communication mechanisms between the staff members on one hand and the staff and the technical committee of the component on another hand.

The programme supported joint workshops and discussions with the staff at the MoLG and district offices specifically the TC and WGs (as pointed to in 3.1.2 above) whom were integrated in thorough discussions on capacity development concepts, assessment methodologies, also the CD institutional assessment scope and scale; adaptation of the capacity framework; execution of the assessment, including data collection; and interpretation of assessment results. This process has led to the formulation of capacity development prioritized interventions to be implemented and monitored, where the assessment and the CDS “owner” MoLG: manages the overall process, facilitates dialogue around findings and serves as liaison between all stakeholders.

As a phase in strategy, the conducted institutional capacity development assessment –which will be an ongoing process as the MoLG is adding more directorates to the programme- applied a participatory and appreciative inquiry

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approach, in reviewing Directorates achievements and shortcomings since their creation. The results were used to inform the formulation of a quick and some strategic capacity development interventions/response plan that targeted several capacity issues including but not limited to institutional arrangements, regulatory frameworks, human, physical and financial resources, public engagement and mutual accountability issues including gender as a cross cutting .

Accordingly and jointly with the MoLG, the LGRDP started in the implementation of some CD interventions related to supporting the selected directorates—the internal control, the complaints, the finance and administrative directorate and the deputy office for district office affairs and will soon support the currently added budget directorate , formulation and the high zoning council, the legal department and the public relations department including the eleven district offices

Some interventions (institutional, organizational an individual levels) presented in the operational planning annex 7.5 were identified and better align the directorates with the MoLG strategic objectives and in later stages as a whole with the National Development Goals and the LGS in oPt so as to be consistent with the wider process of wider reforms. Through providing support to design and support a systematic approach to planning with a result based management approach at the selected departments to align resources for results, using sound tools to manage for results (i.e. working planning and directorate results frameworks, monitoring and knowledge management systems needed to support results based departments and shift managerial and administrative emphasis from a process (activity/output)-focused approach to one based on performance and results in a way that explicitly links good governance with achievements of result, including monitoring systems that promote the inclusion of all stakeholders and independent partner review mechanisms; promotion of public information disclosure policies and legislation, Informed citizenry: (through an effective free media, education, and access to information etc...).

In the following years interventions will be supported in regards to DOs quick assessment results related to the jointly need to clarify, update, finalize & disseminate clear vision, mission, organograms, procedural manuals and provision of support “inputs” human and physical resources this includes finalization of personnel, Powers & functions, infrastructure rehabilitation, office accommodation, installation of systems and development of policies and tools etc... as detailed in the results framework, which also need to be overlooked with a gender lens. The ministry has postponed the intervention at the level of the Dos, however this has recently changed and will be presumed in a SWA manner. In regards to Public engagement and accountability: Decentralization if not enhanced by effective accountability mechanisms can be a major tool for creating opportunities of corruption at all levels including the local levels. In the oPt, tensions between local and central authorities related to the perceived legitimacy of local governance units can partly be due to an escalating internal conflict around competing visions and objectives regarding the nature of the State and Palestinian identity, as well as autonomy, accountability, capacity and responsibility in political and fiscal decision making arenas. In the ICAR observations reveal the interest of the MoLG in administrative decentralization, not delegation of power, or fiscal decentralization. Moreover, many civil society organizations and community groups have narrow political or religious affiliations

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and interests, which may undermine the accountability and watchdog role that they could play at the local level. Interventions related to strengthening public engagement and mutual accountability have been proposed and will be further detailed in coming years can be sought through considering referendums which allow citizens to vote on policy-specific options or citizens panels as ongoing panels which function as a 'sounding board for the local authority', or even panels that focus on specific service or policy issues or on wider strategy. Another option can be a citizens jury.

As revealed in the QICAR 3.1.2 above, a clear communication strategy and processes to tackle and foster the coordination and cooperation between and within the central and the local units and the citizens is very much appreciated.

The strategic level and as a cross cutting support to MoLG it was recommended to further investigate issues related to LG gender mainstreaming, institutionalizing championing, promotion of peer-to-peer mentoring; networking and coalition building development; including developing leadership capacities in strategic planning and MfDR, also in the design of physical and human resources policy and career management systems as it was very clear the lack of job descriptions, the lack of clear-cut division of responsibilities between the Civil Service Commission and the Ministry regarding appointments, un clear performance evaluation systems, incentive and punishment systems, overstaffing in numbers but understaffed with professionals, high political appointments etc.... Some quick response interventions were proposed and have been launched for developing the English language for the selected departments staff, including other senior level managers at the Ministry to improve communication with donors and build basis for future abroad learning tours. Also some intervention were proposed for gender mainstreaming.

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3.3.4 Risks and Assumptions

Risk (describe)	Probability (score)	Potential implications		Risk Level (score)
		Describe	Score	
MoLG and PA Commitment to MoLG's strategic plan which inter alia will include sufficient Government contributions for effective operations of MoLG	medium	Certain objectives are very much connected with the other stakeholders the MoPAD, MoF, ministers cabinets	high	C
A more leading role of the MoLG in ownership and coordination of aid management in regards to all capacity development interventions carried by different donors	medium		medium	B
Decision making processes at the MoLG are not collectively taken and even sometimes not well shared with the staff including Dos	medium	in the case of drafting the MoLG organizational structure and job descriptions etc... some departments commented on the fact that such were either assigned without them participating, or the fact that they don't agree with it. It is specifically recommended to loosen the structural imbalances in the description of the duties and responsibilities between different departments of the Ministry one example is the internal control, the complaints and the guidance and monitoring and overlapping authorities and roles, another is the JSC, F&E and the to be established amalgamation department	high	C

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3.3.5 Quality criteria

Criteria	Score	Comments
Effectiveness	B	<p>-The approach takes into consideration that a gap is expected between any investment in capacity development, the emergence of new capacities and their translation into performance improvements. The development of individual competency takes many years, further societal transformation may take generations. CD and changes in the enabling environment should therefore be seen as a long-term process, whose outcomes cannot be expected to evolve in a controlled and linear manner and may take long time to manifest themselves and may be difficult to measure quantitatively;</p> <p>-Organization and coordination processes took longer than anticipated, interviewing local partners, beneficiaries and other stakeholders was a bit problematic due to their engagement in other duties. Therefore, MoLG ownership and commitment is highly needed;</p> <p>-While analyzing the three levels it is crucial to bear in mind the importance of national ownership and building/strengthening on already existing national systems “expertise and plans” rather than by passing and creating standalone implementation units, which is about the capabilities of making informed choices and decisions. To ensure effectiveness this will require building political commitment to and sponsorship of capacity development with full input from all relevant actors including donors, and ownership of both process and content.</p>
Efficiency	B	<p>Efficiency is rated low on one aspect related to the time consumed by the assessment team trying to collect data for literature review. The MoLG provided with very scarce literature in relation to the MoLG policies, strategies, operational framework, processes, systems, key stakeholders, linkages any performance records, results achieved to date and donor funding; this might indicate weakness in the commitment and will to maximizing the benefit of this programme, including weakness in knowledge management and information sharing among the ministry staff themselves;</p> <p>The macro level management of the technical committee for C1 is resulting in consuming longer time than anticipated in endorsing interventions defined at level of the working groups.</p>
Sustainability	X	<p>C1 of this programme has only started in September 2011 so it is too early to assess this criterion. Activities are being continuously and jointly define with the programme support and orientation towards initialization through the participatory discussion and production of operational manuals, policy papers and ToTs to transferring knowledge to all Staff involved. However financial and political sustainability given the general status of the PA remains among the challenging issues</p> <p>State of the art thinking of capacity development specifically when it implies change in terms of leadership approaches to management, including the heritage a huge amount of Human resources that have been politically employed is multi-level cultural socio economic challenge</p> <p>C1 will deploy resources in staffing, which is considered a solution to certain capacity development needs, however this staff situation need to be resolved in the context of a civil servant status.</p>

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3.3.6 Budget execution

Budget	2011 financial plan	Total expenditure year 1	Balance of the budget	Execution rate
1.824.000	100.000	111.700	1.712.300	112%

The 2011 working plan has been fully implemented with an execution rate of 112% due to the start of some 2012 activities at the end of the year.

3.3.7 Recommendations

Recommendations
In such a multi-dimensional complex programme, it is advised that the TC increase support and follows up strategic and conceptual issues to C1 of the programme and to a lesser degree on micro management decisions as drafted in the proposed C1 institutional arrangements paper. Through delegation of tasks rather than limiting to existing few project staff.
The TC to allow for a wider participatory approach in decision making processes related to the directorates development interventions as this is the only mean to guarantee future ownership and sustainability impact of any activity.
The SC is advised to take the gender dimension as a priority in regards to any CD intervention at the MoLG level
The MoLG already drafted organizational structure, Job descriptions and the directorates operational manuals is very much needed to be endorsed and shared by all MoLG staff so as to be the basis to build on and institutionalize future CD activities
The LGRDP to consider an exit strategy in later stages of the programme, including the gradual transfer of project staff to the MoLG
Consider the design of monetary and non-monetary incentive mechanisms and strengthening results-based management. It is recommended to also include clarifying the mandate of the district offices vis-à-vis the MoLG HQ and the Governorates.

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3.4 Result 1 (Component 1): selected Departments of the MoLG capacitated to implement their responsibilities as per MoLG strategic plan

3.4.1 Indicators

Result 1:						
Indicators	Baseline value	Progress year 2011	Progress year N	Target year N	End Target	Comments
% of LGU clusters that after year 2 have formally approved new institutional structures in place	0%	Awareness launching	—	—	Year 3	<ul style="list-style-type: none"> - Cluster identification was delayed from MoLG - The actual starting date for the project was July 28, 2011 - The first step will be the implementation of a JSC for planning and amalgamation early in 2012

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3.4.2 Evaluation of activities

Activities	Progress:				Comments (only if the value is C or D)
	A	B	C	D	
1- Awareness Campaigns - Bidding phase (Completed) Preparing TOR, REOI EOI Evaluation, short listing RFP Issue Technical & Financial Evaluation, Award Recommendation Negotiation, Signing the Contract - Implementation (In Progress) Mobilization (Meetings: MDLF, BTC, Consultant, LGUs...etc.) Kick-off meetings Disk review, Inception report LGUs Assessment Questionnaire Citizen Survey Questionnaire, Progress report Focus Group Guide lines Data Collection and Filed Work			X		Fill the gap by implementing direct awareness activities by MDLF staff prior starting this assignment which was delayed because of the whole programme delay. A very "administrative" approach of Consultants with a lack of adaptation to the cluster's context No permanent MDLF staff in charge of that crucial activity. A lack of involvement of communities.
2- Physical & Strategic Planning - Bidding phase (Completed) Preparing TOR, REOI EOI Evaluation, short listing RFP Issue Technical & Financial Evaluation, Award Recommendation Negotiation, Signing the Contract - Implementation (In Progress) - <i>For Strategic Planning</i> Mobilization (Meetings: MDLF, MoLG, Consultant, LGUs...etc.) Kick-off meetings Disk review, Inception report Conduct SDIP Orientation Sessions with LGU Councils Formulate (Core Planning Team, Strategic Planning Committee, Institutional Building Committee) Training for Core Planning Team Finalize the Stakeholder Analysis process Formulating Stakeholder Representative Committee Formulating Specialized Committees Conduct the First Public Meeting Diagnosis of the current status - <i>For Physical Planning</i> Review the past and present maps and plans Specify Aerial Photos boundary (Not progressing from MoLG)			X		Implementing the Physical and Strategic Planning parallel to the Awareness Campaigns instead of after it, to recover the whole programme delay. This parallel implementation is not logical and can create some confusion. MDLF team conducted direct workshops with the targeted LGUs in order to speed the formulation of all committees. MDLF team advised the consultant to temporarily use the orthophotos until specifying the aerial photos boundary from MoLG.
3- Fixed Assets Registration and Valuation - Bidding phase (Completed) Preparing TOR, REOI EOI Evaluation, short listing RFP Issue Technical & Financial Evaluation, Award Recommendation Negotiation, Signing the Contract - Implementation (In Progress) Mobilization (Meetings: MDLF, Consultant, LGUs...etc.) Kick-off meetings Training workshop Inception report Data collection from targeted clusters		X			Implementing the Fixed Assets Registration parallel to the Awareness Campaigns instead of after it, to recover the whole programme delay.
4- Capacity & Institutional Assessment - Capacity Development Plan - Bidding phase (In Progress) Preparing TOR, REOI			X		MDLF combines the two assignments (capacity assessment + capacity plan) into one assignment. Focus on physical needs

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3.4.3 Analysis of progress made

3.4.3.1 REGARDING THE INSTITUTIONAL ORGANISATION OF THE INTERVENTION

The Technical Committee in charge of the LGRDP Component 2 has not yet been put in place. This situation is leading to a real lack of coordination and of communication between the project stakeholders⁷.

Also at the local level, the MDLF didn't involve the Cluster Technical Committee to organise, facilitate and orientate activities.

The way through which MDLF is implementing the activities (see below) by contracting consultants without a strong involvement (leadership) of the MDLF staff in charge of the concerned issues makes the coordination more difficult or, at least, reduces the coordination at the coordination of procurement and calendar without considering the contents, the impact and the quality of processes.

3.4.3.2 REGARDING THE WAY OF IMPLEMENTATING ACTIVITIES

Until today, the MDLF has essentially managed procurement and financial procedures (under the coordination of a “coordinator” and his “assistant”). Technical specialists for awareness, social mobilisation and for planning have been weakly involved in the activities. There is in fact not a specific team composed by staff of 4 people (as provided in the TFF) fully committed in the LGRDP implementation. As the Coordinator and his assistant are not specialists and have no experience in the object of the project, the Consultants in charge of the awareness and the planning processes are somehow leading the process on the field and working “alone” without sharing their reflexions, without a quality control by MDLF and, consequently, without having the capacity to adapt the process to the context. They are just following their technical proposal. Activities are implemented as they were “standard” activities that can be replicated in each cluster without considering their specific context. At MDLF, there is not clearly any capitalization and analysis of the quality and of the impact of the consultants' activities. The coordinator is focusing on the formal implementation and is making an ex-post control based on consultants' reports. MDLF is for the moment not focusing on the content of activities and the quality of results which must be achieved.

This way of implementation appears to be too “administrative” and top-down. Local stakeholders are “receiving” the activities and they have not

⁷ See below (institutional arrangement)

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been involved enough in their adaptation, their articulation and their development. They are asked for “organizing” the meetings without any global view on the overall program and, consequently, they are acting in a rather “passive” behavior.

Also, however the MoLG (central administration and branches) should support LGUs and must become a governance partner at the local level, they were generally kept away from the activities. They have not been invited in most of the meetings on the field despite the fact that they are members of the cluster technical committees put in place to facilitate the project implementation.

3.4.3.3 REGARDING THE AWARENESS CAMPAIGN

At the local political level, local partners appear now strongly willing to go ahead and to formally launch the JSCs for planning and amalgamation. At their level, there is clearly a stronger will to merge and to get into a “concrete” process. But the awareness seems still to be far from achievement at two levels:

- The “local political and/or administrative leaders” have still no clear vision on the roadmap to build up their new municipality: how will they proceed?; how will the new municipality be organized?; what is the institutional development process?; How communities will be represented? ... At the moment, most of them are still thinking the process in terms of advantages that they can have for their village. There is not yet a new way of thinking the development at the cluster’s level. This can lead to a very weak sustainability of the process which is still essentially motivated by the resources that they can get from the donor if they merge and not by a new understanding of development issues and a new vision of their area.
- The local citizens and communities are in fact still out of the game in terms of understanding, vision and involvement into the merging process. The public awareness is not achieved at all. Even if we can observe a good potential on the field, we must admit that there is a big gap between communities and local political and/or administrative leaders.

A quick monitoring of the awareness campaign allowed identifying some key issues:

- Communities have not been sufficiently mobilized by the awareness campaign: not systematic and wide information about the meetings; very low participation in some clusters; villages are not considered for awareness; important social networks not mobilized; centralized approach at the cluster level. This issue is not only due to the consultants. The local leaders also don’t inform and mobilize the local

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population. This issue should be taken into consideration. For example, in Beta, the public meeting mobilized only 15 participants.

- Lack of information supports (products) and very superficial information given to citizens. Regarding that question, we could ask the question of the relevance of an awareness campaign without having in hand clear guidelines on the amalgamation process. If, as we think, there is flexibility and a space for initiatives and proposals from local people regarding the amalgamation, the awareness campaign should have been oriented to facilitate and to hear to local proposals by putting in place “spaces of expressions” of peoples’ visions.
- As the planning process started in parallel with the awareness (which is of course not logical), there is some confusion between the two processes with a weakening of their respective impact (lack of understanding of challenges and stakes of the planning process and still a village narrow minded view of people). Local stakeholders are also mobilized in too many meetings at the same moment. This is weakening the mobilization capacity. For example, in Bethlehem’s cluster, there are 6 different consultants working at the same time. The people don’t always understand why there are “all these surveys”.
- Despite the differences between the clusters and despite some different requirements from Village councils (for example in terms of the number of villages that will merge -4 in Ramallah and 9 in Bethelhem-), the consultants just implemented the same activities (three meetings in each cluster and the public enquiry).

3.4.3.4 REGARDING THE STRATEGIC AND PHYSICAL PLANNING

The planning process started with some preparation of sector diagnostics. The process is following the SDIP guidelines designed by the MoLG. Sector technical committees have been formed in the four clusters to prepare working documents and to identify development priorities. A deeper analysis of this process is necessary to analyze its quality and to identify its impact. Despite the fact that it is implementing in parallel with the awareness, it appears that consultants in charge of this activity are not coordinating with the awareness team.

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3.4.4 Risks and Assumptions

Risk (describe)	Probability (score)	Potential implications		Risk Level (score)
		Describe	Score	
Poor implementation by contracted consultants	Low	This will lead to bad results, not complete awareness for local community, lead to high resistance from the citizens, In general, this will have a very bad impact. MDLF staff must be in all of the steps next to consultant supervise monitoring to avoid such impact	High	A
Poor cooperation from targeted LGUs (Delays, weak participation, not involved, resistances)	High	No information about our amalgamation will receive , no change in the level of awareness for citizen well happen,	High	D
Still weak understanding and follow up from MDLF staff and lack of leadership	Low	Lead to reach to the incorrect information , data, lead to the incorrect decisions, lead to the poor results from the assignments	Medium	A
Poor communication from MoLG Not participate in process, lack in adopt bylaws & regulations for the proses	Medium	No authority to MDLF to implement bylaws, no authotity to MDLF or cunsltunt to adopt project	Medium	C
Local community limited participation	High	No sustainability (donor driven)	High	D
Insufficient coordination between the MoLG and MDLF	Medium	The lack of coordination and articulation with the MoLG will lead to a weak sustainability (problem of relevance and consistency of the LG process)	High	D

3.4.5 Quality criteria

Criteria	Score	Comments
Effectiveness	C	Still too administrative approach without strong involvement of communities. The social and political dimension is not promoted. This could lead to no sustainability of the process.
Efficiency	C	As MDLF essentially hired external consultants until now, the “added value” of MDLF is still not clear. The management fees (7%) are still not justified.
Sustainability	C	Criteria not yet applicable, but still not insured that the implementation goes in the right direction.

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3.4.6 Budget execution

Budget	2011 financial plan	Total expenditure year 1	Balance of the budget	Execution rate
1.470.000	500.000	288.100*	1.712.300	58%
		60.000		

*The expenditure presented here consists in the amount transferred to MDLF (according to their working plan – Cash call). In fact, they actually didn't spend more than the 60.000 Euros of the advance that they received.

This difference between planned and actual expenditure referred to delay of starting the project. Nevertheless, as contracts were signed with consultants and as they already started working in the field, we can consider the 58% of execution rate.

3.4.7 Recommendations

Recommendations	Source	Actor	Deadline
REGARDING THE WAY OF IMPLEMENTATING ACTIVITIES The dedicated MDLF team provided in the TFF to lead the implementation of component 2 should be immediately and entirely put in place. In compliance to the TFF and to the need which can now be identified, it should include: <ul style="list-style-type: none"> • A senior coordinator (already appointed); • An expert in engineering (already appointed); • An expert in planning (not yet appointed – not fully committed); • An expert in social development. Existing MDLF staff working on all related technical issues will support that project team. Regarding institutional development issues, the project national expert already recruited by BTC can also support the MDLF team on CD activities.	PSU quick monitoring	MDLF	Q1 2012
REGARDING THE AWARENESS CAMPAIGN By analyzing the “awareness” campaign until now, we can consider that the objectives as described in the Awareness Terms of reference are not yet achieved. On the other hand, it appears on the field that the need for awareness and social mobilization will be a longer and a deeper process than it was forecasted. The identified issues during the quick field visit should also be taken into account. As consultants recruited for that activity have nearly implemented their action plan, we can consider this work as a first phase of awareness. We should now try to get the best output and analysis from this “campaign” and to base on it a second	PSU quick monitoring	MDLF	Q1 – Q2 2012

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<p>“awareness” phase.</p> <ul style="list-style-type: none"> Regarding the completion of the current contract with consultants, we should organize a one day workshop with all of them to get their observations, analysis and proposals for the future and to identify key elements for a second phase with additional awareness activities adapted to each specific cluster. To design the awareness second phase, a workshop with public and private representatives of the four clusters (cluster TCs and additional representatives of the communities and social categories) should be organized as quick as possible. Regarding the “awareness” second phase (social development), it should be implemented by the MDLF expert fully committed to this activity with, eventually, punctual supports of consultants if needed (for public enquiries or animation of workshops for example). This second phase would also support the mobilization for the planning process and will work on social components of the development planning (articulation of awareness to planning). A special attention should be put on all local social dynamics which could be supported by the project to promote, facilitate and improve the merging process of LGUs. Regarding awareness, the MoLG and the MDLF will work with the PSU to design a communication strategy on amalgamation with the production of information tools. The MDLF will implement that strategy. <p>The budget of Component 2 would be adapted accordingly to these activities.</p>			
<p>REGARDING THE STRATEGIC AND PHYSICAL PLANNING</p> <p>A specific meeting of the TC on the planning process must be organized to make a point. Consultants involved in the SDIP process should be invited to report on it. The High Zoning Planning Department of the MoLG should also be invited in that meeting.</p>	PSU quick monitoring	MDLF	Q1 2012

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3.5 Result 3 (Component 2): Capacities of LGUs are enhanced for improved planning, HRM, financial management, service delivery and accountability

3.5.1 Indicators

Result 1:						
Indicators	Baseline value	Progress year 2011	Progress year N	Target year N	End Target	Comments
% of LGU clusters with improved/quality systems for: <ul style="list-style-type: none"> • Development planning, • HRM (including actual staffing) • Financial management • Service delivery and • Local accountability 	%0	5%			Y 4	These activities didn't actually start in 2011. First identification of equipment needed by JSCs have just been done by the MDLF team

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3.5.2 Evaluation of activities

Activities (See guidelines for interpretation of scores)	Progress:				Comments (only if the value is C or D)
	A	B	C	D	
1 Supply furniture & IT equipment's * Supply of IT equipment - Bidding phase (Completed) Preparing bidding documents Advertisement, RFQ Evaluation for Quotations Purchase Order - Supplying (In Progress) * Supply of Furniture - Bidding phase (Completed) Preparing bidding documents Advertisement, RFQ Evaluation for Quotations Purchase Order - Supplying (In Progress) * Supply of Total Station - Bidding phase (Completed) Preparing bidding documents Advertisement, RFQ Evaluation for Quotations Purchase Order - Supplying (In Progress)			X		Direct assessment for LGU's was conducted LGUs was encouraged to either donate a land for JSC building , rent building or reach to agreements with the existing JSC to have a temporary places for JSC premises.

3.5.3 Analysis of progress made

Not applicable

3.5.4 Risks and Assumptions

Not applicable

3.5.5 Quality criteria

Not applicable

3.5.6 Budget execution

Budget	2011 financial plan	Total expenditure year 1	Balance of the budget	Execution rate
1.680.000	465.000	126.000*	1.614.000	8%
		0		

*The expenditure presented here consists in the amount transferred to MDLF (according to their working plan – Cash call). In fact, they actually didn't spend

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money.

3.5.7 Recommendations

Recommendations	Source	Actor	Deadline
1- To assist and help the LGU in the identification of their HR needs, study the alternative suggestion of the temporary or long term place where should the new JSC establish	MDLF report	LGUs/MDLF	Year 2 - 3
2- To develop bylaws to orientate LGU'S about their organisation and processes	MDLF report	MDLF / MoLG	Year 3

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3.6 Result 4 (Component 2): LGUs service delivery is improved through sustainable infrastructure development in the four clusters

Not applicable

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3.7 Result 5 (Component 3): Newly amalgamated Municipalities are continuously progressing their performance

The TFF is mentioning the support for capital investment through the MDP in « newly amalgamated » Municipalities. Also, we could understand that this support is targeting the LGRDP clusters as a step following the merging process.

This approach doesn't appear relevant nor faisable.

First, the Component 2 includes an important amount for capital investments in the four clusters (6.000.000 Euros, which will make around 75 Euros of investment per capita to be made within not more than 4 years). Additional investments would be difficult to be absorbed.

Secondly, as the component 3 is fully integrated within the MDP, it only concerns LGUs with the statute of Municipality. It is not sure that our 4 clusters will get that statute before the end of the project, and, at least, before 2 or 3 years.

Finally, the MDP allocates funds following a specific formula which won't never reach 3.000.000 Euros for our 4 clusters even in 5 years.

The PSC hold in November 2011 finally approved a first support to MDP of 900.920 Euros to the benefit of 9 identified Municipalities. These investments will be implemented in 2012.

Municipality	Governorate	Rank	Population 2010	Expected Allocation (Euro)	Suggested Projects
Al – Ettihad	Ramallah	C	7327	73821	Water network rehabilitation and reservoir maintenance
Al –Mottahida	Jenin	C	18496	148242	Internal roads rehabilitation
Al –Yaseryeh	Hebron	C	18341	147209	Existing road network maintenance
Janata	Bethlehem	C	5805	63680	Classrooms addition in existing schools
Marj Ebn A'amer	Jenin	C	17981	144811	Public Garden
Al – Kafreyat	Tolkarem	C	7511	75047	Healthcare Development
Al – Zaytooneh	Ramallah	C	6667	69423	Roads opening , rehabilitation and paving
West Bani Zaid	Ramallah	C	5940	54579	Internal roads
East Bani Zaid	Ramallah	C	5475	61481	Internal roads
Baqa Al-Sharqiya	Tolkarem	C	5644	62607	To be determined through a public meeting

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Budget	2011n financial plan	Total expenditure year 1	Balance of the budget	Execution rate
2.900.000	536.000	901.000	2.364.000	170%

This amount has been transferred to the MDP in 2011, but i twill be invest by Municipalities in 2012 (implementation of their 2011 Development plan).

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4 Transversal Themes

4.1 Gender

- Regarding the MoLG

PCBS statistics reflect very low percentages compared to that of males in regards to female workforce participation, unemployment rates, gender wage gap, membership in local government and decision making bodies, labor professional unions, employers organizations and sector work distribution

As of June 2009 representation of women in the political bodies is estimated at around 15% for senior positions and around 9% in the judiciary, where 5 of the 23 Ministers and 17 of 131 legislative council seats belonged to women (i.e. 12.9% oPt, 11.9%WB, 14.6%GS), and 18% at the Local Council Level (423 women council members from 204 localities). As of August 2008 -Deputy Minister 6.7% - Deputy Assistant 4.3% -General Director A4:10.4%, A3: 12.9%, Director A,B,C 18.5% -Employees from level 1-10: 31.2%, other: 24.5% -Judges WB(120m, 16 F), GS (39m, 5F), and 11% prosecutors.

At the MoLG only one female General director exists.

Among the significant challenges in effecting positive changes are the cultural male dominant and patriarchal environment, women reproductive role, the current political situation in general and the PLC paralysis, , current women position in political parties, the relative isolation of Gaza, the continued violence in oPt and restrictions on movement and access by the Gol.

The status of legislation in Palestine is particular due to its political status, if the Palestinian Authority (PA) to become a state and following the reconciliation between the ruling factions Fatah in the WB and Hamas in GS, legally the PA can then ratify or sign any international convention i.e. the rule of law is expected to be strengthened raising higher possibilities for endorsing the prepared draft laws such as the penal code and consider revisiting the existing LGU law and LG election law from a gender perspective.

Also with the possibility for PLC elections coming more visible accordingly different women organizations are asking to increase the quota for women from 20% to 30% in the coming PLC elections.

Through the quick institutional capacity development assessment that was conducted the team met the head of the gender unit at the MoLG and proposed to conduct a participatory gender audit (PGA) for the MoLG, however the programme was informed that GIZ is already contracting a consultant to do so, therefore some strategic interventions will be defined based on the PGA results. In the meantime the LGRDP in close cooperation with the Gender Unit at MoLG proposed some gender sensitized interventions. In Nov 2011 SC meeting, the MoLG made it clear that they are not in favor of any gender related interventions as they see that gender was tackled more than needed by donors at the MoLG level. However, that doesn't manifest itself when looking at the low representation of women in decision making bodies at the MoLG and at the LGUs in general, the gender blind policies and documents produced by the MoLG

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etc...nor does it satisfy the female staff themselves at the MoLG.

Currently there are several initiatives in regards to enhancing women political representation, a there is the forum for gender and local governance
On the programme level it is important to work on three pillar:

- The 1st is to make sure that all MoLG capacity development interventions supported by the programme are gender sensitized and institutionalized in the sense of females participation, specific needs and active involvement in all activities such as trainings, policy formulations, law reviews, scholarships etc...while also aligned with the newly established forum for gender and local governance which includes the MoLG, MoWA , MDLF and other active political parties and NGOs in the gender field and supported by donors such as GIZ, the LGRDP will look for synergies to support jointly with other partners the interventions identified in the annual plans of the forum.
- On the 2nd level to work with the budget directorate on introducing and applying a Gender Based Budgeting approach to all the LGUs budgets.
- On the 3rd and more strategic level, there is a need to strengthen the national mechanisms to monitor and reduce gender inequality in the LG sector, enhance opportunities and capacity development interventions that increase the representation of women and women issues in decision making bodies including having them at the center of LG priorities with Gender sensitive budgeting . One approach that the LGRDP can lobby for is to support the MoLG in developing a National Strategy for promoting the representation of women and women issues at the LG sector , to start functionalizing and institutionalizing the strategy within the MoLG itself including district level and the LGUs which will also be linked to the newly institutional arrangements that will be organized in the 2nd component of this programme regarding amalgamation, clearly stating the obligation of each of the LGU in implementing the strategy.

- **Regarding the MDLF intervention (and LGUs)**

MDLF is in process of setting up a gender standard and gender unit. A World Bank funded programme to MDLF will help to address women's issues.

MDLF through consultant will encourage LGU's to taking into accounts;

- Ensuring women's participation in community workshops and meetings discussing by identifying women's groups as a special target for awareness raising and information, defining selection criteria for training and CD activities to ascertain women's participation, selecting topics for women in designing training program ;
- Ensuring that community facilities for women will be taken into account during needssessment for infrastructure (R3)

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4.2 Environment

The smaller LGUs have serious environmental problems due to a lack of resources and equipment. Through JSC arrangements, they try to improve service delivery in areas such as solid waste management and waste water treatment.

The creation of larger and more effective LGUs will lead to enhanced capacities for management of environmental problems.

The expected environmental and social impacts of R3-activities must be approved and supervised by MDLF environmental department; however, if some minor negative impacts are expected during the construction phases, they will be easily mitigated through the Environmental Management Plan prepared by this department.

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5 Decisions taken by the JLCB and follow-up

As the project is an institutional development project supporting Palestinian institutional actors, the LGRDP intends to strongly involve the PSC in all strategic and operational decisions. It is planned to organise PSC meeting at least quarterly.

Decisions	Source	Actor	Time of decision	Status
The selection of beneficiary clusters of LGUs (Component 2)	MoLG proposal	MDLF / LGUs	Year 1 (Q3)	On-going
The procedures manual must be prepared	TFF	PSU / MoLG / MDLF	Year 1 (Q4)	On-going – Still in preparation / linked to the execution agreement still in discussion with the MDLF
To start Component 3 by Q4	PSU working report	MDLF	Year 1 (Q4)	Done
To assign a SC to discuss the clusters needs in terms of investments and capacity development	PSU working report	MDLF / PSU	Year 1 (Q4)	Partly done – still on-going
To add new departments/directorates to Component 1	MoLG proposal	MoLG (NE) / PSU	Year 1 (Q4)	Done
To implement a coordination between the project and GIZ and CHF	MoLG / PSU report	PSU / MoLG	Continuous	On-going
Approves MoLG quick CD interventions	Quick scan	PSU / MoLG	Q4 and Year 2	Done for physical support and On-going for non-physical support
Quick start of all interventions of Component 2	PSU report	MDLF	Q4	Done
The selection of Municipalities and investments (Component 3)	MDLF	MDLF (MDP)	Q4	Done

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6 Lessons Learned

Lessons learned	Target audience
C1: Donors involved in the MoLG CD should better coordinate and articulate their activities through common strategic approach, monitoring and capitalisation.	PSU, MoLG
C2: Amalgamation is not only an administrative process. It is first of all a social process which is requiring a strong participatory process. Awareness should be adapted in that sense. This is the main factor of sustainability.	PSU, MDLF, MoLG
C2: The C2 implies that the PNA complete the decentralisation legal framework and the amalgamation strategy (C1). LGRDP will focus on this aspect of supporting policy design, elaboration of strategies and guidelines.	PSU, MDLF, MoLG

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7 Annexes

7.1 Logical framework

	Logical of the intervention	Indicators	Sources of verification	Assumptions /Comments
GO	<u>General objective</u> To strengthen institutional and management capacities of the local government system	Progress in implementation of the overall Local Government and Administration Sectoral Strategy (LGASS)	LGASS Progress Reports and LGASS Reviews	Overall macro economic and political situation is not deteriorating The LGASS is yet to be fully finalised, but it assumed that this will be completed before 2010 and include measurable progress indicators.
SO	<u>Specific objectives</u> To support institutional reform through improved capacities and services of selected clusters of smaller LGUs and to improve the institutional capacity of MoLG	Capacities of the selected clusters of LGUs and departments of MoLG are improving.	Project Progress Reports that summarise the indicators of the five key results.	The PA commitments for decentralisation reforms remain intact or further improve.

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R 1	<p>Component 1 : MoLG capacity development</p> <p>Result-1 Selected departments of MoLG capacitated to implement their responsibilities as per MoLG strategic plan</p>	<p>Selected departments have clearly defined strategic and operational goals</p> <p>Selected departments can show a successful implementation of their respective departmental work plans</p> <p>Enhanced exchange between central and district level takes place (quantitatively & qualitatively)</p>	<p>Departmental work plans and departmental progress report</p> <p>Surveys among MoLG and district level staff</p>	<p>MoLG and PA Commitment to MoLG's strategic plan which inter alia will include sufficient Government contributions for effective operations of MoLG</p>
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R 2	<p>Component 2 LG joint Services and Amalgamation</p> <p>Result-2: smaller LGUs in selected clusters have developed appropriate joint institutional arrangements for joint services and amalgamation,</p>	% of LGU clusters that after year 2 have formally approved new institutional structures in place	MoLG Progress reports	Government commitment to amalgamation strategy. LGUs willingness to amalgamate and/or form joint service arrangements.
R 3	<p><u>Result 3:</u></p> <p>Capacities of these LGUs are enhanced for improved planning, HRM, financial management, service delivery and accountability,</p>	<p>% of LGU clusters with improved/quality systems for:</p> <ul style="list-style-type: none"> • Development planning, • HRM (including actual staffing) • Financial management • Service delivery and • Local accountability 	<p>MoLG/MDLF Reporting based on baseline profile of LGUs at the onset of the programme.</p> <p><u>Planning:</u> existence of LGU approved Strategic Investments Plans in accordance with MoLG guidelines,</p> <p>HRM: staff positions filled with qualified staff paid from own revenue,</p> <p>Financial management in accordance to national guidelines and no major audit queries</p> <p>Evidence of improved service delivery and evidence of sustainable O&M arrangements,</p> <p>Evidence of citizen involvement in planning and engagement in LG affairs</p>	

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R 4	<u>Result 4:</u> LGUs service delivery is improved through sustainable infrastructure development in the four to six clusters	% Completion of planned infrastructures at acceptable quality, Realistic operation and maintenance plans for all investments, Sustained operations after end of project support	Project progress reports, Completion reports, Mid term review	Overall relative macro economic and political stability.
R 5	Component 3: Municipal development program: Result 5: newly amalgamated municipalities are continuously progressing their performance	Performance score of the newly created municipalities is increasing on annual basis	MDP Progress reports	Overall relative macro economic and political stability. Continued joint donor and government support for MDP model (window 1).

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7.2 M&E activities

In regards to C1 currently a draft M&E system is being developed to monitor the already assessed and identified institutional capacity development strategic and quick impact interventions, however following the MoLG final identification of the departments to be part of this programme institutional capacity development assessment hence interventions, a comprehensive M&E system will be put in place where the capacity development strategy is monitored on the output level and the capacity development itself is monitored on the outcome level against a jointly defined SMART as possible indicators, as setting a baseline for the indicators is a challenging task at the MoLG due to weak information sharing in identifying other past or current contributions from other resources to the capacity development of the MoLG.

So far, monthly monitoring workshops are conducted with the involved directorates staff to monitor progress in relation to the already identified interventions against a set of output and activity indicators.

In regards to C2, no M&E activities have been structurally implemented. It will be the first key task of the C2 technical committee.

In regards to C3, there is a structural M&E system implemented by donors supporting the MDP (under the coordination of the WB).

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7.3 2012 Operational planning

Component 1

MoLG Capacity Development -Operational planning 2012										
A	1	1			MoLG Quick needs and institutional capacity assessment + quick needs implementation					
						Q1	Q2	Q3	Q4	Responsibility
			1		Formulation and introduction of C1 technical team/Committee					MoLG and BTC
			2		Prepare C1 Institutional arrangements/organogram paper					TC:Samar to draft and finalize based on TC feedback
			3		Define ICA methodology, share and endorse by the TC					TC: namely Samar to prepare a methodological paper and finalize based on TC feedback
			4		Quick Needs assessments					TC: samar in consultation with the MoLG departments
			5		Participatory ICA (RBM)					
				1	Mobilize, design and engage stakeholders					
				2	File review (including the ICA for the 3 directorates)					Samar upon TC members provision of available documents

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				3	2 separate enquiry meetings/interviews with the CD & the IC to mobilize stakeholders and define assess needs					Samar
				4	Scoping 2days Workshop with the 11 DOs including the 3 directorates around 30ppl: 1st day to engage stakeholders in an open dialogue on C1 objectives, general framework Result chain, institutional arrangements, the rationale for CA introduction to the proposed CA methodology, formulation of work groups, 2nd day: stakeholders mapping, defining scope of factors/core issues and the cross functional capacities to be considered in the assessment					TC: Samar and Walid
				5	Mobilization visit (Join C2 team in visiting) to the 4 clusters to be amalgamated					TC
				6	Conduct 4 field visits to the Ramallah, Nablus, Hebron and Bethlehem district offices					TC: Samar and Walid
				7	Draft QNA report with identification of CD response 1st week on Nov					Samar, Mohammad, Izat Badwan & Walid Halayqa
				8	Disseminate/translate report and conduct one knowledge sharing and validation internal workshop of the NA findings with the TC and all 3 directorates 2nd Week of Nov					TC: Samar and Walid, the programme SU

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				9	Directorates Prepare the detailed capacity response/plan and endorse by the TC & SC " The directorates align their CD initiatives to be responsive and in line with their action plans ongoing process as long as the MoLG introduces new departments to the LGRDP"					The head of each directorate ICD:Izat Badwan, CD:Muhammad Muheisin, BD:Ghasan Dragmeh, F&A:Shukri Radaydeh, F&E:Bassam Hadaydeh, DAODOA:Muhamed Jabarin, HPC: Hannia Njoum
				10	Ongoing progress and monitoring monthly workshops "1st Tuesday of each month"	240	240	240	240	The names as stated in the directorates Aps under the responsibility column
A_01_01 Total						240	240	240	240	
A	1	2			Implement ICD activities for selected Departments and Districts (quick impact and strategic interventions)					
Physical Resources (the complaints, internal control, finance and administration, the deputy assistance office for DO affairs, HPC, Budgeting)										
			1		Rehabilitation (the complaints, internal control, finance and administration, the deputy assistance office for DO affairs, HPC, Budgeting, F&M)					The Programme SU, SC, TC & head of relevant directorates
			2		PR: Equipment					As above
			3		PR: Furniture					As above
			4		Dos physical needs		80000	80000		As above

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			5		BD: computerized, integrated accounting system i.e. Develop the existing budget collection software(add oracle) for the Municipalities		1200	1200		As above
			6		BD: Establish a budget collection software for the VCs		1200	1200		As above
			7		BD: Financial analysis system/ "establish an actual financial data base"		2400	2400		As above
			8		F&E: develop an electronic data base on LGUs "members etc..."		3100	3100	3100	As above
					Sub Total		87900	87900	3100	
			9		HPC-Data/archiving officer 1750 Q1 2013		1750	1750	1750	The Programme SU, Samar & head of the directorates
			10		MfDR training: CD+IC	8840				
			12		English Training: ICD+CD+HZA+BD+A &F+DAoDOA+F&E		10290		7700	
			13		IC: Procedures manual	1000				
			14		ICDL training including excel: CD+ICD+HZA+BD+F &M	2500	2500			
			15		IC: Modern techniques in internal financial and Administrative control		4000			
			16		HPC: Operational manual on the work of the HZA secretariat and the HZA committees		5000	2500		

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			17		HPC-GIS beginner training 2 staff 1600 2yrs+23 members		4650	4650		
			18		HPC-Expert 2-3days Urban planning workshops				7500	
			19		BD: conduct training in financial analysis, GRB, Budget monitoring and control, HR employment mechanisms, government accounting			3500	4000	
			20		BD: Define and conduct a Study tour in a regional country		7500			
			21		HPC: Define and conduct a Study tour for regional comparison in relation to Developing the building, planning and regulation law number 79 for year 1966 "consider Brazil"		12000			
			22		Amalgamation committee: define and conduct a Study tour on public administration and amalgamation			15000		
					Sub Total	12340	47690	27400	20950	
Regulatory Framework										
			23		HPC: Develop the building, planning and regulation law- -Conduct a review of the current existing regulatory framework law number 79 for year				5000	SU, SC, TC, Legal Department+ HPC and head of relevant dir

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				1966 and its consistence with the role of the HPC as the highest planning authority in Palestine including regional comparison					
			24	BD: Guiding Manual for MoLG on endorsement of LGUs budget "link to the LGU manual though MDLF"	3000	2500	2500		
			25	Amalgamation committee: assess the already amalgamated LGUs experience conduct a diagnostic study for all LGUs with an amalgamation plan+ develop a policy paper on LGU formulation under amalgamation		3500	3500	3500	amalg exp assessment: the amalga committee& iyad abu atallah, diagnostic study:Jehad mashaqi,gha san daraghmeh, muhei alardah,hani kaed+ conultant.Pol icy paper: jehad, ghasan and muhei+consu ltant
			26	F&E: update and develop the existing regulation on the number of LGU members			3000		Jehad+CEC+ MoLG legal consultant
			27	F&E: review and update the current municipality classification standards			3000		MDLF+Mahe r Rashid+iyad+ legal consultant
			28	Develop the HR development policy paper for the LGUs					
				Sub Total	3000	6000	6600	8500	

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Mutual Accountability and Engagement									
			29		CD: Complaints Public guidance brochure/fact sheet		5000		
			30		Complaints Free phone line	1000	1000	1000	1000
			31		IC-knowledge sharing activities with the "diwan A&f control, the general directorate for internal control and central coordination unit @MoF and with other IC units at PA ministries	1500	1500	1500	1500
					Sub Total	2500	7500	2500	2500
Total A_01_02						42440	149090	124400	35050
A	1	3			Assist MoLG in development CD plan				
			1		NCDE+ NDol : assist Molg in CDS: Stationery +internet +mobile	10500	15000	15000	15000
			2		Project Car		15000		
			3		HPC-4 annual communication workshops for HPC members from different ministries & orgs 40 ppl	1000	1000	1000	1000
			4		HPC-12 annual communication workshops for HPC sub committees members20 ppl	1000	1000	1000	1000
			5		Several workshops, meetings, self- assessment questionnaires, field visits to mobilize, design engage stakeholders conduct assessment, collaboration synergies with	1000	1500	1500	1500
									The Programme SU, TC

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					donors etc...as detailed in the methodology paper					
Total A _01_03						13500	33500	18500	18500	
Capacity Development Strategy Implementation -June 2012-Jan 2015										
					Budget, manage and Implement the CD plan with proper M&E system in place					
					Support to the Palestinian Urban Forum	24000				
					BTC-GIZ-MoLG general managers training-parallel thinking effective communication	3760				
			11		MfDR all ministry directorates and branches		55000			
					Cross Cutting (F&E): electronic archiving and data management training		5000			
					Cross cutting (F&E): negotiation skills, public relation management			7000		
					Cross cutting(F&E): revise and recommend adjustment to LGU law #1,10,9.8.2.13.12			3000		Legal Dep at MoLG+head of F&E, cross cutting directorates
					MoLG's departments, directorates and units align their action plans to be responsive and in line with the capacity development initiatives.					

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					<p>Implement the CDS with a proper and functional M&E systems in place. M&E the CD plan: The CD plan is monitored accordingly adjustments are made, then evaluated against effectiveness and impact accordingly lessons learnt are withdrawn.</p> <p>(The CD strategy is monitored against output indicators, the capacity development is monitored against outcome indicators. At the output level indicators are evidence of change in the organization's capacities and systems. At the outcome level look for change in the organization's performance. At the impact level, look for change in sector performance.)</p>					
Total A _01_04						27760	60000	10000		
					Total Budget in Euro					
Total C1 Budget in Euro						83940	242830	153140	53790	

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Component 2 & 3

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#	Component / Activities	Budget	Estimated Cost	Contracted	Q1	Q2	Q3	Q4	Forecasting For 2012	Total
B	Component 2									
B:1	Result 2: smaller LGUs in four to six selected clusters are facilitated for joint services and amalgamation									
B:1:1	LGU facilitation for amalgamation/joint services									
B:1:1:1	An Initial Survey of the Technical and Financial Viability as Well as Social Acceptability of the Proposed Future Institutional Arrangements.									
	B.1.1.1.2: awareness campaign.	180,000	72,000	24,487	14,050	20,437	0	0	34,487	
B:1:1:2	Valuation of each local council's assets that would be incorporated in the new municipality.									
	B.1.1.2.2: fixed assets registration.	120,000	132,000	73,036	7,000	66,036	0	0	73,036	
B:1:1:3	MDLF to develop a comprehensive development plan in line with national guidelines.									
	B.1.1.3.1: conduct a physical plan and SDIP.	360,000	540,000	200,903	10,045	17,070	140,633	0	167,748	
B:1:1:4	The LGUs will be supported to develop a comprehensive capacity development plan.									
	B.1.1.4.1: develop a capacity development plan:	120,000	96,000	0	0	9,600	57,600	28,800	96,000	
Total	LGU facilitation for amalgamation/joint services	780,000	840,000	298,426	31,095	113,143	198,233	28,800	371,271	371,271
B:1:3	Management Fees	54600				2,177	7,920	13,876	23,973	23,973
B:2	Result 3: Capacities of selected LGUs enhanced									
B:2:1	Implementation of capacity development projects									
B:2:1:1	Supplying equipment & furniture.		80,000	75,734	35,752	39,982	0	0	75,734	
B:2:1:2	Office building (extension or renovation).		30,000	0	0	15,000	15,000	0	30,000	
B:2:1:3	Financial support for 12 months initial payments.		120,000	0	0	16,000	32,000	32,000	80,000	
B:2:1:4	Training.		10,000	0	0	0	5,000	5,000	10,000	
B:2:1:5	Provision of general awareness campaigns.		20,000	0	0	0	0	2,000	2,000	
Total	Implementation of capacity development projects	1,680,000	260,000	75,734	35,752	70,982	52,000	39,000	197,734	197,734
B:2:2	Management Fees	117600				2,503	4,969	3,640	11,111	11,111
B:3	Result 4: Services of these LGUs are improved through provision of sustainable infrastructure development.									
B:3:1	Provision of funding for infrastructure development.									
B:3:1:2	implementation and follow up with the approved projects.			0	0	700,000	715,000	600,000	2,015,000	
Total	Provision of funding for infrastructure development.	5,850,000		0	0	700,000	715,000	600,000	2,015,000	2,015,000
B:3:2	Management Fees	409500				0	49,000	50,050	99,050	99,050
C	Component 3									
C:1	Result 5: Newly amalgamated municipalities are continuously progressing their performance									
C:1:1	Provide physical transfer to municipalities that is linked to their performance during the assessments.									
C:1:1:5	Implementation and follow up phase.		0	0	0	0		1,300,000	1,300,000	
Total	Provide physical transfer to municipalities that is linked to their performance during the assessments..	2,697,000	0	0	0	0	0	1,300,000	1,300,000	1,300,000
C:1:2	Management Fees	188790						63,063	63,063	63,063
	Total				66,847	888,804	1,027,122	2,098,429	4,081,202	4,081,202