

**FINAL REPORT**

**EVALUATION OF ECHO'S 1999 AND 2000 GLOBAL PLANS  
FOR THE MIDDLE EAST**

Assessment carried out at request of the European Community Humanitarian Office  
ECHO-EU-Brussels

Assessment mission undertaken from 17 September to 18 October 2000

This report has been produced at the request of the European Commission, it has been financed  
by it and comments contained therein reflect the opinions of the consultants.

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November 2000

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**NOTE**

**Ms. Mirta Demare** and **Mr. Allert Schokker** conducted together the **Evaluation and Assessment Mission to Middle East**. Mr. Schokker was in charge of the evaluation and Ms. Demare was responsible of the assessment. Some texts have, therefore, been written in collaboration and the same version is to be found in both reports. The identical texts are Mission Overview and Methodology.

## SUMMARY

### Mission Overview

Palestine refugees are the main reason for the presence of ECHO in the Middle East. Since 1993, ECHO has developed an aid programme that covers this target group of the four countries in the region where most of the refugees have settled. These are the West Bank and Gaza, Lebanon, Syria and Jordan. The characteristic "perennial emergency" defines the Palestinian situation, and ECHO's contribution through the years has accounted for EUR 68 million. Whilst needs in this context are overwhelming, the programme strategy is to target emergency and relief-related matters. Somehow, ECHO interventions have been fluctuating in "a grey zone" between emergency and development. Since 1995, "Global Plans" have been used to define the framework in which ECHO operations are carried out. Up to the present, the health sector has received the greatest allocation of ECHO funds. In recent years, ECHO programmes have aimed at assisting the most vulnerable groups, focusing on emergency shelter rehabilitation, Bedouins and communities affected by the long lasting drought, and an emergency response to cope with the new situation in Southern Lebanon resulting from the withdrawal of the Israeli Army. The Commission wishes to refocus ECHO operations within the original mandate as stipulated in the Council Regulations. It was decided that a mission should be undertaken to evaluate the suitability of ECHO programmes in the region and to provide the basis to assess the situation, leading to clear and practical guidelines for further ECHO actions in the Middle East. This report combines an outline of the experiences gathered by the consultant who undertook an evaluation of ECHO's 1999 and 2000 Global Plans in the Middle East, respecting the tasks outlined in the Terms of Reference.

### Findings and Recommendations

#### GENERAL

1. The overall conclusion of the mission is that ECHO performed well to very well and in some cases outstandingly within the context of the Global Plans of 1999 and 2000. It must be noted, however, that the project implementation of the 2000 Global Plan was just starting during the field visits of the mission.
2. The traditional sequential concept of "Emergency-Relief-Development" is hardly valid under the prevailing perennial conditions of the Palestinians in the Middle East. Alongside direct emergency aid, the first logical objective of ECHO interventions must be a reduction of the present vulnerability of the Palestinians.
3. The rigid reduction of international staff of the ECHO funded NGOs should be reconsidered. The efficiency and quality of an intervention will be in general improved by a stronger presence of international staff during the first six weeks of project implementation. This will also reinforce and facilitate utilisation of the collective memory of the NGOs and improve their subsequent implementation capacity.
4. It is strongly recommended to require from the Partners a specific task description for the expatriate personnel as an indispensable part of the project document.
5. It is recommended to raise the average project allocation to increase the efficiency, impact and visibility of the projects and the regional programme.

6. The project progress reporting of ECHO field staff is close to excellent, but it is very time consuming, and its effectiveness within the project cycle should be reviewed. The mission and progress reports appear very comprehensive in relation to the processed information in ECHO-HQ.
7. Progress planning and monitoring of the implementing partners can be improved significantly. ECHO can request one single sheet on a monthly basis with all relevant progress indicators. A narrative annex should only describe delays or obstructions and subsequent actions, which are not in accordance with the planning of the project document. Measurement of progress should be related to the progress indicators specified in the project document.; this procedure will ultimately save time and promote effective feedback by the project management of the Partner and the ECHO staff in the field and HQ. The present extensive intermediate reporting procedure is considered to be ineffective and inefficient.

#### HEALTH

8. The steady reduction of the health component in the ECHO programmes during recent years is considered to be a justified improvement.
9. Weak management in the health sector is a major problem. The sector is in general terms inefficient, particularly in Lebanon. The presence of multiple donors certainly does not contribute to efficiency in this sector.
10. Being present in Jerusalem, Makassad Hospital on 29-9-00 at the start of the 'Al-Aqsa Intifada', the mission could personally observe the immediate result of the well-anticipated ECHO actions to establish a functional emergency chain of ambulances and emergency rooms in the hospitals.
11. The social situation of mentally and physically disabled people in Palestine and the camps in the host countries needs attention. The ECHO project in Syria shows that this kind of aid can be provided in an effective manner.

#### WATER RELATED ISSUES

12. Water related projects have a high priority within the ECHO objectives, but the complexity related to their sustainability is generally underestimated. Either the technical aspects and/or the developmental components make them only occasionally suitable for ECHO interventions.
13. Chlorinating small-scale water sources should only be considered in case of a water-born epidemic, and as an emergency intervention.

#### EMERGENCY REHABILITATION

14. Vulnerable groups, identified by UNWRA as 'hardship-cases', such as widows without family support or with young children, regularly live in extremely poor shelter conditions. The intervention by ECHO-financed programs was certainly needed and successful. Identification of 'hardship-cases' was performed carefully by UNWRA on the West Bank and in the Gaza Strip in particular.
15. Four different approaches to emergency rehabilitation were evaluated. Out of these, the 'self-help' approach as implemented on the West Bank (UNWRA) is considered the most appropriate and promising.
16. The quality, cost-efficiency, impact and visibility of emergency rehabilitation can be improved by concentrating funds.

## BEDOUINS

17. The emergency intervention to support the Palestine Bedouins on the West Bank was a proportional and effective response to the immediate needs of the target group. These groups are immediately affected by pervasive natural and manmade disasters. In accordance with ECHO's mandate, their situation must be ranked as a high priority. The fact that sustainable solutions are difficult to achieve in the short-term should not have affect this conclusion.

## VISIBILITY

18. Humanitarian aid, as provided by ECHO, offers an entry for recognition of these efforts to the European Community as a major donor in the Middle East. ECHO contribution to the Humanitarian Programme in the region is well known within the international community, National Authorities and local NGOs. Ironically, it is at the beneficiary level that ECHO aid achieves less recognition.
19. The visibility of ECHO must, in the first instance, be associated with high performance; good quality humanitarian operations must be the brand for ECHO recognition.

## HUMAN RIGHTS

20. ECHO operations are developed and implemented in a manner that respects International Humanitarian Law principles.
21. No complaints of manipulation of materials, funds or accountability, or privileged beneficiaries were detected by the mission.
22. Provision of aid to refugees must not result in potential conflicts with the local populations, especially in Jordan and Syria, where the refugees are often integrated within the host countries' society.

## 1. METHODOLOGY

Members of the ECHO Evaluation Unit held a two-day briefing session at ECHO Headquarters to deal with logistics and the T.O.R. In the meetings, the ECHO Desk Officer for the Palestinian Territories, Lebanon, Syria and Jordan provided background and specific information and material and documentation about the ECHO programme; EC-Relex Desk Officers for Lebanon and Palestine did the same for their interventions in Middle East.

The mission arrived in Amman, Jordan, on the 17<sup>th</sup> of September. The next two days were spent at the ECHO Co-ordination Office. The Co-ordinator and Technical Officer briefed the mission and a tentative itinerary was prepared and discussed. Following the itinerary, the mission spent 11 days in the Palestinian Territories, 11 days in Lebanon, 3 days in Syria and 6 days in Jordan, including travel time between countries. Although the travel schedule was completed as per the original plan, political events and the outbreak of the Al Aqsa Intifada (29/09/00) in the Palestinian Territories prevented a second field trip to Gaza.

Visits to the Palestinian camps in Lebanon and Syria were limited for security reasons. Nevertheless, with the assistance of the Palestinian Red Crescent Society and UNWRA, the mission was able to visit the hospitals located in the camps to meet the inhabitants of the settlements. Due to the political situation in Jerusalem, the mission conducted some of the interviews scheduled for the last two days by telephone.

The mission met a large number of stakeholders and counterparts involved in ECHO operations related to the last two "Global Plans" in the four countries visited. Most local and European NGOs were introduced to the mission in the annual ECHO-NGO meetings that took place in Jerusalem and in Beirut. Interviews with representatives of the ECHO-Partners were conducted within the framework of a pre-prepared questionnaire. These interviews resulted in findings which are incorporated in this report.

Meetings were held with national and local authorities, staff of donor agencies; members and scholars of institutions; ambassadors and representatives of EU Member States; EC Delegations in the four countries; representatives and staff of some local and international NGOs not involved in ECHO financed projects; representatives and staff of several UN agencies and with the Red Cross-Red Crescent Movement. Observation and Rapid Assessment Techniques were applied to enable the collection of information on needs and living conditions. Meetings and conversations took place with beneficiaries and a cross section of target groups. The mission reviewed project files and materials issued by ECHO and other humanitarian aid and development organisations.

Though not all of the implemented projects could be visited due to time constraints, the mission was able to achieve a good understanding of the ECHO financed programmes and their general and specific background.

## 2. ECHO HUMANITARIAN AID IN THE MIDDLE EAST.

### 2.1. Background: ECHO aid from 1993 to 1998

ECHO Humanitarian Aid in the Middle East started in 1993, targeting Palestine refugees, specifically those in West Bank, Gaza Strip and Lebanon. Later a more structured approach was implemented in the region, which included Jordan and Syria. At the same time, ECHO actions were also extended to the most disadvantaged and poverty-stricken groups of the local population.

The Programme was implementing activities mainly in the health sector. Key projects were related to the rehabilitation and equipping of hospitals managed by the PRCS, setting up blood banks and improving the functioning of the Palestinian Authority central pharmacies. ECHO contribution notably improved the quality of health services for refugees and the poorest members of the population.

The following table shows an overview of ECHO contribution through its Global Plans from 1995 to 1998 in the region.

Year	West Bank and Gaza Strip	Lebanon	Jordan	Syria
1995	5.35	1.85		
1996	7.0	3.0		
1997	5.0	2.25		
1998	5.0	4.3	1.0	0.6

(Contribution in millions of EUR, excluding specific decisions)

### 2.2. Global Plan 1999

The health sector remained the prime focus of ECHO's activities. However steps taken since 1998 have broadened the actions that target the most vulnerable groups among Palestinians (refugees and non-refugees) and the local population. Projects in the social sector were targeted at disabled people, especially children, and rehabilitation of the social infrastructure. The emergency situation caused by the extreme drought in the region was the main reason for interventions in the water sector, targeted at the Bedouin community.

The table below shows the ECHO contribution in 1999, broken down by sector and by country.

Country	Health	Disability	Water	Bedouins	Soc. Rehabil.
West Bank-Gaza Strip	1.165	0.52	2.040	1.550	0.315
Lebanon	1.575	0.430			0.280
Jordan	0.320	0.420			0.190
Syria	0.665	0.330			
<b>Total</b>	3.725	1.700	2.040	1.550	0.785
<b>Percentage</b>	38%	17%	21%	16%	8%

(Contribution in millions of EUR)



ECHO's Global Plan accounted for a total budget of EUR 11 million. From this total amount EUR 10 Million were allocated for projects and monitoring and evaluation. Two projects related to urgent relief were implemented, amounting to EUR 480,000.

The Global Plan in 1999 comprised a total of 27 projects, where 10 projects were implemented in the health sector, 2 in the water sector, 3 assisting Bedouins, 7 assisting disabled people, 3 in rehabilitation of social infrastructure and 2 related to the drought emergency.

The ECHO counterparts implementing the projects are mainly European NGOs acting in partnership with local NGOs. With the exception of WHO, they were: GVC, PTM, CRIC, CISP, NRC, MAP, HI, MPDL, Greek Committee, SI, Movimondo and MDM-GR. The average length of implementing time for ECHO projects was 8 months.

### 2.3. Global Plan 2000

Before the preparation of this Global Plan, all possible ECHO partners received guidelines for ECHO's activities in the Middle East in 2000. These guidelines highlighted the specific character of the perennial emergency of the Palestinian crisis. In order to address all needs and to accomplish the provision of support, ECHO interventions in this environment go beyond the relief and emergency context.

Bearing in mind the possible consequences of the peace process and the question of the Palestine refugees, the Global Plan for 2000 continued the strategy applied in 1999. ECHO's response, therefore, was directed to the most vulnerable sections of the population affected by the crisis. The accumulative effects of the drought in the region were taken into consideration, together with the snowstorms during the hard winter. Affected Bedouins and poor farmers received assistance with water, fodder and shelter.

The assistance in the health sector was further decreased as foreseen in 1999. However, phasing out of actions in this sector happened gradually and two main interventions were honoured. On an exceptional basis, UNWRA received funds to cover hospitalisation costs for refugees. The health structures managed by PRCS received a supply of medicines and consumable commodities.

The withdrawal of the Israeli Army from Southern Lebanon accelerated the process and offered the opportunity for ECHO to fund several projects in that area. Since the beginning of the year, some ECHO partners had been researching the possibilities of assistance, and assessed some plans for action. These projects were incorporated as a priority into the ECHO annual plan.

Next table shows ECHO contribution in 2000, broken down by sector and by country.

Country	Health	Refugee Shelter	Drought Bedouins	Southern Lebanon	Total by country
West Bank-Gaza Strip	0.980	0.560	1.145		2.685
Lebanon	0.985			1.210	2.195
Jordan		0.570			0.570
Syria		0.170	0.210		0.380
Regional		0.720			0.720
<b>Total Sector</b>	1.965	2.020	1.355	1.210	6.550
<b>Percentage</b>	30%	31%	20.5%	18.5%	100%

(Contribution in millions of EUR)

Under the Global Plan 2000, 20 projects were selected. The allocated resources accounted for EUR 6, 550 million. The total allocation from the General Budget to finance Humanitarian Aid Operations was EUR 8,5 million. The reserve accounted for EUR 1,950 million.

From the total 20 projects, 10 projects were related to the health sector, 3 were concerned with refugee shelter rehabilitation, 4 assisted Bedouins and poor farmer communities and 3 were relief actions in Southern Lebanon.

The European NGOs implementing ECHO programme were: SI, CISP, CRIC, NRC, MAP-UK, HI-FR, ERM, MSF-H, Greek Committee, MPDL, Movimondo and ICU. As well as this, ECHO funded UNWRA as a local partner to develop the shelter rehabilitation programme for Palestine refugees.

From the reserve, EUR 1,350 was allocated to cover four emergency interventions in Southern Lebanon. World Vision, MPDL, MdM-F and ERM were the ECHO implementing partners for these projects.

During the upheaval of the Aqsa Intifada that started on the 29 of September in the Palestinian Territories, ECHO responded rapidly to emergency needs. A budget of EUR 0.640 Million was distributed among ICRC (ambulances), UNWRA (medicines for health centres in refugee camps), CISP and UHWC (reinforcement of health networks), MPDL (drug distribution) and MdM (strengthening surgery services)

### **3. SUITABILITY OF THE GLOBAL PLANS 1999 AND 2000**

#### **3.1. General**

The term "Global Plan" seems appropriate and suited to the internal use and purpose of the document. The terminology, however, might be confusing, as a Global Plan is actually a regional budgeting proposal by ECHO.

The introduction of the Global Plan as a budgeting procedure has increased the transparency of planning of ECHO decisions concerning its actions. A slight disadvantage is the resulting increase in the time-gap between initial assessment and the actual start of the projects as the plans are, in principle, approved only once a year by the Commission. However, for urgent emergencies there is an additional, swift procedure.

The main characteristics of the recent Global Plans compared to the previous plans are:

- A significant reduction of the health component within the plans.
- A reduction of the total number of ECHO projects within the region.

These adaptations are considered to be justified and are an overall improvement. The present reduction of the number of projects results mainly from the budget reductions during recent years. However, to increase the cost-effectiveness, the impact and the visibility, it is recommended to increase the average allocation to projects, eventually by reducing the total number of projects. The appropriate impact and cost-effectiveness should in the first instance determine the project budgets. A reduction on a specific project allocation due to general budgeting considerations must be avoided.

The relations between ECHO and the Partners are very ambiguous, mainly because responsibilities during the project cycle are not clearly defined. After signing the contract and during the implementation phase, the NGOs actually operate as an implementing agency. During the first part of the project cycle - assessment and project proposal - ECHO actions depend on the assessments and operational potentials of the Partners.

Aiming at increasing consistency, impact and visibility of interventions, ECHO wants to be more involved in the programming and identification phases of the project cycle. Thus, for the last two years ECHO has prepared "Guidelines for ECHO activity in the Middle East". During the mission it was observed that this document did not contribute to the desired objectives. In fact, the potential Partners have used it as a 'strategic' guideline for the formulation of a project proposal, to get their proposal approved by ECHO.

An element that appears to be a significant consideration to the NGOs is the fact that costs resulting from assessment and project formulation are only reimbursed as 'Overheads' after the proposal has been selected for implementation by ECHO. As a consequence, NGOs tend to reduce the costs of assessments and try to comply with ECHO selection criteria. These criteria, however, are perceived by the NGOs as vague and subject to instant change.

In spite of the above observations, the quality of the project proposals of the 2000 Global Plan has in many cases been improved due to increased preliminary communication with the ECHO field staff during the phase of project definition.

Unfortunately, this appears not to be a really desirable development for ECHO's organisational structure. Operating within the framework of partnership, the field staff of ECHO partners prefer to operate on a basis of genuine partnership with the ECHO field staff, in other words they expect and desire a functional relationship with the ECHO local staff as advisor and facilitator. Excessive involvement of the ECHO field staff with the preparation and decision-making process of the next Global Plan leads indirectly to 'a conflict of interests', which might disturb the desired level of operational co-operation between the involved actors. Yet, it is also preferred that project selection will remain the primary responsibility of the ECHO-HQ staff and that all communication regarding the programming phase should, in principle, be handled through the Desk-Office in Brussels.

## **4. IMPLEMENTATION ASPECTS**

### **4.1. Capacity and quality of the ECHO partners**

The major part of the ECHO budget is disbursed using European based NGOs as implementing partners. These partners consequently play a crucial role in the result of the program. The implementation mechanisms of these partners have changed considerably during the last years. A major change in the Middle East has been the substantial reduction of expatriate personnel on location.

Under certain conditions, a project can achieve highly satisfactory results using a single professional expatriate in the field. These conditions are actually rare. The Netherlands Red Cross projects are examples of these rare exceptions. These projects, however, can rely on a strong organisation in Europe for backstopping and they have access to

the logistic support and networks of ICRC and the Red Cross Federation. Finally, they are also a natural and respected partner for their local counterpart.

In many other cases, the situation is substantially different. The expatriate is frequently not a professional in the sector of intervention, and functions in practice mainly as a liaison officer to NGO-HQ and the ECHO field office. In certain situations, this model can be satisfactory, but generally this is not the case. The requirements of the international staff are actually very high, since their performance during the start-up phase of the project will have a significant impact on the final result of ECHO financed actions.

The mission acknowledges that local personnel with good qualifications are available in the Middle East; but the process of selection and training of these local staff is a time-consuming activity, which can hardly be carried out properly by a single expatriate during the crucial start-up phase of a short-term ECHO project. For that reason the mission proposes ECHO to consider the following:

- ECHO could require stronger presence of the Partner during the crucial start-up phase of a project (approx. 6 weeks). A relatively small team of two to three people can provide the necessary 'collective profile' to initiate a project in an efficient and professional context. In the end, this approach will be more cost-effective than financing a single expatriate who lacks the necessary support and surroundings to become effectively operational.
- In addition to the above proposal, ECHO should require a description of tasks to be carried out by the international staff mentioned within the project proposal from the Partners. Introducing this requirement will certainly create more transparency for all involved actors, i.e. NGO-Staff, Counterpart and ECHO-staff. A formal task description might also be used to guide and improve the recruiting procedures of the Partners.

The average allocation of ECHO projects is surprisingly low, taking into account that ECHO requests the actual presence of international staff on location. A reasonable budget to justify international staffing on international projects is estimated to be higher than on average presently allocated. Otherwise staffing costs will cause an immediate effect on the cost-efficiency of a project.

Presently it is difficult for European NGOs to attract people for project implementation. The suggested increase of staff during the take-off phase might facilitate this, as the profiles of required staff become more realistic. Long-term and short-term personnel might be available, but the Partners face the problem that it is hard to find qualified people at very short notice, willing to sign a four to nine month contract.

In this context, it is also worth noting that rigid reductions of international staff are, in the longer term, affecting the collective memory and subsequent implementation capacity of the NGOs.

#### **4.2. Local Counterparts and National NGOs**

ECHO interventions are undertaken in partnership with European NGOs, which in general operate together with local counterparts. In the case of Palestine and Lebanon, there is a long tradition of civil associations and NGOs. These institutions, operating for years in a crisis situation, have become strong and effective in the virtual absence of national governments.

National NGOs in Palestine and Lebanon are well organised and have some characteristics of private enterprises. In Palestine and in Lebanon they may also

provide semi-governmental services, mostly in the health sector. They have certainly proved to be capable of efficient mobilisation and quick response to emergencies in the most difficult political environments.

#### **4.3. Relation of International NGOs with national NGO's**

Most of the local / national NGOs operating in the humanitarian sector are very experienced, well-organised and professional institutions with national and regional networks. The capacity and efficiency of some of them exceed the European NGOs on the ground. Local NGOs feel that the role European NGOs play in operations should be clearer. They promote the idea that relationships between national and international NGOs should be based on a true spirit of partnership, respect and collaboration. The mentioned job description of expatriate personnel might also be a contribution in this context.

During the implementation of the latest Global Plans, relationships with local NGOs have regularly caused tensions and conflicts. Within ECHO, there is awareness regarding these tensions, but they seem to be somewhat underestimated. The main explanation is that the partner NGOs prefer to keep their sub-contracting structures, and the inherent conflicts, hidden from the direct observation of the ECHO monitoring mechanism.

Often, the problem can be characterised by the fact that the local counterpart overrules the ECHO partner with its networking and its experience on the ground. The ECHO partners have their own perception of the problems. They state that the lack of structural analysis and lack of attention to managerial issues, management of human resources, time-management, etc., are the main shortfalls of local counterparts.

#### **4.4. Monitoring and Reporting Procedures**

The ECHO staff generally have a heavy workload, and their task of monitoring the on-going projects by field-visits and follow-up on the reporting procedures is very time-consuming. The mission observed that , currently, reporting is performed excellently the administrative point of view. However, one should seriously question the effectiveness and impact of these procedures on the project cycle. Mission and progress reports appear to be very comprehensive in relation to the processed information in ECHO-HQ. Apart from the preventative component and the need for documentation, progress monitoring has the primary objective of achieving quick interventions at those times and in those places where the project development is deviating from its original planning and intentions. For this purpose one needs reports which are fast, lean and clear. For the same reason, progress monitoring should in principle be the first responsibility of the implementing Partner, as they are supposed to be the first to respond to unforeseen obstacles or developments. In this context, the present intermediate reporting procedure can be considered as ineffective and inefficient.

Progress planning and monitoring of the implementing partners, however, still has the potential to be improved significantly. ECHO can stimulate these improvements by requesting a single sheet on a monthly basis with all relevant progress indicators. A narrative annex should only describe encountered delays / obstructions and subsequent actions, which are not in accordance with the progress as planned in the project document. Based on relevant progress indicators and project planning as an indispensable part of the project document, this procedure will ultimately save time and promote effective feedback by the project management from the Partner and the ECHO staff in the field.

In addition, ECHO could ask the Partners to use functional parameters from the start of the project cycle (assessment and project proposal). In this case, accuracy is of less importance than the correct definition and function of the parameters; for example, when providing a health-centre, it makes no sense to define the population of a region as potential beneficiaries without mentioning the already existing four health centres and their capacity.

Although the formal procedures of communication are clearly agreed within the Framework Agreement, the actual operational procedures appear to be quite confusing. It is not exceptional that formal correspondence reaches the field staff, the Desk in Brussels-HQ or the national EC-Representation in an inappropriate sequence or even in different text versions, due to the fact that formal and informal lines of communication have been mixed-up by the implementing Partner.

The observed confusions can not completely be blamed on the Partners, as the ECHO structure on location is not transparent. The contractually agreed line of communication with Brussels-HQ does not acknowledge the actual significance of the ECHO field staff; consequently the Partners will tend to confuse the two channels of communication. The mission recommends that all correspondence, before the signature of any agreement, is performed among NGO-HQ and ECHO-HQ. Eventually it can be agreed within the contract (recommended by the mission), that the Partner directs all project-related correspondence in first instance to the regional co-ordinator of ECHO. The mission has reservations to the 'ad-hoc solution' to request the NGOs to send copies of reports to different recipients. This practice does not comply with acceptable and transparent administrative procedures.

#### **4.4.1. Recommendations**

- Reporting procedures of the partner NGOs need to be reviewed with respect to their effectiveness within the project cycle and their effect on the workload of the ECHO staff.
- Parameters, such as the indicated number of beneficiaries in the project proposals, provides little significant information, frequently they are misleading. Unless ECHO can define transparent criteria for the formulation of this figure, a less prominent status should be allocated to this figure within the documentation of the project cycle.

## **5. EFFECTIVENESS OF MEANS EMPLOYED BY SECTOR**

### **5.1. Health**

ECHO has been significantly reducing the number of projects and the total amount of assistance during the last years in the health sector. Notwithstanding, the interventions have achieved a strong impact in the following areas:

The ongoing assistance is used to improve the quality of the PRCS hospitals and allows UNWRA to increase their contractual relations with them. PRCS hospitalisation costs are by contract lower than those of private hospitals. Both UNWRA and the Palestinian community obviously benefit from these developments.

The still ongoing programs that reinforce the 'emergency chain' - i.e. ambulances and emergency rooms - have been very successful in many of its aspects. Priority, implementation, impact and sustainability, are all above satisfactory levels or excellent.

Other areas of intervention within the health sector appeared, at first sight, to fulfil certain needs, but remain weak regarding the following criteria.

- Absence of a framework for effective intervention.
- Poor assessment and monitoring tools.
- Sustainability of the offered assistance.

In the health sector, regular deficits related to management and efficiency of applied means can be observed. All involved and interviewed specialists blame this situation in the first instance on the competition of potential recipient institutions and the uncoordinated presence of donors. To many donors, the health sector is a 'natural priority'. This perception causes regular 'flooding' on the input side, with a potential surplus of means on the output side. Meanwhile, there are irregularities on the fluctuating input side that obstruct the development of proper management and of monitoring systems to optimise the efficiency of the health system.

There are some good examples of effective provision of equipment, like the recent upgrading of emergency rooms on the West Bank. In other cases, there are serious doubts, such as in the case of the PRCS laboratory in Damascus. Here, the project proposal was prepared by PRCS, without re-assessment or review by the ECHO Partner. Finally, a well-equipped laboratory with a high capacity was established in a small clinic of only twenty beds. The operating theatre of the clinic is hardly used due to the lack of an intensive care unit. Surprisingly, another, better located, PRCS hospital in Damascus (60 beds) has opposite needs.

The mission observed that equipment in intensive care departments was poorly used due to lack of trained and qualified personnel. ECHO partners also identified this problem and conclude that the private sector attracts qualified personnel, without taking care of sufficient education and training. Moreover, this problem is commonly faced by many developing countries where, with the exception of university degrees, there is a persistent lack of professional education at other levels.

### **5.1.1. Findings**

- The weak management in the health sector is a major problem.
- The presence and aid of many donors contributes to the inefficiency of the health sector.
- The by ECHO required free distribution of drugs, obstructs the attempts of certain institutions to implement or maintain a kind of cost-sharing system. Any sort of cost-sharing, even marginal contributions, is a key-issue in changing the perception of cost-efficiency in the Middle East.
- Provision of medical equipment is a delicate issue and should only be contracted out to qualified partners that have the capacity to analyse, negotiate and justify the adequate needs.
- ECHO must use the opportunity to include comprehensive training programs in all kinds of medical projects.

### **5.2. Disability**

In the context of ECHO, disability concerns mentally and physically disabled persons. In this sense, it is not a sector of intervention, but an extended target group, which deserves and needs external assistance. The target group is certainly vulnerable, but these kinds of projects are often considered to be developmental programs. The mission, however, believes that ECHO should address these immediate needs, as long as other forms of assistance are not available.

In Syria, an ECHO project has proved that an excellent short-term impact can be achieved by the Community Based Rehabilitation (CBR) orientated approach. They were able to assist 70% of the target group substantially, using a simple and relatively swift intervention. Their approach also adds good prospects for the sustainability of their program.

An ECHO project has started to rehabilitate the Bethlehem Psychiatric Hospital. Although implemented by a competent partner, the intervention presents severe failures in concept and implementation. During the field visit to the hospital, the mission noticed that it was not just the ward that due for rehabilitation that has major problems with moisture and humidity; in fact all the buildings of the hospital complex had similar problems. The problem originates mainly from a decayed layer of roof insulation. It would have been more logical if the project had tackled the problems by repairing the roof layer of all the buildings first..

#### **5.2.1. Findings**

- The social situation of mentally and physically disabled people in Palestine and the camps in the host countries needed attention. ECHO interventions have been welcome in this sector. The ECHO project in Syria shows that this kind of aid can be provided in an effective and sustainable manner.

### **5.3. Water related Projects**

Besides health and food security, provision of water is always considered to be a priority for emergency and relief interventions. In Palestine, water is an issue of daily concern, and an important aspect of the long-term peace/reconciliation process. Recently, this sector has been of serious concern to ECHO due to the drought that has affected the whole Middle East during the last years.



The most important water project in financial terms for ECHO was the project implemented by UN-WHO, with the PWA (Palestinian Water Authorities) as the counterpart. The total for allocation was quite high: EUR 1,620,000 compared to the average allocation. This project clearly showed certain conceptual problems:

The project focused on improving the quality and not the quantity of water in many dispersed locations on the countryside. This last fact alone makes it already very difficult to determine the actual performance and impact of the project. The PWA decided to implement "small scale Chlorinating Equipment" in many locations. This approach is certainly not based on previous experience of sanitation engineers under comparable circumstances elsewhere in the world. The main objections to the project are the expected lack of maintenance and the (consequent) lack of long-term impact on health indicators. Other objections and further details would exceed the purpose of this report.

ECHO staff generally underestimate the complexity of this type of project. The involvement of beneficiaries and the strengthening of their capacity are indispensable for achieving success in this kind of intervention.

The most important conclusion to be drawn from this project is that ECHO as donor, WHO as partner and PWA as implementing agency, are "non-complementary" counterparts in this field of operation.

Although WHO handles water issues related to sickness and epidemics, UNICEF is generally acknowledged to be the specialist UN agency in this sector, and they should not have been by-passed without further consultation. It is most likely that UNICEF would have been able to adjust the project and make it more sustainable.

Another small project of the 1999 program concerned a wastewater treatment project assisting 15 different schools. The applied technology (up-flow filtration) is very promising, but still under development regarding maintenance and related sustainability, and therefore less suitable for implementation within short-term projects. A traditional solution might have been more appropriate, e.g., septic tank with horizontal infiltration trenches.

Within the 2000 Global Plan, an ECHO Partner developed a proposal to clean and repair traditional water reservoirs which serve the agricultural land of three villages. Unfortunately, during the field visit to this project, no substantial commitment on behalf of the beneficiaries was detected, yet the participation of the target group is crucial for this kind of assistance.

### **5.3.1. Findings**

- Water related projects have a high priority within the ECHO objectives, but they are generally complicated and have relevant developmental components.
- Donor, Partner and Counterpart should be complementary in capacities to be able to cover the comprehensive approach needed for implementing these types of projects.
- Preventive chlorination of small water resources in the countryside cannot be recommended as ECHO projects, as there are relevant developmental characteristics regarding implementation and sustainability.
- Small-scale water projects need the participation and at least some minor cost sharing from the target group to obtain a minimum of sustainability.

#### **5.4. Bedouins**

Historically Bedouins have been found in Israel, Syria and Jordan. The Bedouins on the West Bank originate from Israel and are in majority registered refugees. The consequences of the persistent drought affecting these groups during the last two years are the primary reason for ECHO action. The assistance comprised provision of animal fodder (mainly barley), water and water storage tanks of 500 litres. These programs took place during the end of the summer, which is the most difficult season for the Bedouins during a period of severe drought.

The Bedouins on the West Bank can be considered to be semi-nomadic, or semi-permanent. Most of them have lost access to their traditional grazing areas and water resources. These areas have been declared C-zones (high security zones) by the Israelis. Presently the Bedouins receive no immediate and structural support from the PA (Palestinian Authority), partly due to cultural and political reasons, but also because of the practical impossibility of defining effective short-term solutions to their problems.

It has to be acknowledged that the Bedouins on the West Bank are undergoing a long-term transition period regarding their nomadic existence. School-attendance for their children is a major priority for almost all of them and, secondarily, they seem eager to establish a permanent residence, on their own conditions. Although they have already lost a lot of their traditional ability for survival, it is very unlikely, and also unrealistic, to expect that they will be able to make the ultimate shift towards a settled lifestyle within a short time-frame.

Apart from social conditions, certainly the most important reason is that most of the Bedouins have no capacity to find or develop an alternative way of survival without their animals. Both of the NGOs working with Bedouins on the West Bank have implemented a typical emergency program, providing for immediate needs to avoid mass starvation of the Bedouins' livestock.

In general, the Bedouins on the West Bank are recognised refugees, but cultural and predominantly practical aspects determine that they have difficulties in accessing the basic services of UNWRA such as health and education. The vulnerability of this group is pervasive: their vulnerability to the effects of Israeli occupation creates their vulnerability to natural drought. Sustainable reduction of their vulnerability becomes difficult to achieve without political intervention.

Some Bedouin families were able to strengthen their situation by the construction of huge subsoil cisterns (approx. 70 m<sup>3</sup>). These cisterns are excavated underground and provide a high quantity of quality water storage that can be used strategically, as water is a commodity for trade and speculation in Palestine. The purchase prices for water can rise five-fold during the dry summer period and this storage capacity can safeguard the Bedouins from excessive prices. Many families, however, are settled in temporary locations where any type of permanent construction is not allowed.

Some Bedouin tribes on the West Bank also received assistance during the snowstorm of last winter. They were provided with construction wood and sheets of galvanised roofing material. During the mission, it was observed that the beneficiaries were unfamiliar with these materials and had used them inappropriately and inefficiently. A similar conclusion can be applied to the expatriates of the implementing European NGOs. They also lacked technical knowledge of building materials.

The NGOs operating on the West Bank have made comprehensive inventories of the tribes within their area of intervention, but the resulting figures should not be seen as

completely reliable. The NGOs should not be blamed, on the contrary, they should actually be praised for their persistence in working with this difficult group of beneficiaries.

Another ECHO project, the 1999 reallocation of Bedouin to a permanent location, has received a widespread negative response. The mission agrees with the objections and believes that permanent settlement of Bedouins should no longer be considered within the ECHO programmes.

It must be emphasised that the above observations bear no relationship to the situation of the Bedouins in Gaza, as their situation is completely different. These groups could not be visited during the mission due to the escalating Israeli-Palestine conflict.

#### **5.4.1. Findings**

- The emergency intervention to support the Bedouins on the West Bank was an effective response and in proportion to the immediate needs of the target group. These groups are directly affected by natural and manmade disasters. In accordance with ECHO's mandate, their situation must be ranked as the highest priority. The fact that sustainable solutions are difficult to achieve in the short-term should not affect this conclusion.
- Permanent settlement should not be the immediate objective, as this approach has been shown to be unsuccessful. The primary goal should be the provision of access to water, grazing areas, education and health. Any shelter solution should have a concept of semi-permanency.
- Assessment and analysis of the condition of Bedouin livestock by veterinarians can provide information to develop long-term strategy.

#### **5.5. Emergency rehabilitation of shelters**

The traditional and most relevant partner of ECHO for shelter rehabilitation is UNWRA, which has an ongoing program for shelter rehabilitation that completely depends on external earmarked funding.

The target group of UNWRA is the registered 'hardship' cases living within the camps registered as 'official'. UNWRA HQ in Amman sets the criteria for hardship cases. Presently these criteria match the criteria adopted by the Palestinian Authority. During the mission, it was observed that selection of these cases in UNWRA camps is performed using a very strict implementation of these criteria. As unemployment is not valid as a criterium, the number of hardship cases can be limited to 5.6% of the total registered population.

The implementation mechanism varies largely between the different UNWRA field offices. In Gaza the field office insists on implementation using small contractors; on the West Bank the system has been transferred to a 'self-help' approach. Within UNWRA these different ways of working have resulted in a kind of ongoing 'tribal conflict' between the concerned field offices. The argumentation of the Gaza office is based on the high quality of the output, while the West Bank promote their approach because of the inherent flexibility and increased involvement of the beneficiaries. The mission has a strong preference for the self-help approach, as it is an important way to reduce dependency among the beneficiaries. Experiences elsewhere in the world have shown that quality can be achieved by effective guidance and supporting of the beneficiaries during the construction cycle.

The standard of quality applied by the UNWRA engineers is high. During the mission, it was suggested that UNWRA-HQ consider an external evaluation of their rehabilitation program by UNCHS-Nairobi, a specialised and experienced agency in this field. This suggestion was well received, as they had already seen the need for external input to improve and streamline their present program.

Two ECHO financed rehabilitation projects are implemented by NGOs in Jordan. Each project has a different approach. The first project is implemented within the framework of rehabilitation of the social-infrastructure, in two official refugee camps close to Amman. The DG-Relex rehabilitation line finances this project. ECHO finances the rehabilitation/repair of three hundred shelters. Selection of the beneficiaries is done by their own survey, and the level of assistance is lower than that provided for by UNWRA in Palestine.

In this project the shelter rehabilitation works are directly implemented by contractors, which is seen as a less favourable approach. In this case the technical guidance appeared to be insufficient. The emphasis was apparently too much oriented towards repair instead of rehabilitation.

The other project is located at an unofficial camp close to Amman. Their approach is based on the "on the job training" of twenty, young unemployed, Palestinians. The quality of constructions and repair is reasonable, but lower than those obtained by self-help or contractual approaches. This approach causes many practical problems and is hard to manage. The approach seems to be less compatible with the structure of ECHO aid (quick and uncomplicated implementation).

A former project of the same NGO in Lebanon to adapt the houses of disabled people was undoubtedly more successful and might serve as an example for other locations.

### **5.5.1. Findings**

- Vulnerable groups, such as widows with young children and disabled people, regularly live in very poor shelter conditions. Intervention by ECHO financed programs was and is certainly needed.
- UNWRA applies tied and clear criteria for the selection of the hardship cases and the potential beneficiaries.
- In Palestine, UNWRA maintains a high standard of construction quality. An in-depth evaluation of these standards seems appropriate.
- Implementation of 'self-help' has the highest appreciation above other mechanisms.
- More complicated development-oriented implementation mechanisms, such as "on the job training" should be avoided.
- NGOs should co-ordinate closely with UNWRA regarding the criteria for selection of beneficiaries.
- Rehabilitation projects need the input of experienced and professional expatriates in cases where an European NGO is requested to implement the project.
- The quality, cost-efficiency, impact and visibility of rehabilitation projects can be improved by concentrating funds on larger projects

## **6. ECHO'S VISIBILITY**

### **6.1. Humanitarian Aid Arena**

Effective humanitarian aid requires co-operation and concerted actions. Even though the objective is to help people in need, frequently there is evidence of competition, power struggles and prestige-seeking among humanitarian institutions and agencies. Some NGOs, luckily not to be found among ECHO partners in the Middle East, are rather chauvinist in their relief efforts. The media often accentuates this, giving the impression that no other organisation is on the spot. Despite the clear message embodied in the ECHO mandate, ECHO's image tends to be popularised as that of a charitable organisation.

### **6.2. EU Visibility**

Visibility of ECHO actions is important for the EU. Most programmes funded by other EC mechanisms have little or no visibility. The exception is food security, which is a very powerful political symbol in itself. ECHO interventions are related to humanitarian aid and carried out in difficult environments. These activities offer a positive image, more appealing for media promotion: "ambulances carrying an EU logo crossing the city have a greater impact in the public opinion than a MEDA Free Trade Zone project".

There ought not to be any ethical objection to the promotion of ECHO activities, nor should it be in contradiction to the moral and philosophical principles of humanitarian aid. However the presence of posters and stickers at project sites are not relevant. Stickers, especially, create an image of cheap sponsorship. Visibility of ECHO must be associated with high performance; good quality humanitarian operations must be the brand for ECHO recognition. Quality must be more important than a flag when considering the visibility issue.

ECHO contribution to the Humanitarian Programme in the region is well known within the international community. National and international NGOs' representatives and staff hold ECHO co-ordinators and technical officers in high regard. ECHO aid is also greatly valued in the political and administrative spheres. Ironically, it is at the beneficiary level where ECHO aid achieves less recognition.

### **6.3. Reasons for low visibility**

The importance of ECHO interventions is not openly perceived due to lack of information, but rather to the low profile assumed during the programming, negotiation and implementation phases, which are completely in hands of NGOs. Trying to safeguard their independence in the field, NGOs tend to pay more attention to their own image, at the donors' expense.

Even when promotion among beneficiaries has been undertaken by implementing NGOs, and very positive examples can be found in the field, they should not be forced to do much more. It is a time-consuming effort, which does not render high results. The funds allocated for this purpose in each project have been reduced in recent years to a level that does not allow for much more than the well-known "inauguration reception" during the project hand over.

#### **6.3.1. Recommendations**

Visibility of ECHO must be associated with high performance; good quality humanitarian operations must be the brand for ECHO recognition.

## **7. HUMAN RIGHTS ASPECTS**

### **7.1. General**

In a situation such as the Palestinian crisis, the international community has a wider range of involvement than before. Today, involvement comprises the whole continuum, from preventive protection through relief assistance to reintegration and rehabilitation. Humanitarian organisations must analyse and fully comprehend refugee problems within the political context in which they are based, otherwise they risk being used as a pawn in a political game. To be able to function it is necessary to act within a framework of International Humanitarian Law and generally accepted standards. This framework states that humanitarian aid must strive for total integrity, impartiality and independence. ECHO operations have been developed and implemented respecting those principles.

Most of the local NGOs operating in the humanitarian sector are very experienced, well-organised and professional institutions with a national and regional network. The capacity and efficiency of some of them exceed the European NGOs on the ground. They claim that the relation between national and international NGOs must be based on a spirit of true partnership, respect and collaboration, avoiding any form of relationship prone to neo-colonialism.

Even when all those NGOs have a non-sectarian background, they are not exempt from having a political or religious taint. However the ECHO programme has preserved its neutrality and independence. Stakeholders, donors, beneficiaries and government officials agreed that ECHO programmes are properly developed within the framework of International Humanitarian Law. All projects are targeted appropriately, being relevant to the beneficiaries' basic needs and achieving paramount improvement in the sectors of intervention. No complaints of manipulation of means, funds or accountability, or privileged beneficiaries have been recalled by the mission.

### **7.2. Protection and Gender Issues**

ECHO humanitarian aid is most commonly characterised by the provision of material items in emergency and relief assistance. Timidly, but positively, the last Global Plan included some projects whose main activities are focused on psychological counselling. However, no particular attention has been paid to the promotion of Human Rights, which also are included in ECHO's mandate.

Gender is the other issue that has been included in projects, but not explicitly addressed as a separate area of intervention. ECHO programmes could address this issue in the future.

### **7.3. Equity**

Palestine's most vulnerable inhabitants are the very poor, who are being slowly but surely pushed beyond of the reach of help. The trigger events of the armed conflict are merely the last on a long list of economic, political and environmental processes increasing their vulnerability by destroying their ability to survive, progressively eliminating their Human Rights. ECHO's emergency and relief effort must therefore be targeted at these most vulnerable people.

Refugees' basic needs have been screened by UNWRA in the camps. But the long lasting problems of rural poverty, accentuated by the drought, require different solutions. Bedouins and farmers are groups whose real needs have not been totally scrutinised in in-depth assessments, and not all of them have been recipients of humanitarian aid.

In some of northern areas of Lebanon, local families have lower incomes than the poorest Palestinian families in Beirut refugee camps. Syria and Jordan are undergoing an economic crisis and the high rate of unemployment is affecting the whole population in general and the lowest income groups in particular. If aid is directed only to the vulnerable Palestinian groups in those countries, neighbours in similar situations will be excluded, creating inequality.

Aid standards to refugees must not result in strife with the local populations, especially in those countries where they are integrated within the host country society. A sensitive study of local social and economic imbalances and of potential tensions must be carried out before defining future aid actions.

<b>Itinerary</b>				
<b>Date</b>	<b>Country</b>	<b>Place</b>	<b>Activity</b>	<b>Organisation</b>
6-sept-00	<b>Belgium</b>	Brussels	Briefing	ECHO - HQ
7-sept-00		Brussels	Briefing	Relex ECHO - HQ
17-sept-00	<b>Netherlands</b>	Amsterdam	Departure	
	<b>Jordan</b>	Amman	Arrival	
18-sept-00	<b>Jordan</b>	Amman	Briefing	ECHO Coordination Office
19-sept-00		Amman	Briefing	ECHO - Coordination
			Briefing	ECHO - Coordination
			Interview	MPDL
20-sept-00		Amman	Departure	
	<b>Palestine</b>	Jerusalem	Arrival	
			Briefing	EU-Representation of the EC (West Bank, Gaza)
21-sept-00		Gaza	Meeting	UNWRA
			Field visit	Jabalyia Camp-Houses-School
			Field visit	Jabalyia Camp-Healt centre
			Meeting	UNSCO
22-sept-00		Jerusalem	Fixing appointments	
			Meeting	Consulate General of Sweden
23-sept-00		Jerusalem	Fixing appointments	
		Ramallah	Meeting	PNA-Ministry of Agriculture
		Betlehem	Meeting	ARIJ-Applied Research Institute-Jerusalem
24-sept-00		Jerusalem	Fixing appointm./reporting	
			Meeting	Netherland Red Cross
25-sept-00		Jerusalem	Briefing	EC-Representative Office
			Briefing	EU-Representation of the EC (West Bank, Gaza)
			General Meeting	NGOs representatives and ECHO Team
			Meeting	Consulate General of Belgium
26-sept-00			Meeting	UNWRA-West Bank



		Huosan-Waadi Foukien-Batteer	Field trip	Solidaridad Internacional
				World Vision
				UAWC-Union of Agricultural Work Cttee
				ADP
		Jerusalem	Meeting	ICRC
			Interview	Solidaridad Internacional
27-sept-00		Betlehem	Field visit	Handicap International
		Arroub-Hebron Area	Field trip	UNWRA-West Bank
				Husan Camp
				Fawaar Camp
				Ramadin
		Jerusalem	Interview	GVC-Gruppo di Volontariato Civile)
28-sept-00		Jerusalem	Meeting	WHO
		Jerico	Field trip	CISP
		Jerusalem	Interview	CISP
			Interview	CRIC
			Interview	PTM
29-sept-00		Jerusalem	Meeting	Consulate General of France
			Meeting	Consulate General of Spain
			Meeting	British Consulate General
			Meeting	UNDP
			Meeting	UNWRA
			Visit	Makkassed Hospital
			Debriefing	EU-Representation of the EC (West Bank, Gaza)
			Debriefing	EU-Representation of the EC (West Bank, Gaza)
30-sept-00		Ramallah	Interview	MAP-UK
			Meeting	LAW
			Phone conversation	Handicapp International
1-oct-00		Jerusalem	Departure	
	<b>Jordan</b>	Amman	Arrival	ECHO- Office
		Amman	Departure	
		During flight	Debriefing	
	<b>Lebanon</b>	Beirut	Arrival	Hotel
2-oct-00		Beirut	Fixing appointments	
			Briefing Cancelled	EC-Delegation
			Meeting	AMEL
3-oct-00			Meeting	UNWRA
			General Meeting	NGOs and ECHO team
			Meeting	UNDP

				Interview	CISP
				Interview	Movimondo
				Debriefing	ECHO Co-ordinator
				Interview	MPDL
4-oct-00				Meeting	Royal Embassy of The Netherlands
				Meeting	ICRC
				Meeting	UNDP
				Interview	NRC
				Interview	Greek Committee
				Interview	Secours Populaire Libanais
				Interview	MAP-UK
5-oct-00				Meeting	Lebanees Red Cross
				Meeting	UNICEF
				Meeting	French Embassy
				Meeting	Danish Embassy
				Meeting	Italian Embassy
6-oct-00			Tyre	Meeting	UN Office for the Socio-Economic Development of Southern Lebanon
				Meeting	Imam Al-Sadr Foundation
				Meeting	MPDL
			Nakoura	Field trip	
			BentJebail		
			Meis el Jabal		
			Kfar Kil		
			El Khiam	Visit	Health Centre
			El Khiam	Visit	Prisson
			Eber Es Sa		
7-oct-00			Marjaayoun	Meeting	Hospital Marjaayoun
			Nabbatiye	Visit	Secours Populaire Libanais Hospital
					Libanees Red Cross Post Government Hospital
			Tyre		
8-oct-00			Tebnine	Visit	Tebnine Hospital
			Unifil Area		
			Tyre	Visit/Interview	Balza Hospital
				Visit	El Buss Camp
9-oct-00			Saida	Interview	MSF-Holland
			Beirut	Meeting	Consultant Office
				Meeting	NRC
10-oct-00				Telephone calls, Syria, Lebanon EC Delegations	
				Meeting	UNICEF
				Meeting	PRCS
				Visit	Shatila Camp
				Visit	Borj-Al Bragne Camp
				Visit	Haifa Hospital
				Debriefing	EC Delegation

11-oct-00	<b>Lebanon</b>			Deprature	
	<b>Syria</b>			Arrival	
		Damascus		Fixing appointments	
				Interview	Movimondo
				Meeting	UNWRA
12-oct-00				Meeting	EC-Delegation
				Meeting	PRCS
				Field trip	Khan Dannoun Camp
13-oct-00				Debriefing cancelled	EC-Delegation
				Visit	Palestina Hospital
				Visit	Jarmuk Camp
				Visit	Yaffa Hospital
				Visit	PRCS Medicament Factory
14-oct-00				Meeting	Movimondo
		Damascus		Departure	
	<b>Jordan</b>	Amman		Arrival	
15-oct-00		Amman		Debriefing	ECHO Coordination Office
				Meeting	Int. Fed. Red Cross
				Files review	ECHO Coordination Office
16-oct-00				Field visit ICU Project	Talbiyeh Camp
				Debriefing	ECHO Coordination Office
				Files review	ECHO Coordination Office
				Field Visit MPDL Project	Wadi Abdoun Camp
				Interview	MdM
17-oct-00				Meeting	UNWRA
				Debriefing	EC-Delegation
				Meeting	EC-Delegation
				Debriefing	EC-Delegation
18-oct-00	<b>Jordan</b>	Amman		Departure	
	<b>Netherlands</b>	Amsterdam		Arrival	
20-oct-00		Rotterdam		Debriefing by telephone	Syria EC Delegation

<b>Date</b>	<b>Organisation</b>	<b>Name</b>	<b>Position</b>
6-sept-00	ECHO - HQ	Mr. Richard Lewartowski	Acting Evaluation Advisor
		Ms. Raffaella Iodici de Wolff	ECHO Desk Officer
		Mr. Andres Felices	
		Mr. Andreas Burger	Desk Officer-Relex
7-sept-00	Relex	Mr. Michael Ryan	Desk Officer Lebanon
	ECHO - HQ	Ms. Raffaella Iodici de Wolff	ECHO Desk Officer
18-sept-00	ECHO Coordination Office	Mr. Bernard Delpuech	ECHO Co-ordinator
19-sept-00	ECHO - Coordination	Mr. Bernard Delpuech	ECHO Co-ordinator
	ECHO - Coordination	Ms. Gabriella Trudi	ECHO Technical Officer
	MPDL	Mr. Vicente Raimundo	Co-ordinator
20-sept-00	EU-Representation of the EC(West Bank, Gaza)	Ms. Isabel Candela	Officer Economic-Political Issues
21-sept-00	UNWRA	Dr. Ayyoub El-Alem	Chief Field Health Programme
	UNWRA	Mr. Aqil Abu Shammalah	Chief Field Relief & Social Services Programme
	Jabalyia Camp-Houses-School	Ms. Miryam Fariz	UNWRA Social Worker
	Jabalyia Camp-Healt centre	Mr. Mohammed Abu Lehia	Director
	UNSCO	Mr. Salem Ajluni, PH. D.	Chief, Regional Economics Affairs Unit
22-sept-00	Consulate General of Sweden	Mrs. Ingrid Sandstrom	Consul
		Mr. Magnus Cedergren	Vice-Consul
23-sept-00	PNA-Ministry of Agriculture	Mr. Azzam Tubaileh	Deputy Minister
	ARIJ-Applied Research Institute-Jerusalem	Prof. Jad Issac	Director General
		Mr. Leonardo Hosh	UNDP Head of Agriculture, Rural & Economic Development Unit
24-sept-00	Netherland Red Cross	Ms. Paula van Voorthuysen	Project Manager
25-sept-00	EC-Representative Office	Mr. Bernard Delpuech	ECHO-Co-ordinator
	EU-Representation of the EC(West Bank, Gaza)	Mr. Jean Breteche	Representative
	NGOs representatives and ECHO Team		
	Consulate General of Belgium	Mr. Willy Demeyer	Head of Cooperation Section
26-sept-00	UNWRA-West Bank	Mr. Guy Siri	Deputy Director of Operations & Field Technical Officer

		Ms. Makarem Awad	Deputy Chief Field relief & Social Services Programme
	Solidaridad Internacional	Mr. Daniel Peluffo	Regional Field Co-ordinator
		Ms. Matilde Herreros	Project Manager
	World Vision	Paul-Lisbeth	
	UAWC-Union of Agricultural Work Cttee	Mr. Khaled Hidmi	General Director
	ADP	Mr. Ibrahim Bragheth	Director-Project Manager
	ICRC	Mr. Yves Arnoldy	Deputy Head of Delegation in Israel
		Mr. Stephane Jacquier	Head of Misssion- Gaza
		Mr. Marc Widmer	Head of Sub-Delegation, Jerusalem
	Solidaridad Internacional	Mr. Daniel Peluffo	Regional Field Co-ordinator
		Ms. Matilde Herreros	Project Manager
27-sept-00	Handicap International	Dr. Sami Sidarous	Programme Director
	UNWRA-West Bank	Mr. Abdalla Shafout	UNWRA-West Bank Field Relief Services Officer
	Husan Camp	Mr. Issa Abu Khieran	Camp Services Officer
	Fawaar Camp	Mr. Yousef Hleigawi	Camp Services Officer
	Ramadin	Mukhtar Nawwaf Zagalinh	Mukhtar-Director Basis School
	GVC-Gruppo di Volontariato Civile)	Ms. Monica Mazzotti	Project Coordinator
28-sept-00	WHO	Dr. Asmar Karamah	Medical Officer
	CISP	Ms. Luisa Rueda	Project Manager
		Mr. Arturo Avedano	Consultant
	CISP	Ms. Luisa Rueda	Project Manager
		Mr. Arturo Avedano	Consultant
	CRIC	Ms. Carla Pagano	Programme Manager
		Mr. Gianluca De Luigi	Veterinarian
	PTM	Mr. Javier Marti	Projects Coordinator Palestine
29-sept-00	Consulate General of France	Ms. Annie Evrard	Co-ordinator-Technical and Scientific Cooperation
	Consulate General of Spain	Mr. Guillermo Caro	Coordinator General
	British Consulate General	Mr. Chris Metcalf	Consul (Development)
	UNDP	Mr. Willi Scholl	Deputy Special Representative
		Mr. Leonardo Hosh	Head of Agriculture, Rural & Economic Development Unit
	UNWRA	Mr. Guy Siri	Deputy Director of Operations & Field Technical Officer
	Makkassed Hospital	Dr. Arafat Hydny	Director
	EU-Representation of the EC (West Bank, Gaza)	Mr. Jean Breteche	Representative
	EU-Representation of the EC (West Bank, Gaza)	Ms. Isabel Candela	Attache Economy-Politic
30-sept-00	MAP-UK	Mr. Geoff Mitchel	Project Manager
		Ms. Hanan	Field Officer

	LAW		Staff
	Handicapp International	Ms. Katty Al Ju'baul	Programme Coordinator
1-oct-00	ECHO- Office	Bernard Delpuech	ECHO Coordinator
2-oct-00	EC-Delegation	B. Delpeuch: Meeting cancelled	ECHO Coordinator
	AMEL	Dr. Kamel Mohanna	President
3-oct-00	UNWRA	Mr. Alfredo Miccio	Director of UNWRA Affairs
	NGOs and ECHO team		
	UNDP	Mr. Ives De San	Resident Representative
		Mr. Mohamad Mukalled	Senior Humanitarian Affairs Officer
	CISP	Mr. Georgio Macor	Coordinator
	Movimondo	Ms. Rita Ricci	Coordinator
		Ms. Marie-Helene Kassardjian	Project Manager
		Mr. Bernard Delpuech	ECHO-Coordinator
	MPDL	Ms. Paula Dominguez Lopez	Project Manager
4-oct-00	Royal Embassy of The Netherlands	Jan Piet Kleiweg de Zwaan	Ambassador
	ICRC	Mr. Henry Fournier	Head of Delegation
	UNDP	Mr. Christ De Clerq	UN Office Coordinator & Project Manager Sustainable Development
	NRC	Ms. Ans Groen	Project Manager
	Greek Committee	Ms. Eugenia Papamakariou	Project Manager
	Secours Populaire Libanais	Mr. Moustapha Hessawy	Executive Vice-President
	MAP-UK	Mr. Stuart Shepherd	Project Manager
		Mr. Walid Abo Harb	Co-ordinator
5-oct-00	Lebanees Red Cross	Gen. Salim Layoun	President
	UNICEF	Mr. Ekrem Biredinc	Representative
	French Embassy	Ms. Nada Fattouh	Attache Humanitarian Aid
	Danish Embassy	Mr. Dani Hanan	Cancelled
	Italian Embassy	Mr. Antonio Righetti	Development Cooperation Office
6-oct-00	UN Office for the Socio-Economic Development of Southern Lebanon	Mr. Tariq Osseiran & Team	Field Coordinator
	Imam Al-Sadr Foundation	Ms. Mahe Salman	Public Relations Officer
		Dr. Ahmad Farhat	Head of Health Department
		Mr. Mohamad Bassan	Public Relations Officer
	MPDL	Ms. Paula Dominguez Lopez	Project manger
	Health Centre		
7-oct-00	Hospital Marjaayoun	Dr. Airallah Mahdi	Director
8-oct-00	Tebnine Hospital		Staff Hospita
	Balza Hospital		Staff Hospita
	El Buss Camp		
9-oct-00	MSF-Holland	Mr. Rendt Gorter	Middle East Representative
	Consultant Office	Mr. Olivier Chadourne	Ex-Pharmaciens Sans Frontiers-Fr
	NRC	Ms. Ans Groen	Project Manager

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10-oct-00	UNICEF	Mr. Ekrem Biredinc	Representative
	PRCS	Dr. Mohammad Ossman	President-Lebanon Branch
	Shatila Camp	Dr. Kalthoum Ghandour	PRCS
	Borj-Al Bragne Camp	Dr. Kalthoum Ghandour	PRCS
	Haifa Hospital	Dr. Dieb Aossman	Director
	EC Delegation	Mr. Vincent Depaigne	Commercial and Economic Officer
11-oct-00	Movimondo	Mr. Nicola Migliorino	Country representative
	UNWRA	Mr. Lex Takkenberg	Deputy Director UNWRA Affairs & Chief Field Relief & Social Services Programme
12-oct-00	EC-Delegation	Mr. Alessio Cappellani	Commercial and Economic Officer
	PRCS	Dr. Jishi	Vice-President PRCS & President Syria Branch
	Khan Dannoun Camp	Mr. Nabil Qaddoura	UNWRA Field Sanitary Engineer
13-oct-00	EC-Delegation	Mr. Alessio Cappellani	Cancelled
	Palestina Hospital	Ms. Samia Hawa	PRCS-PR
		Dr. Basel Tamam	Director Emergency Department
		Mr. Abu Jalal	Administrator
	Jarmuk Camp	Ms. Samia Hawa	PRCS-PR
	Yaffa Hospital	Ms. Samia Hawa	PRCS-PR
		Hospital Director & Team	
	PRCS Medicament Factory	Ms. Samia Hawa	PRCS-PR
14-oct-00	Movimondo	Mr. Nicola Migliorino	Country representative
15-oct-00	ECHO Coordination Office	Mr. Bernard Delpuech	ECHO Co-ordinator
	Int. Federation of Red Cross	Mr. Christer Aqvist	Head of Regional Delegation
		Mr. Tenna Mengistu	Deputy Head of Regional Delegation
	ECHO Coordination Office		
16-oct-00	Talbiyeh Camp	Dr. Paul Gasparini	ICU Project Manager
		Mr. Gerardo Dumas	ICU Technical Officer
	ECHO Coordination Office	Mr. Bernard Delpuech	ECHO Co-ordinator
	Wadi Abdoun Camp	Ms. Thais Mendez de Andes	MPDL Project manager
		Mr. Isam Koshebye	MPDL- Interpreter
		Mr. Adel Hamshawi	Project Engineer
	MdM	Ms. Catherine Geboin	Resident Country Representative
17-oct-00	UNWRA	Ms. Beth Kuttab	Director of Relief & Social Services
	EC-Delegation	Mr. James Moran	Head of EU Delegation
	EC-Delegation	Mr. Fernando Garces de los Fayos	First Secretary
	EC-Delegation	Mr. Bernard Delpuech	ECHO Co-ordinator
20-oct-00	Syria EC Delegation	Mr. Alessio Cappellani	Commercial and Economic Officer

## ***TERMS OF REFERENCE***

### ***FOR THE EVALUATION OF ECHO'S GLOBAL HUMANITARIAN PLAN in the Middle-East***

**ECHO/EVA/210/2000/01004**

Name of firm: TRANSTEC SA  
Name of consultant: Mr. Allert Schokker

#### Global Plans to be evaluated

- Region: Middle-East
- Period covered: 1999-2000
- Decisions:
  - Middle-East Global Plan 1999 for an amount of 11 million EUROS;
  - Middle-East Global Plan 2000 for an amount of 8,5 million EUROS.

#### Introduction

Since its inception, ECHO has focused interventions in the Middle East on the Palestinian refugees, as one of the longest lasting crises of the XXth century.

ECHO's commitment to Palestinian refugees began in 1993 and gradually developed to encompass the populations of Jordan, Syria and Lebanon. Almost ECU 68 million were allocated between 1993 and 1999. Throughout that period ECHO took due account of the distinctive nature of the Palestinian crisis. Its duration and complexity gave it a chronic character stemming essentially from the inability to find a solution to the question of a Palestinian state. Some 3.6 million Palestinian refugees are currently registered by UNRWA, of whom 33% live in 59 camps in the West Bank, the Gaza Strip, Jordan, Syria and Lebanon.

While continuing aid in the health sector, which in recent years has been the main recipient of ECHO assistance in the Middle East, the global plan for 2000 focuses on assisting the most vulnerable sections of the population. In addition to health, three priorities have been identified: upgrading the shelters of the people with the most inadequate housing in the refugee camps, assisting the West Bank Bedouin communities who have been victims of drought (depleting their herds) and forced displacement, and setting up an emergency response system in the conflict zone of southern Lebanon.

#### Consultant's role

During the course of the mission, whether on the ground or while the report is being drawn up, the consultant must demonstrate common sense as well as independence of judgement. He must provide answers that are both precise and clear to all points in the terms of reference, while avoiding the use of theoretical or academic language.

#### Purpose of the evaluation

The main purpose of this exercise is to assess the suitability of the ECHO operations in the region and the level at which the different programmes in the various sectors of activity has been implemented. This study has the further purpose of providing the necessary basis for a parallel study about the future ECHO strategy in the region.

For this purpose the evaluator should:



- **assess the suitability of the last Global Plans , and the level at which the programme in the various sectors of activity concerned has been implemented;**
- **assess the degree to which the objectives pursued have been achieved and the effectiveness of the means employed;**
- **check ECHO's visibility in the regions benefiting from the aid as well as amongst local authorities and partners;**
- **check if the principles contained in the Universal Declaration of Human Rights have been respected;**

### Sources of Information available

For the purpose of accomplishing his tasks, the consultant may use information available at ECHO, via its correspondents in the field, in other Commission services, the local Commission offices, ECHO partners in the field and at their headquarters, aid beneficiaries, as well as local authorities and international organisations.

The consultant will analyse the information and incorporate it in a coherent report that responds to the objectives of the assessment.

### Phases of the evaluation

The assessment study will last 45 days, spread out between the date of signature of the contract and its end on the 30 November with the submission of the final reports.

The phases of the assessment exercise will be as follows:

- Briefing at ECHO with the personnel concerned, for 2 days, during which all documents necessary for the assessment will be provided.
- Mission on the field: 11 days in Palestine; 6 days in Jordan; 11 days in Lebanon, and 3 days in Syria. During his mission on site the consultant must work in close collaboration with the delegations on the spot, the ECHO correspondents, the ECHO partners, local authorities, international organisations and other donors.
- The consultant should devote the first two or three days of his mission to the area to preliminary and preparatory discussions with the ECHO co-ordinator and will convene a meeting for this purpose.
- The last day of his mission to the area should be devoted to a discussion with the ECHO co-ordinator and ECHO partners on observations arising from the study.
- Debriefing of 3 days in Brussels.
- The draft report (in 8 copies) should be submitted to ECHO-Evaluation 9 days before its presentation and its discussion during the debriefing.
- Submission of the final report (20 copies) which should take account of any remarks which may have been raised during the debriefing.

### 7. CONSULTANTS

This survey should be carried out by experts with good experience in the field of humanitarian aid its assessment. Good experience in relevant fields of work and in the geographical areas where the evaluation takes place is also required. Good knowledge of English is obligatory.

### 8. REPORT

**At the end of the field visit, the consultant will submit to the Evaluation Service 9 days before the debriefing visit to Brussels a draft report in conformity with the schema laid out in the contract. During the above meeting, ECHO may include certain comments, which will entail amendments to the draft report. Once these have been incorporated, the revised text will be submitted back to ECHO, which should mark its agreement within 15 days. At that time the payment order for the fees and expenses will be processed.**

The report will be written in English, with a maximum length of 20 pages including the summary that should appear at the beginning of the report.

The report format appearing under points 8.1, 8.2, 8.3, 8.4, and 8.5 below must be strictly adhered to:

**8.1 Cover page**

- Title of the report "*Evaluation of ECHO's 1999 and 2000 Global Plans for the Middle-East*";
- Period of the assessment mission;
- Name of the consultant;
- Indication that the report has been produced at the request of the European Commission, that it has been financed by it and that the comments contained therein reflect the opinions of consultants.

**8.2 Table of contents**

**8.3 Summary**

**8.4** The **main body** of the report should start with a section on the method used and should be structured in accordance with the specific objectives formulated under point 4 above.

**8.5 Annexes**

- List of persons interviewed and sites visited;
- Terms of reference
- Abbreviations;
- Map of the areas covered

## ABBREVIATIONS

CBO	Community Based Organisation
CBR	Community Based Rehabilitation
EC	European Commission
EU	European Union
EU NGO	European Non Governmental Organisation
ICRC	International Committee of Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
LRC	Lebanese Red Cross
NGO	Non Governmental Organisation
NRC	Netherlands Red Cross
PNA	Palestinian National Authority
PR	Public Relations
PRCS	Palestinian Red Crescent Society
PWA	Palestinian Water Authority
SRC	Syrian Red Crescent
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNSCO	United Nations Special Co-ordinator for the Middle East Peace Process
UNWRA	United Nations Relief and Works Agency for Palestinian Refugees in the Near East
WBGS	West Bank and Gaza Strip
WFP	World Food Programme
WHO	World Health Organisation

## NGOs

ICU	(Italian NGO)
MPDL	Movimiento por la Paz, el Desarme y la Libertad (Spanish NGO)
MdM-E	Médicos del Mundo (Spanish NGO)
MdM-F	Médecins du Monde (French NGO)
Movimondo	Movimondo Molisv (Italian NGO)
MSF-NL	Médecins Sans Frontieres-Netherlands (Dutch NGO)
HI	Handicap International (French NGO)
GC	Greek Committee for International Democratic Solidarity
SI	Solidaridad Internacional (Spanish NGO)
MAP-UK	Medical Aid for Palestinian-United Kingdom
SPL	Secours Populaire Libanais (Lebanese NGO)
CISP	Comitato Internazionale per lo Sviluppo dei Popoli (Italian NGO)
AMEL	Association Libanaise pour L'action Populaire (Lebanese NGO)
PTM	Paz y Tercer Mundo (Spanish NGO)
CRIC	Centro Regionale d'Intervento per la Cooperazione (Italian NGO)
GVC	Gruppo di Volontariato Civile (Italian NGO)
UAWC	Union of Agricultural Work Committee (Palestinian NGO)
ARIJ	Applied Research Institute-Jerusalem (Palestinian NGO)
ERM	Enfants Refugiés du Monde (French NGO)

## La dispersion des Palestiniens

338 133 réfugiés étaient recensés par l'UNRWA au 30 juin 1996 dont un peu plus de 1 043 705 vivent dans cinquante-neuf camps. Il faut y ajouter les personnes déplacées durant la guerre de juin 1967, dont le nombre est tiré à plusieurs centaines de milliers.

1 358 706 réfugiés en Jordanie (dont 242 822 vivent dans des camps) ; 332 438 en Cisjordanie (dont 147 302 dans des camps) ; 718 930 dans le Golan (dont 378 279 dans des camps) ; 252 868 au Liban (182 731 dans des camps) ; 347 391 en Syrie (dont 89 472 dans des camps).

