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EVALUATION REPORT

OF A PROJECT UNDER THE CZECH REPUBLIC'S DEVELOPMENT COOPERATION IN THE WATER AND SANITATION SECTOR IN THE PALESTINIAN AUTONOMOUS TERRITORIES

**National Water Management System in the Palestinian
Autonomous Territories – MYWAS
2011-2013
(assigned monetary donation)**

September 2014



Evaluation team

Principal evaluator: Marie Körner

Expert: Hafez Qadri Shaheen



IDENTIFICATION FORM

Partner country (country of implementation): Palestine	Project sites: Ramallah
Project name in Czech and English: Vytvoření národního systému vodního hospodářství na Palestinských autonomních územích - projekt "MYWAS" National Water Management System in the Palestinian Autonomous Territories – MYWAS	Sectoral focus: Water supply and sanitation
Coordinator: Czech Development Agency	Implementer: Palestinian Water Authority
Implementation period – month/year of project launch: May 2011	Month/year of project completion: April 2014
Total utilization of Czech development cooperation funds (CZK) (as of 05 May 2014): Total disbursed CZK 10,500,000 (USD 580,459) No funds have been released after the second year – activities in 2013 and 2014 were financed from the unutilized balance from previous years. Total utilized CZK 7,758,266 (USD 428,892) CZK 2,741,734 (USD 151,567) remaining for the implementation of the MYWAS project (At the average rate of disbursements)	Total utilization, including co-financing (CZK): Total disbursed CZK 10,500,000 (USD 580,459) Total utilized CZK 7,758,266 (USD 428,892) CZK 2,741,734 (USD 151,567) remaining for the implementation of the MYWAS project (At the average rate of disbursements)
Other donors involved in the project: None	
Authors of the evaluation report: 4G consite s.r.o Marie Körner Principal Evaluator Hafez Qadri Shaheen Expert in Hydrology, Water Resource Management and Modelling	
Date, signature(s): September 2014	
Marie Körner 	
Hafez Qadri Shaheen 	

(Disclaimer)

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EXECUTIVE SUMMARY

THE PROJECT AND EVALUATION CONTEXT

The project “National Water Management System in the Palestinian Autonomous Territories – MYWAS” (assigned monetary donation) has been implemented in 2011-2014 by the Palestinian Water Authority (PWA) under the coordination of the Czech Development Agency (CZDA). The three-year project builds upon stage wise support from the Czech Development Cooperation (CZDC) to effective integrated water resource planning dating back to 2008. The intended outcome of the project is the introduction of a multi-year water allocation system (MYWAS) for optimizing planning of investments in the water and sanitation sectors using economic aspects as the main criteria. MYWAS is a tool for planners to make informed technical and strategic planning decisions based on the results from feasibility studies carried out for priority options generated by the system. The ultimate result is a national water plan based on priority options for investments generated by MYWAS/WEAP (Water Evaluation and Planning System) for optimal use of water resources. This includes provision of hard- and software, training of PWA and Ministry of Agriculture (MOA) staff and researchers, inputting baseline data, developing scenarios, defining and prioritizing options, incorporating pricing policies, preparing feasibility studies for priority projects, and eventually drafting the national water plan.

The principal purpose of the evaluation is to obtain objectively substantiated and consistent conclusions that can be used in the decision-making of the Ministry of Foreign Affairs (MFA), in collaboration with the CZDA, on the future direction and method of implementation of the CZDC in the Palestinian Autonomous Territories in the water sanitation and hygiene sector. Specifically, the evaluation covers the progress in the implementation of the unfinished project so far, with an emphasis on the roles played by all stakeholders and their interaction. Evaluation design has been non-experimental (descriptive). The methodological approach reflects the purpose and objectives of this evaluation as defined in the tender documentation and follows the requirement for evidence-based assessment. The evaluation matrix including evaluation questions has been consulted with the reference group and accepted by the contracting authority. The evaluation approach was participatory with close involvement of key stakeholders. Information for each question gathered from different sources and with the use of different data collection instruments has been compared (triangulation of methods and instruments for improved accuracy of information).

The evaluation has been implemented in three phases. The inception phase focused on gathering and review of secondary data, preparing data gathering instruments, discussions and interviews in the Czech Republic, consolidation and approval of the evaluation matrix/evaluation questions as well as on the preparation and presentation of Inception Report. During the field phase, the fieldwork was implemented in accordance with the evaluation questions and methodology and in compliance with the objectives of the evaluation and expectations of the contracting authority. During the final phase, the information from the preparatory and field phases has been consolidated, processed, analyzed, and interpreted in relation to the evaluation questions and the evaluation report has been drafted.

KEY FINDINGS AND CONCLUSIONS

Relevance

The project reflects the priorities of the Czech Development Cooperation Strategy 2010-2017 and its objectives are entirely consistent with the National Strategy for Poverty Reduction and the inter-ministerial National Development Strategy for Palestine. As has been confirmed during several interviews, the PWA and other stakeholders consider this project also today highly relevant. The Minister of PWA confirmed the importance of this project during the evaluation team’s introductory meeting on 27 April 2014. The PWA reinstated its commitment to continue the project also during the debriefing of the evaluation team.

Evidence from the evaluation suggests that the initial momentum and motivation for the project have been offset by internal and external issues arising during the project implementation. The potential opportunity of complementarity with the TPAT (Technical Planning and Advisory Team for water and sanitation) project, in particular with support to PWA strategic planning, has not been explored. The conflict between the Team Leader (TL)/PWA Adviser and the PWA with its consequences for the project implementation and the impossibility to find a sustainable management and organizational solutions acceptable to both the PWA and the Czech government have contributed to the ultimate halt in the project activities. Currently, only the TA (technical assistance) team and the highly motivated MYWAS core team demonstrate a genuine commitment to the MYWAS project. The project was terminated in April 2014.

The relevance of the project at this stage is assessed as rather low.

Effectiveness

Compared with the targets in the logical framework matrix, the project achieved relatively little. MYWAS has been interfaced with WEAP and the database is complete to almost 90% but the model has not been validated. So far, the main users of the database have been academics and researchers. The AGSM (Agricultural Sub-model) database has been prepared by SEI (Stockholm Environmental Institute), but has no data. One pilot example has been developed for Ein Fashka near Jericho at the end of 2011 as an example for a workshop for domestic use of water and one pilot example has been developed for Tulkarem. To complete the model, several steps are required: Entering missing data, updating data summary report with data available on demand by different user categories, supply, economic and financial data, validating the model, interfacing MYWAS with AGSM, the PWA database and MODFLOW and introducing the model for using by key stakeholders (MOA, MOPAD – Ministry of Planning and Administrative Development). Major factors influencing the achievements mentioned by the stakeholders included: Problem with teamwork; discrepancies within the team; internal conflicts; involvement of too many people (core team, support team); lack of proper support from PWA management; lack of clear ownership within the PWA. Also mentioned should be the inefficient organizational set-up of the project described in Annex J.

13 MYWAS team members have received training. The three members of the MYWAS core team working with the MYWAS project at the time of the evaluation are well familiar with the model. One has used it in practice for preparing her MSc thesis. The remaining 10 have limited understanding of the model. The evaluation team is of the view that training methods tailored to the specific environment of the project including working on a real-life case study of investment projects and preparing feasibility studies for the PWA management could have produced a better effect. Some practitioners and academics from the region attended the only workshop held in May 2012. There have been several outreach meetings with researchers throughout the West Bank, as well as key ministries and agencies, notably the MOA, utilities and NWU (National Water Utility).

The effectiveness of the project is assessed as rather low.

Efficiency

A total budget of 15,000,000 CZK was foreseen for the three years of planned project duration. 10,500,000 CZK has been disbursed. From the second year, progress and financial reports and particularly vouchers have been submitted with considerable delay. While there is evidence of temporary diversion, the evaluation team has no evidence of using funds for other than project purposes. Delays in implementation were considerable. Realistic revision of the work plan has not been prepared until the beginning of 2013. The project achieved estimated 40% of planned results, utilizing about 43% of the initial project budget. This includes 68,955 USD of outstanding payments (mainly to external Technical assistance - TA). 10% income tax is added on the fees of international experts, 14.5/16% VAT (value added tax) for most procured goods. The project has been closely monitored by the RO Ramallah (Representative Office of the Czech Republic in Ramallah), the TL and the ISC (International Steering Committee) who however submitted only one report. The CZDA appointed Technical Monitoring Expert only after information about unauthorized transfers, in May 2013. No funds have been released after the second year – activities in 2013 and 2014 were financed from the unutilized balance from previous years. Intervention logic has not been formulated. The project monitoring was based on the *General Description of MYWAS Project Activities 2011-2013* which included indicators but not a risk analysis.

Efficiency is assessed as rather low

Sustainability

The likelihood of sustainability has been assessed on the basis of assumptions identified in the project document and during the implementation of this evaluation.

- A thoroughly trained long-term core team functioning within the PWA to: build the interfaced model so that it can be utilized for strategic planning; keep the data input up-to-date on an annual basis; plan, strategize and prioritize projects based on real data from the field and real demand data
- PWA establishes and extensive and intensive program for data collection and entry to be utilized in the continuing updating of the MYWAS/WEAP model
- Commitment on the part of PWA to developing and using MYWAS/WEAP for strategic planning
- Organizational structure of the project that would allow the core MYWAS team to fully focus on their tasks (sufficient staff time) and involve the MOA on the MYWAS team from the stage of data collection (according to the MOA, agriculture uses currently about 45-50% of water and 5% is used by industries)
- Absorption capacity of the PWA, organizational arrangements that would ensure the functioning of MYWAS after the end of funding by the Czech Republic

- Continuity of staff working on the MYWAS team

None of these assumptions has been met. Sustainability is assessed as **low**.

Actual and anticipated impacts

Some awareness about the benefits of MYWAS/WEAP based planning has been created among the government institutions, NGOs (non-governmental organizations), academics and professionals. There is also some awareness about the Czech funding of the project. Positive impacts/benefits could be considerable. The PWA could present objectively prioritized projects and prepare plans for optimal use of water resources. MYWAS cost benefit analysis would provide negotiating tool to improve bargaining position of Palestine. The MOA would know how much water is available for agriculture. Utilities could use the model as the planning tool in their areas. Citizens would benefit from more equitable prices and distribution of water and improved access; with more effective water management, more WWTPs (wastewater treatment plants) where water is reused would be built. MYWAS/WEAP optimizes the use of water resources across regions and sectors, factoring in economic, social and environmental values. Optimal options to allocate resources decrease of NRW (non-revenue water). Reusing water from WWTPs would decrease environmental pollution. The high potential benefits are offset by the low likelihood of sustainability.

Anticipated impacts have been assessed as **rather high**. Due to the missing results and low sustainability of up-to-date efforts, **real impacts are low**.

Good governance

The MYWAS/WEAP project did not properly involve key partners, in particular the MOA who could have contributed to building the model and to correct interpretation of information on agricultural use. Lack of transparency and accountability hampered the project implementation and resulted in termination of the project in April 2014. Payment discipline for members of MYWAS was poor. Delays in submission of reports and vouchers after June 2012 created problems for progress and financial monitoring.

Good governance is assessed as low.

Environmental aspects and considerations

MYWAS/WEAP model in particular and the project in general gives a high importance to the environment and its protection. This can be summarized in the following: Proper utilization of the Palestinian water resources and effective distribution of these resources among the demand centers and populations; Safe yield of the available renewable water resources, constrain on any over-pumping from the different aquifers; Optimal set of management options would mitigate negative impact due to climate change; Consideration of environmental cost. Environmental pollution from untreated wastewater would be reduced. The use of MYWAS/WEAP model would improve the environment.

In spite of the low likelihood of sustainability, the assessment of potential positive effects is rather high.

Human rights including gender equity

The project contributed to gender equity and could contribute to equitable access to water.

Human rights and gender equity are rated as high.

Visibility

Some stakeholders were aware of the Czech contribution but efforts directed to visibility of the CZDC were limited to the May 2012 workshop and presentation of the project in Jordan. Visibility is therefore assessed as **rather low**.

Evaluation criteria		Rate of fulfillment
Relevance		Rather low
Effectiveness		Rather low
Efficiency		Rather low
Sustainability		Low
Anticipated Impacts		Rather high
Cross-cutting principles	Good governance	Low
	Human rights and gender	High
	Environment and climate	Rather high
Visibility of CZDC		Rather low

RECOMMENDATIONS

The scale for the degree of importance: 1 = the most important, 3 = the least important

Recommendations related to project and continuation of CZDC

Recommendation	Main addressee	Degree of importance
The remaining funds should be used for (i) outstanding payments to consultants; (ii) Running the model on real projects (on a Governorate level until the model is validated); (iii) Entry of existing and update of old data; validating the model; (iv) Conference and workshops	PWA, RO Ramallah, CZDA	1
Create a MYWAS Unit within the PWA with clear organizational responsibilities and arrangements. The core staff of this unit should include at least Hala Barhoumi and Beesan Shonnar. This unit should steer the completion of country specific model for drinking water and later support the relevant PWA Departments with the interpretation of information generated by the model and ensure its updating	PWA	2

Recommendations to processes and mechanism

Recommendation	Main addressee	Degree of importance
The management of contracts for external services (experts and cooperating institutions) should remain outside of the implementing partner organizations to avoid potential conflicts of interest. Options: the CZDA, Czech or international company or other organization	MFA, CZDA	1
Financial procedure agreements that would allow control of the RO Ramallah over project funds. This could be transfer of signatory right on main accounts to the RO Ramallah	MFA	2
Appointment of technical project monitors for projects requiring specialized skills from their beginning	CZDA	2
Assessment of absorption capacity of the partner/beneficiary to implement a project and to sustain its benefits after completion	CZDA	1
Coordination with closely related projects (such as the Technical, Planning and Advisory Team (TPAT) in the Water and Sanitation Sector that is introducing improved planning and tariff reforms in the PWA and is not well informed about the MYWAS/WEAP project)	CZDA, RO Ramallah	1
Cars and other equipment should be procured locally (if available) to avoid extensive delays due to customs clearance, particularly if they are cheaper than imports	CZDA, RO Ramallah	2
Assigned monetary donations should be based on precise Initial Project Proposal or full project document including binding indicators, eligibility criteria for the incurred costs, and clear responsibilities of all stakeholders	CZDA, MFA, RO Ramallah	1

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1 INTRODUCTION

1.1 EVALUATION CONTEXT

Palestinian Autonomous Territories are included among priority countries without a cooperation programme in *Development Cooperation Strategy of the Czech Republic, 2010-2017*. The specific project to be evaluated is the “National Water Management System in the Palestinian Autonomous Territories – MYWAS” (assigned monetary donation) implemented in 2011-2014 by the Palestinian Water Authority (PWA) under the coordination of the Czech Development Agency (CZDA).

The project was a continuation of previous phases - projects supported by the CZDA. Presentation of Water Allocation System (WAS) implemented in 2008, and Water Allocation System (WAS) Project-Stages 2 and 3 have been implemented by the Palestinian Water Authority (PWA) in 2009 and 2010. The evaluated project focused on interfacing MYWAS with the Water Evaluation and Planning Model (WEAP) and on the development and modification of MYWAS/WEAP to reflect the specific requirements of Palestine. This includes training of PWA and MOA staff and researchers, inputting baseline data, developing scenarios, defining and prioritizing options, incorporating pricing policies, preparing feasibility studies for priority projects, and drafting the national water plan.

The intended outcome of the project is the introduction of a multi-year water allocation system (MYWAS) for optimizing planning of investments in the water and sanitation sectors using economic aspects as the main criteria. MYWAS is a tool for planners to make informed technical and strategic planning decisions based on the results from feasibility studies carried out for priority options generated by the system. The ultimate result is a national water plan based on priority options for investments generated by MYWAS for optimal use of water resources.

1.2 PURPOSE OF THE EVALUATION

Client for this evaluation is the Ministry of Foreign Affairs of the Czech Republic (MFA), Development Cooperation & Humanitarian Aid Department. The evaluation has been implemented by 4G consite s.r.o. The evaluation team comprised Marie Körner as the Principal Evaluator and Hafez Qadri Shaheen, Expert in Hydrology, Water Resource Management and Modeling.

The principal purpose of the evaluation is to obtain objectively substantiated and consistent conclusions that can be used in the decision-making of the MFA, in collaboration with the Czech Development Agency (CZDA), on the future direction and method of implementation of the Czech Republic’s development cooperation (CZDC) in the Palestinian Autonomous Territories in the water sanitation and hygiene sector. Specifically, the evaluation covers the progress in the implementation of the unfinished project so far, with an emphasis on the roles played by all stakeholders and their interaction. To obtain relevant information, the project, in compliance with the terms of reference, has been assessed on internationally accepted evaluation criteria of the OECD-DAC: relevance, effectiveness, efficiency, sustainability and impacts. The assessment also included the crosscutting principles of the CZDC: Good (democratic) governance, respect for the environment and the climate and respect for the basic human, economic, social and labour rights of project beneficiaries, including gender equality. Evaluated was also presentation and visibility of the CZDC.

The evaluation focused on answering the evaluation questions, interpretation of findings and resulting conclusions and recommendations. Intervention logic, assumptions and risks have been reviewed for the reconstruction of the logical framework presented in [Annex I](#). The evaluation assessed problems arising during project implementation with regard to the specific conditions in which the project has been implemented as well as the opportunity for the completion of the project. Main outputs of the evaluation are recommendations for the actors of CZDA on options to operate in Palestine.

2 PROJECT BACKGROUND

2.1 THE PROJECT IN THE CONTEXT OF THE DEVELOPMENT OF PALESTINE

Palestine belongs to the poorer countries of the Middle East. Their socio-economic stability is however important for the whole region. The CZDC with the country dates back to the nineties. Until now, development cooperation is geographically focused mainly on the Tubas and Jenin governorates. Sector priorities include energy, water resource management and agriculture. The Development Strategy 2010 – 2017 places Palestine among to the 10 priority (project) countries.

MYWAS (Multi-Year Water Allocation System) is a comprehensive tool for planning of projects based on economic criteria. It focuses on the value of water, and guides decisions as to competing uses. MYWAS can also provide information on proportion by users and year. The model has been developed by Franklin M. Fisher, Professor of Microeconomics at the Massachusetts Institute of Technology (MIT) together with others specifically for the Middle East as a planning and peace negotiation tool. In 2005, Franklin M. Fisher, Annette Huber-Lee, Ilan Amir, Shaul Arlosoroff, Zvi Eckstein, Munther J. Haddadin, Salem G. Hamati, Ammar Jarrar, Anan Jayyousi, Uri Shamir, Hans Wesseling published “Liquid Assets: An Economic Approach for Water Management and Conflict Resolution in the Middle East and Beyond” (Resources for the Future). This publication provides an extensive description of the model. WEAP (Water Evaluation and Planning model) has been developed by the American branch of the Stockholm Environment Institute (SEI) jointly with several other specialized organizations including the World Bank and the USAID. WEAP is a complex, widely used tool for the optimization of decision making for integrated water resource management. Annette Huber-Lee is a Board Member, Coordinator of the Water, Energy and Food Nexus at the SEI. MYWAS is using WEAP mainly as a tool for easier management during data inputting, as well as for the presentation of outputs. MYWAS/WEAP has been introduced to Palestine, Jordan and Israel by the MIT/SEI team as a peacekeeping, negotiations and planning tool and is currently being developed in all three countries.

In 2008, Frank Fisher, Pavel Seifter and the RO Ramallah Representative discussed the possibility to support the introduction of the MYWAS model to Palestine. A presentation of the model has been organized in Ramallah and PWA requested support from the RO Ramallah/CZDC to introduce MYWAS/WEAP as a planning tool for optimizing investments in the water sector. The current project thus builds upon stage wise support from the RO Ramallah/CZDC. Stage 1 was implemented in 2008, stage 2 in 2009, stage 3 in 2010 (Details about the sequence of events leading to the approval and implementation of the evaluated project are presented in [Annex F](#)).

The MYWAS project 2011-2014 has been designed as a three years project based on an Initial Project Proposal (IPP) submitted by the PWA in 2010. A Memorandum of Understanding (MOU) has been signed on 07 March 2011, laying down the implementation modalities. The MOU was valid for 42 months from the date of signature (until 06 September 2014). Attached to the signed MOU was the General Description of the MYWAS Project Activities 2011-2013 with itemized budget for the first year of the project, based largely on the IPP. The funds for the first year (CZK 5,500,000) have been disbursed and project activities commenced in May 2011. The PWA signed contracts with the Team Leader (TL) Karen Assaf as well as with Anan Jayyousi, Annette Huber-Lee and the Stockholm Environmental Institute (SEI). The contracts have the form of memos from the respective service providers approved by the PWA. The memos/contracts include descriptions of tasks (for the TL also tasks related to her function as an Adviser to the PWA), place of work, remuneration and modalities of payment. The contracts with the TL and with Anan Jayyousi were approved until May 2013, with a provision for June 2013 – October 2014 subject to the approval of budget for year 3. The contracts with Annette Huber-Lee and the SEI have been signed for 42 months from 1 May 2011 until October 2014.

The project is funded from technical assistance grant. The financing mechanism agreed in the MOU reflects the requirements of the Ministry of Finance agreed with the CZDA. Bank accounts are managed directly by the Governmental institutions under the supervision of the MFA. At the same time, no payment can be made from the project accounts without an official written approval from the donor to the contracting authority (in the case of the MYWAS project the PWA), and the donor has a permanent online access on all financial operations of the account.

The first year of the project, (May 2011 - April 2012) went according to plan.

The first four Quarterly reports (QR) (May – July 2011, August – October 2011, November 2011 – January 2012 and March – April 2012) included summary of achievements against the plan, budget and accounts with corresponding vouchers. The first QR also included the project organization structure (Annex J). A letter from the Minister of the PWA issued in August 2013 modifies the MYWAS team to include: Kamal Issa (Coordinator), Beesan Shonnar, Hala Barhoumi, Salam Abu Hantash and Omar Zayed (Hydrology Department), the Head of the Data Bank Ashraf Dweikat, and the Head of Mapping/GIS Walid Abu Muhsin. All reports were prepared by the TL, approved by the PWA and accepted by the RO Ramallah and CZDA. The TL submitted budget timeline (accounts) for the first year (May 2011 – April 2012) by quarter with a request to transfer unspent balance of USD 64,076 to project year 2. This was approved and the second project year started in May 2012. The work plan for the second year along with a budget request for 500,000 CZK was submitted by the TL in March 2012, approved by the PWA and agreed by the RO Ramallah. The

first Annual Report was submitted on 12 June 2012 together with the QR 4 and covered activities until May 2012, including the workshop held on 14 May.

This first (and only) workshop implemented under the project was attended by some 45 participants including the MYWAS team, PWA, NWC, the Ministry of Planning, the Ministry of Local Government Universities, economists and other professionals. The workshop was held to familiarize the audience with the MYWAS/WEAP model and to present achievements during the first year of the project.

The TL is considered a Palestinian capacity on water and (co-) authored several publications on the subject. She has been working as an Adviser to the PWA from the time of its establishment in 1996. With her professional experience, familiarity with the Palestinian water sector, and managerial skills, she has been a key figure in the project. Together with the Local Consultant Anan Jayyousi (specialized in the development and testing of model scenarios), she has formed a highly motivated and effective multi-disciplinary team. The MYWAS core team comprised Kamal Issa, Project Coordinator and a member of the MYWAS core team specialized in tariff policies and tariff setting, Hala Barhoumi and Salam Abu Hantash (specialized in modeling) and Beesan Shonnar, technical training expert. This effectively functioning team has, with the support from SEI and from the Local Coordinator managed during the first year to move MYWAS/WEAP project well ahead.

Since June 2012, the project started to experience problems.

From **June 2012**, the PWA stopped providing financial reports to the TL. The TL continued preparing and submitting technical QRs with financial reports based on estimates. These reports were received by the RO Ramallah who forwarded them to the CZDA for No Objection. The QR for June – August 2012 (the reporting period started with June since the previous report already covered May 2012) submitted on 20 September 2012 did not include corresponding vouchers (These were provided only with the September – November 2012 QR submitted with delay on 10 March 2013). Delays with financial reporting and the submission of vouchers continued.

There were also several incidents of unauthorized transfers from the main account to which the RO Ramallah has not been alerted. The funds have been eventually returned and explanations provided. This issue has been discussed several times including during a meeting on 08 February 2013 attended by the PWA Minister, the Finance and Administrative Director, the RO Ramallah and the Ministry of Finance where the PWA assured that activities continue as per plans and delays are only in financial management. The PWA later advised that the project had been suspended from January – September 2013.

The causes of the issues related to financial management of the project are not clear; the PWA did not inform the RO Ramallah about any problems. The first information about irregularities came in December 2012 from the TL – after payments to her and to other TA staff have been withheld for about 7 months. In June 2013, the information about possible unauthorized transfers came from the International Steering Committee (ISC). In November 2013, the PWA carried out an unauthorized payment with unclear justification. The delays in submission of financial reports complicated reliable verification of financial transactions.

On **28 November 2012**, the PWA issued a letter of termination to the TL, with the explanation that her contract could not be renewed until the completion of the project assessment. PWA has not communicated or discussed this with the RO Ramallah. The contract signed at the beginning of the project valid until May 2013 did not include any termination clause and renewal of the, at that time valid, contract was not required. The budget for the second project year submitted on 14 May 2012, approved by the PWA and submitted by the RO Ramallah to the CZDA for No Objection includes provision for remuneration of the TL corresponding with the remuneration agreed in the contract. The PWA did not propose any replacement. In January 2013, the PWA proposed to the TL a new contract with a reduced salary starting from January 2013 with the explanation that according to Regulation 335/2005, project staff cannot get remuneration higher than their previous salary without an exception granted by the Prime Minister. The PWA also mentioned that in view of the current financial situation, paying a salary significantly above the salary of other staff was not considered appropriate. The TL refused to sign the revised contract on the ground that her contract is valid until the end of May 2013, and her salary is agreed in the annual project budget, approved by the PWA. The PWA explained that payments of the amount agreed in the contract are in contradiction with the rules and their continuation would bring the PWA in conflict with the legislation. The only possible solution would be seeking an exemption from the Prime Minister's Office. The evaluation team has also been informed that the Local Consultant Anan Jayyousi has been working without a valid contract since 1st January 2013.

The TL has eventually been paid until December 2012. The internal tensions between the TA team and the PWA have had a negative effect on the whole MYWAS team's motivation and on the overall progress of the project. The PWA Executive Observer left the project in April 2012. One of the modellers left at the beginning of 2012. Some of the support team members lost interest. There were delays in funding of planned activities. Workshops were not implemented, the PWA team stopped collecting data which prevented the ability to have MYWAS completed and validated. The external TAs continued working, and so did the remaining, enthusiastic MYWAS team.

There were also external issues with negative impact on the project implementation and progress that need to be considered. In 2012, Israel withheld taxes from the Palestinian government. This put strain on the cash flow of government institutions including the PWA. Strikes started in October 2012 and have continued through March 2013. The Finance and Administration section could not pay the regular staff and had to correct their procedures and past-due payments.

On **04 March 2013**, a meeting was held between the PWA, RO Ramallah and the TL. The PWA informed that they could not accept the names of experts proposed by the RO Ramallah (Karen Assaf and Anan Jayyousi). The RO Ramallah advised that changing experts for the last year of the project is not acceptable. The Office also informed that the annual plan for the third year would be reviewed in coordination with the CZDA only after the submission of outstanding project reports and resolving the issue of the TL's contract. The Minister of PWA proposed three options for solving the situation:

- Moving MYWAS to another Ministry (such as the Ministry of Agriculture)
- Continuing the project with PWA under the new conditions or finding a modality where the experts could be paid from the project budget through channels other than the PWA
- Terminating the project

On **06 March**, the external auditor submitted the Financial Statements and Auditor's Report for the period 1 April 2011 – 31 December 2012. In the opinion of the external auditor, the accounting procedures and records were correct.

The PWA submitted the QR for September – November 2012 on **10 March 2013**. This report also included a financial report for 01 April 2011 – 30 November 2012, described activities for the reporting period and included work plan for the second year of the project (May 2012 – April 2013) as well as description of the three basic MYWAS scenarios.

The technical QR for December 2012 – February 2013 has been submitted by the ISC on **25 March 2013**. This 3rd quarterly report highlights among others the targets from the project document to show what has and what has not been accomplished and includes an assessment of what most likely will not be accomplished by the end of the 2nd year budgetary period. On 07 April 2013, the ISC submitted a memo to the Czech Development Agency on the state of the project and recommendations for its successful conclusion. This memo also mentioned the possibility to appoint a Czech SC member. The management design has been identified as the main cause of delays; the PWA was given responsibility for the development and adaption of MYWAS/WEAP as well as for external services. Frictions with the external services negatively influenced the implementation of the project. The ISC recommended the following steps:

- Reorganization of the external services (referring to the TL, Local Consultant, Annette Huber-Lee and the SEI) to the RO Ramallah or to an external Palestinian organization
- Transfer of financial management to the RO Ramallah (required amendment of guidelines, even if acceptable to the MOF, could take substantial amount of time)
- Transfer of the project to the Prime Minister's (PM) Office (as the ISC pointed out, this may result in undesirable disengaging the PWA)

The ISC expressed the view that continuation without change would not bring any desirable improvement.

On **10 April 2013**, the MFA defined conditions for disbursement of funds for the 3rd year of the project: Improved management (no delay in payments to external TA, adherence to the work plan), maintaining the project team under the leadership of the current TL under the initially agreed conditions. Following a request from the PWA, the TL eventually left the organization in **May 2013**. She has continued working with the MYWAS team and project outside of the PWA premises.

In the meantime, options for completing the model have been discussed, with the involvement of the CZDA and CZDA Project Technical Monitor. Transfer of the research part of the project to the An Najah University was considered the best option. In **July 2013**, RO Ramallah wrote a letter to the PWA communicating recommendation from the CZDA to use some standard measures to strengthen the ownership of the project by the PWA, the accountability between PWA and the donor, enhance further spread of know-how to the

Palestinian experts and scholars and to ensure sustainability of MYWAS after 2014. The following steps were recommended for the period August 2013 – December 2014:

- Creating a Project Board consisting of Czech and Palestinian water experts, a Development coordinator from RO Ramallah, staff member from PWA and representative from the Prime Minister’s Office
- Creating a research center at the An Najah University to fully cooperate with the PWA on the project
- The TL and the Local Consultant would share their knowledge with the students at the University as well as with the PWA employees. The project should be monitored by the steering committee and supervised by the Project Board to ensure ownership with the Palestinian authorities

The formalization of these measures was to be agreed upon by the PWA and the RO Ramallah with the exchange of letters.

On **09 July 2013**, the RO Ramallah asked the PWA for second year reports due in June (4th quarterly and 2nd Year Financial Report with copies of all bills and invoices). In this letter, the RO Ramallah also requests the suspension of all transfers on both project accounts pending the submission of the requested reports.

On **10 July 2013**, a meeting was held between the RO Ramallah and the Prime Minister of Palestinian Authority where the Prime Minister agreed on the following priorities:

- Immediate preparation of the financial report for the last quarter of year 2 and for the whole year 2 by the PWA to enable control of expenses from the project account - Presentation of complete accounts and identification of all payments
- Preparing proposal for the Research Center at the An Najah University (as proposed by the RO Ramallah and consulted with the MFA)
- Solution to divide funds between the new Research center and the PWA

In his E-mail from 22 July to the CZDA Technical Monitoring Expert and the RO Ramallah, the Prime Minister requested the draft work plan for the MYWAS at the An Najah University.

On **18 July 2013**, the PWA submitted technical QR for February – May 2013 together with the Annual Report for the second year covering the period June 2012 – May 2013. The submission letter from PWA informed that the financial report would be submitted separately. The financial report was submitted after several reminders from the RO Ramallah on 10 February 2014. In addition to describing the progress, the report also addressed the delay of project activities during March – May 2013 when several meetings were held with the RO Ramallah to evaluate the progress and to find appropriate solutions; it has not been possible to reach solutions acceptable to both parties and the report could therefore not be completed in time. The report also mentions that the MYWAS team has succeeded in collecting the full set of data for West Bank which made MYWAS/WEAP a full working model. According to information received from several interviews during the fieldwork April-May 2014, data for domestic water has been entered except for Ramallah and parts of Hebron. Information received from SEI indicates that other data is also missing.

In their letter of **18 July 2013**, the PWA informed the RO Ramallah about freezing disbursements and transferring the whole balance to the AVAILABLE bank AC. The letter also states the willingness to transfer the balance to any other account designated by the RO Ramallah.

On **23 July 2013**, the RO Ramallah confirmed the receipt of Technical and Progress reports. It also noted that the copies of bills and invoices are missing since the end of the 1st Quarter of the second year. The RO Ramallah noted that this report is only a slightly altered version of the 2nd QR of the 2nd year as submitted to PWA by the TL. The RO Ramallah considers the report itself as a strong proof that the project has reached its limits within the initial framework and confirms the involvement of a scientific institution. RO Ramallah also expresses that it cannot accept the Czech side and the TL to be held responsible for the disturbances of the project related activities since both the RO Ramallah and responsible authorities in Prague have been doing their utmost to keep the project alive for the benefit of the Palestinian people.

With the termination of the second year technical assistance funding of the MYWAS project, RO Ramallah requested the PWA to transfer all remaining money in the PWA MYWAS accounts to the account of the RO Ramallah. These resources would be later re-allocated for MYWAS activities, based upon the overall Prague-approved work plan and budget plan for the third year of the project. The letter also explains arrangements for setting up a Research Center at the An Najah University to be led by Anan Jayyousi and splitting the budget between PWA and the Research Center according to a formula agreed upon the third year work plan and budget. The letter further recommends Kamal Issa to be also a member of the Project Board of MYWAS and the contact person between PWA and the Research Center. Same letter also informs that the external evaluation has shown that the expertise of the TL is essential (practically no progress has

been achieved after she stopped working on the project including considerably delayed technical progress report). The involvement of the Research Center would enable the TL to share her know how with the students as well as with the employees of the beneficiaries.

In his email of **05 August 2013** to the TL, the CZDA Project Technical Monitor comments on the draft work plan prepared for the third year. He also suggests the possibility of integrating a practical test into the last year of the project as has been discussed during previous meetings. The test would prove the credibility of the outputs from MYWAS/WEAP. The communication includes specific examples of projects with budgets. Using the model, the MYWAS team would select optimal sites for project execution and compile data for tender. The RO Ramallah or Czech Developing Agency should try to find financial resources necessary for project implementation.

The RO Ramallah suggested in their letter from 08 August to the An Najah University to start preparations for the establishment of MYWAS Research Unit within the University to develop the models and to train professionals in its use, in cooperation with the PWA MYWAS team, other ministries and the ISC.

In a meeting held between the RO Ramallah and the PWA on **28 August 2013**, the Minister advised that the PWA MYWAS team continue working without the TL and the Local Consultant. The Minister further advised that data collected for MYWAS could not be handed over to An Najah for technical and strategic reasons. Moreover, cooperation with An Najah could lead to suspicion of nepotism (the current Prime Minister has until recently been the Rector of the University which should be selected without tendering procedure). The PWA confirmed this position in a letter dated **12 September 2013**, commenting on the insistence on the part of RO Ramallah to retain Karen Assaf in the TL position, and on the decision of unlawful relocation of the project to the An Najah University. The letter informs that PWA will continue with MYWAS even if the Czech funding is withdrawn and the remaining amount of USD 171,254 can be transferred to the RO Ramallah.

Representatives from the Ministry of Foreign Affairs of the Czech Republic and the CZDA visited Palestine in **October 2013** to discuss the future of the project. Issues discussed with the PWA included:

- Payment of dues for January – September 2013 to the TL and Local Expert Agreement has not been reached and the Finance and Administrative Director requested that the project be handed over to a new Project Manager
- Closing year project year 2 and its continuation in year 3
It has been agreed to close year 2 by December 2013, including final report for year 2. Some activities will need to be reduced or transferred to year 3 (particularly information activities)
- It may be possible, subject to approval by the CZDA, to extend year 3 without increasing the budget. The PWA should submit plan of activities by 10 November 2013.
- The third year will focus on developing specific scenarios for possible development projects, using MYWAS, and on propagation of the model (as earlier proposed by the CZDA Technical Project Monitor)
- Subject to meeting all above deadlines and approval of activities, the MFA will transfer 5 million CZK for year 3 to the PWA project account.

The CZDA Technical Project Monitor prepared model investment proposals for the extent of technical works that could be implemented based on data available in MYWAS.

In their letter of **02 October 2013** to RO Ramallah copied to Prime Minister’s Office and the Ministry of Finance, the PWA informs, with a time lag of 10 months that the project has been suspended due to administrative reasons between January–September 2013. The letter includes a request for resuming activities to complete the project as planned. PWA proposed a project meeting. Proposal for the implementation of the third year has been submitted on 03 October 2013 and a plan of activities on 18 November 2013. PWA expressed the wish to continue and to complete outstanding project activities. PWA further confirmed the indispensability of the international experts – authors of MYWAS and informed that the MYWAS team will prepare budget for the third year.

On **20 November 2013**, the CZDA Monitor recommended a revision of the plan submitted by the PWA expressing the following reservations:

- The proposal is general, based on the initial project document, without indicators or dates.
- While the proposal talks about the necessity to develop and to apply AGSM in 2013, entering agricultural data has not been mentioned.
- Focus remains on research aspects rather than on agreed strengthening of developmental character.

- The proposal does not address the requirement for organizational activities that would ensure the functioning of MYWAS after the end of funding by the CR.

On **22 November 2013**, the RO Ramallah informed the PWA that the CZDA approved activities plan for the 2nd project year (May 2012 - December 2013) received from PWA on 18 November 2013; the PWA can use the rest of the money allocated on its account for relevant project activities. The RO Ramallah expressed a hope that all outstanding commitments especially salaries of experts will be compensated. The RO Ramallah also suggested a meeting on project year 3 in January 2014 to discuss and approve activities plan for the last project year.

The RO Ramallah requested the PWA on **02 January 2014** to submit financial and progress reports for the second year of the project (ending on 31 December 2013) by 31 January 2014. On 10 February, Karen Assaf submitted (in a personal and professional capacity) a technical and financial report prepared for the RO Ramallah and ISC (without corresponding vouchers). On **18 February**, the RO Ramallah advised the PWA that in the absence of project reports an evaluation of future activities, assessment of development impact of the project or approval of further funding is not possible and suggested concluding the project. The RO Ramallah suggested beginning a discussion about the conclusion of the MYWAS project. The letter also informed about the external evaluation and requested assistance to the team. In **April 2014**, the PWA submitted a progress report summarizing activities and achievements for the first and second year of the project (until December 2013), providing explanations for delays, and requesting and extension of the project for additional six months to complete financial activities and to finalize all planned. On **17 April**, the PWA submitted budget time line (accounts) for the second year up to April 2013 with vouchers and invoices. There are no progress reports for the period after December 2013.

On **11 April 2014**, the Representative of the RO Ramallah informed the PWA 2014 that the **project terminates by April 2014** and granted to the PWA No objection to use the remaining balance for the sole purpose of the project.

A decision has been taken by the Czech Government that from 2015, the CZDC in Palestine will focus on the social and energy sectors. The remaining funds from the WASH sector (Water, Sanitation and Hygiene) up to 1 million CZK could be used to support a small project (such as feasibility study).

2.2 THE LOGICAL PROJECT STRUCTURE

The *General Description of MYWAS Project Activities 2011-2013* approved along with the MOU signed on 07 March 2011 includes detailed description of activities for project years 1 and 2 with corresponding outputs, indicators and means of verification as well as inputs and corresponding budget for the first year. For the third year, a general summary of activities and outputs is provided with the clarification that specific indicators and means of verification are to be developed as the project unfolds. Also included are indicators for the overall objectives, expected results and impacts. Assumptions and risks are addressed only briefly, without relation to the objectives and outputs. The list of inputs included in the document includes only supplies; the staff inputs and inputs from the SEI are included only for the first year, in the project budget.

While the document provides a good description of a process that should lead to the desired outcomes, consolidated intervention logic for the project is not included in this or other available document and the casual relationship between objectives, outputs and activities is not always clear. Specifically, the outreach activities and related outputs are not linked to any of the four stated objectives. Indicators are not verifiable. Also missing is the information of overall requirements of TA inputs (personnel and SEI) and the budget for project years 2 and 3. The draft intervention logic from the Inception report of this evaluation has been discussed with the Team Leader and the Local Consultant and finalized during the field work. The final version attached in [Annex I](#) is based on consensus.

2.3 KEY ASSUMPTIONS AND RISKS

The *General Description of the MYWAS Project Activities 2011-2013* identifies several key assumptions and risks:

- Palestinian Authority dissolves due to political circumstances, and the PWA disbands.
- Israel Government does not allow water infrastructure development or data collection and monitoring in the West Bank.

Not specifically mentioned but implied in the text of the *General Description*

- A thoroughly trained long-term core team functioning within the PWA to: build the interfaced model so that it can be utilized for strategic planning; keep the data input up-to-date on an annual basis; plan, strategize and prioritize projects based on real data from the field and real demand data.
- PWA establishes and extensive and intensive program for data collection and entry to be utilized in the continuing updating of the MYWAS/WEAP model.

Other major external factors that emerged in the course of the project implementation, identified by the evaluation team include:

- Commitment on the part of PWA to developing and using MYWAS/WEAP for strategic planning;
- Organizational structure of the project that would allow the core MYWAS team to fully focus on their tasks (sufficient staff time) and involve the MOA on the MYWAS team from the stage of data collection (according to the MOA, agriculture uses currently about 45-50% of water and 5% is used by industries);
- Closer involvement of and cooperation with MOA, MOPAD, utilities, donors and other partners;
- Absorption capacity of the PWA and organizational arrangements that would ensure the functioning of MYWAS after the end of funding by the CR including: Updating district-wise data, considering possible scenarios and projections related to population growth, infrastructure projects, climatic changes, variations in agricultural techniques and prices;
- Continuity of staff working on the MYWAS team.

2.4 THE IMPLEMENTER

The project has been implemented by the Palestinian Water Authority – PWA the central authority responsible for water and wastewater resources in Palestine established by Presidential Decree # 90 issued on 26 April 1995. The PWA organization structure is included in [Annex J](#).

3 EVALUATION METHODOLOGY

The approach chosen for the evaluation is compliant with the international criteria and professional norms and standards (adopted and used by the MFA) and respects the Code of Ethics for Evaluators adopted by the Czech Evaluation Society on 09 December 2011. The evaluation has been based on the Formal Standards for Implementing Evaluations of the Czech Evaluation Society.

Evaluation design has been non-experimental (descriptive); no attempt has been made to create intervention and non-intervention groups and the emphasis is on description, *one shot* (situation during the evaluation).

The **methodological approach** reflects the purpose and objectives of this evaluation as defined in the tender documentation and follows the requirement for evidence-based assessment. The evaluation questions have been consulted with the reference group and agreed with the contracting authority. Questions that did not yield valid information have been re-phrased or left out. Each presented conclusion includes a clear reference to the source(s) of information or to findings during the evaluation. Evaluator’s own comments are clearly marked and adequately explained. The evaluation approach has been participatory based on consultation and dialogue, aiming at maximum involvement of key stakeholders in gathering information, commenting on preliminary findings and recommendations. Opening and closing briefings have been held with the PWA and the RO Ramallah.

The hypothesis formulated during the inception phase have been discussed during opening briefings, and preliminary findings, conclusions and recommendations during the debriefing to obtain initial feedback. Additional feedback was obtained by email and Skype. Active participation of stakeholders and beneficiaries contributes to increased relevance of the evaluation outputs and to their utilization within this group. Feedback from briefings and discussions has been considered during the formulation of conclusions and recommendations. Information for each question has been gathered from different sources and with the use of different data collection instruments. Information from different sources/obtained by different instruments has been compared (triangulation of methods and instruments for improved accuracy of information).

3.1 COLLECTION OF DATA

Review of secondary sources included detailed review of documentation: sector and strategic documentation, project documentation, the status of the MYWAS model, literature, overview of similar projects and donor interventions. Review of secondary data included complex **assessment of the intervention logic** including an analysis of key assumptions and risks in the pursuit of the objectives.

Instruments for **gathering primary data** were mainly qualitative. Interviews and group discussions have been held with stakeholders, experts and key informants including the MFA and members of the reference group, CZDA, RO Ramallah, PWA, the MYWAS team, the technical assistance team, and others. An overview of information sources is provided in Annex C and below. The interviews and discussions were semi-structured. The team also used **observations** of the working of the MYWAS model, and of communication within the Central MYWAS team and between the MYWAS team and the PWA. Important source of information has been feedback on **presentation and discussion of major findings, conclusions and recommendations from key stakeholders**.

The stakeholders/sources of information are divided into two groups:

A. Key stakeholders in the Czech Republic

- The Ministry of Foreign Affairs of the Czech Republic (MFA) – contracting authority
- Czech Development Agency (CZDA) – Coordinator of the evaluated project
- Reference Group – has the right to comment on the reports submitted by the evaluation team
 - Development Cooperation & Humanitarian Aid Department
 - Middle East and North Africa Department
 - Bilateral Economic Relations and Export Promotion Department
 - Ministry of the Environment
 - CZDA
 - Czech Evaluation Society

B. Key stakeholders in Palestine

- Representative Office of the Czech Republic in Ramallah (RO Ramallah) - Representative of the contracting authority and reference group member
- Palestinian Water Authority (PWA) - Implementer and partner organizations
- MYWAS/WEAP team - supports PWA in adapting MYWAS to Palestinian needs, inputting data and transferring experience and know-how to build PWA’s capacity
- Palestinian Ministry of Planning and Administrative Development (MOPAD) - Identification of water projects for development in line with the master plan and in coordination with PWA
- Ministry of Agriculture (MOA) - Important sources of agricultural sector data and potential user
- Palestinian Central Bureau of Statistic – main source of data about the Palestinian territories
- National Water Utility (NWU) (previously West Bank Water Department) – providing bulk water to most of the rural areas
- Providers of water supply services - provide and update information on supply, demand and other variables for inputting in the MYWAS/WEAP model; potential users of the database.
- TPAT (Technical Planning and Advisory Team for Water and Sanitation) – a World Bank/AFD project aiming at corporate development of the PWA
- Palestinian NGOs - are promoting practical research into the state of water resources
- Universities: Sources of information, know how, training. Academic researchers trained to do economic analysis around water planning and management under the project
- Local Experts – Consultants familiar with the project can provide information on its history and on current situation.
- Academic researchers - benefitted from training and present potential users of MYWAS database.

3.2 DIVISION OF TASKS AMONG THE MEMBERS OF THE EVALUATION TEAM

The project team has been selected to ensure that the specialists in the different positions have the required skills and experience for this assignment.

4G consite s.r.o. - the evaluation team	
<i>Marie Körner</i>	Principal Evaluator
<i>Hafez Qadri Shaheen</i>	Expert in Hydrology, Water Resource Management and Modeling
Project management, administration, technical backstopping and quality assurance	
<i>Jiří Tomášek</i>	Project management and administration
<i>Jiří Pištorá</i>	Technical and methodological support and quality assurance
<i>Dana Pištorová</i>	Quality assurance and administrative backstopping

3.3 LIMITS OF THE EVALUATION

Main methodological obstacles faced during the evaluation include:

- Limited availability of secondary data prior to the field phase (relevant/requested documentation was readily provided by stakeholders during the field phase);
- Weak project design (ambiguous project organization structure, the absence of Logical Framework Matrix (LFM) / revisions of indicators reflecting changes in the implementation schedule, analysis of risk factors);
- Due to the project context, the evaluation design is relatively weak; findings are based mainly on review of secondary data, interviews and observations.

4 EVALUATION FINDINGS

4.1 RELEVANCE

4.1.1 To what extent was the project consistent with the priorities of CZDC in the context of project cooperation between the CR and Palestine?

The water sector in Palestine is included in the Development Cooperation Strategy for 2010-2017. The project is included in the *Plan for International Development Cooperation of the Czech Republic for 2011 and Mid-term Prospect for its Funding until 2013* approved by the *Government Resolution number 440* passed on 7 June 2010. Funding in the form of monetary donation for the year 2011 has been approved by the *Government Resolution number 59* passed on 19 January 2011.

4.1.2 To what extent did the project address demonstrated priorities and concepts of Palestine, PWA and key stakeholders?

The specific objective of the three years project was to ensure that the PWA has the ability to evaluate and prioritize investments and policies in the water sector, looking at impacts system-wide, including different options. These objectives are entirely consistent with the national strategy for poverty reduction and the inter-ministerial national development strategy for Palestine (the strategy does not go to the level of projects).

The project has been requested by the PWA in 2010 as a continuation of previous phases aiming at the introduction of WAS/MYWAS as a planning and peacekeeping tool in Palestine as well as in the whole Middle East region. PWA and other stakeholders advised that they consider this project highly relevant. This has been confirmed in interviews with the PWA, the MOA, MOPAD, researchers and professionals. The Planning Department expressed its interest in using MYWAS/WEAP after the completion of the model. Commitment to implementing and completing the project has been reiterated by the PWA in several verbal and written communications (details are provided in [Annex F](#)). The Minister, PWA confirmed the importance of this project during the evaluation team’s introductory meeting on 27 April 2014 where he stated that the project would help to make the right decision and to optimize the allocation of limited water resources and expressed PWA’s commitment to its completion.

During interviews with different PWA staff, the evaluation team identified also other current priorities such as the implementation of WASH infrastructure. During the past year, there has not been any evidence of activities aiming purposefully at the successful completion of the project (such as continuing with the collection and update of data by the trained and highly motivated MYWAS core team members and completing the database). Meanwhile another planning mechanism has been accepted by the PWA and is being introduced under the TPAT. No convincing organizational arrangements for successful completion of the program and its continued use have been identified. Evidence from the evaluation suggests that the initial momentum and high motivation for the project have been offset by internal and external issues arising during the project implementation.

After several attempts to “rescue” the project, it has eventually been agreed to terminate it. RO Ramallah informed PWA via letter dated 11 April 2014 that the project terminates by April 2014 and granted to the PWA No objection to use the remaining balance for the sole purpose of the project.

According to the Ministry of Agriculture, the sector uses some 45-50% of water. Effective allocation is therefore of high relevance. MOA considers MYWAS/WEAP a suitable planning tool for this purpose and closer involvement with participation on the MYWAS core team would be welcome. The MOA also stressed the importance of a central database for both decision makers and implementers. AGSM that should provide data on agricultural demand is not yet ready: The software is ready (one of the tasks of Annette Huber-Lee/SEI), but available data has not been entered. Other interviewed stakeholder that should have been involved by the outreach activities such as service providers (Nablus Municipality, JWSSC Tubas-

Maythaloun, JWVJC, Jerusalem Water Undertaking or WSSA) or experts/consultants were not aware of the project or have heard about it once or twice. In particular, the service providers present important sources of data and the project should have reached out to them and keep them “on board”.

WAS/MYWAS/WEAP models are however well known in the academic community. WAS has never been applied in practice but it has been used for academic research at the An Najah and Birzeit Universities. The project TA team and the very enthusiastic MYWAS core team have demonstrated a genuine commitment to completing the model and to using it in practice.

4.1.3 To what extent did the project complement other projects and donor activities?

Related projects supported by the Czech Republic:

- Year 2008: *Presentation of the Water Allocation system – WAS*. Implemented by HOPE, coordination RO Ramallah; Funding 1,835,826 CZK (about 91,791 USD).
- Year 2008: Stage 1 “*Support to Infrastructure in the Palestinian Autonomous Territories with Emphasis on Water Management in 2008*” Implemented by HOPE (TL Anan Jayyousi), Coordination RO Ramallah, Funding Resolution of the Czech Government # 801/2008 of 27. 06. 2008 approved the release of CZK 60 million of extraordinary funding for development cooperation with Palestine in 2008. From these funds, 1,873,000 CZK (about 94,000 USD) was allocated for this project. Activities included Data collection and setting up WAS for Palestine; Training workshop at MIT; Presentation of the economic model for water use – Water Allocation System (WAS). The presentation in Ramallah in December 2008 was attended by academics, experts and government authorities. Franklin Fisher, the author of WAS/MYWAS, attended the presentation along with Annette Huber-Lee, co-developer. Following the presentation, the PWA and the CZDA signed a MOU; PWA adopted this model as its instrument for the management of water resources.
- 2009: 1,862,374 CZK (93,119 USD) has been allocated for the “*Water Allocation System (WAS) Project-Stage 2*”. Implemented by PWA in October – December 2009. Coordination CZDA, delegated to the RO Ramallah. The project supported the introduction of WAS by funding the following:
 - Procurement of WEAP (Water Evaluation and Planning) license and a hydrological model
 - Linking WEAP with MYWAS for data gathering
 - Hardware
 - Two workshops on integrated water planning and water economics for academics/trainers and PWA team/users on WAS/MYWAS
- 2010: *The value of water: Optimizing models for sustainable management, infrastructure planning, and conflict resolution*. Paper based on the work of the Water Economics Project (WEP). Presented by Franklin M. Fisher, Annette T. Huber-Lee at EuroMed 2010 — Desalination for Clean Water and Energy: Cooperation among Mediterranean Countries of Europe and MENA Region, 3–7 October 2010, Tel Aviv, Israel. Organized by the European Desalination Society. Received 16 August 2010; Accepted 16 November 2010. The paper focused on WAS/MYWAS with reference to planned improvements.
- Year 2011: *Networking Among Rural, Urban and State Representatives in Water Management* — 450, 000 CZK. Implemented by FoEME. Funds were used for workshops and the preparation of two studies on problems of access to water between Israel and Palestine.
- Year 2011/12: *Simulation of an agreement about division of water sources between Palestine and Israel*. FoEME, RO Ramallah, 446,820 CZK. The purpose of this project was to develop a proposal for division of water resources in the future Israel-Palestinian agreement. The result is presented in the report „An Agreement to Share Water between Israelis and Palestinians“, proposing a joint management of border water resources, Revised version published in 2012 includes proposal for practical steps and measures.

The projects listed above can be described as complementary, preparatory phases for the evaluated project.

The WASH sector in Palestine receives support from numerous projects and donor activities:

- *Technical, Planning and Advisory Team (TPAT) in the Water and Sanitation Sector*, July 2011 – December 2015. A sector reform review is currently ongoing to provide a new institutional and legal arrangement for the water and sanitation sector. PWA has been mandated to lead the reform. TPAT provides TA and capacity building facility for the implementation of the reform. TPAT developed water sector policy, strategy, regulations and supports PWA to implement it. Strategic Water Action

Plan is under preparation. TPAT works in the same sphere and with the same organization – PWA. There has been a scope for complementarity for preparing the Strategic Water Action Plan. There has however not been any coordination between these two projects. Each of them was aiming at improving planning on their own.

- Middle East Regional Agriculture Program - Draught Early Warning System, WFP. Planned. Includes several projects related to data transportation, data interpretation, establishing databases.
- APIS - Agricultural Project Information System. APIS was managed by the MOA and funded by AECID - Spanish Agency for International Development and Cooperation (completed in 2011). FAO provided TA. The MOA aimed to have all agricultural-related interventions stored in APIS, and to use this information in creating analytical reports for specific subsectors or areas in WBGS (West Bank and Gaza Strip).
- IMIS - Irrigation management information system with the Arab Agronomist Association. Agricultural Research Service/USDA (U.S. Department of Agriculture). The objective of this cooperative research project is to develop technology and methodology for efficient use of water in agricultural systems suited to dry land climates, by employing Irrigation Management Information System (IMIS) technology.
- MOA plans to build an information model for land and water availability to effectively utilize donor funding. Base year 2009/2010 – agricultural census with the Bureau of Statistics.
- CoCoons 2010-2013. Project goal: Putting access to and management of groundwater on the political agenda in Ethiopia, the Palestinian Territories and Yemen.
- Other major donors implementing WASH projects in Palestine include:
 - The European Investment Bank (EIB),
 - The French development agency, Agence française de développement (AFD),
 - German development cooperation has been engaged in the water and sanitation sector in the Palestinian Territories since 1994. Provides grants through the GIZ (German Federal Enterprise for International Cooperation) and loans through the KfW (German government-owned development bank). GTZ (Deutsche Gesellschaft für Technische Zusammenarbeit) also supported the creation of the National Water Council in 2006,
 - The Swedish International Development Agency (SIDA).

4.2 EFFECTIVENESS

4.2.1 To what extent were the intended objectives (results) achieved?

An overview of planned and actual achievements is provided in the reconstructed logical framework matrix (LFM) in [Annex I](#). The revised implementation schedule for year 2 (May 2012 – December 2013) and the termination of the project on 11 April 2014 (the last phase should have been April 2013 – November 2014) are taken into consideration.

During the first year of operation, the project laid good foundation but experienced some delays, explained in the project reports. For example, entry of updated demand, supply economic and financial data or linking MYWAS with the PWA database, planned for the first year, has still not been completed and the model cannot be validated. Linking MYWAS with AGSM planned for the second year (or entering the agricultural data directly in the MYWAS database) has not been completed either. The model could thus be used only for basic local (governorate) analysis of investments in drinking water under scenario 1. No such practical application has yet been implemented. The implementation slowed down considerably after June 2012 and no tangible results have been achieved after January 2014.

Objective 1: MYWAS established in the PWA and used to evaluate options and prioritize investments and policies in the water sector (interface with WEAP, AGSM and MODFLOW)

What has been achieved until May 2014:

- MYWAS has been interfaced with WEAP as planned for the first year.
- The database was developed during the first year and some 85-90% of governorate level data for the West Bank has been entered.
- Two PWA MYWAS core team members were trained to handle the system and to run the model.
- One of the core team members was able to develop the model for her MSc degree in water engineering.

- One MYWAS core team member can run MYWAS, understands it in theory and can use it to some degree.
- 1 pilot example has been developed for Ein Fashka near Jericho at the end of 2011 as an example for a workshop.
- 1 pilot example has been developed for Tulkarem (for MSc thesis).

What is required to complete the model and to make usable at the national level:

- Entering missing data, updating old data (older than 2 years);
- Updating data summary report with data available on demand by different user categories, supply, economic and financial data;
- Validating the model so that it can be used at the national level (In the meantime the model can be used at the Governorate or local level for areas where the database is complete);
- Capacity building of PWA, MOA and academics to run the model (at least 6 PWA, 2 MOA and 2 academics should be able to run the model, interpret output data and prepare feasibilities);
- Interfacing MYWAS with AGSM, with the PWA database and with MODFLOW. Option: entering available agricultural data in the MYWAS database;
- Introduce the model for use to key stakeholders (PWA Planning and other Departments, MOA, MOPAD).

The evaluation team estimates that if the PWA allocates sufficient resources, the basic country-specific model (with all drinking water data and linkage to the PWA database) could be completed by November 2014, and the first feasibility studies prepared before the end of this year.

Objective 2: Staff from PWA and MOA, and academic researchers, use the MYWAS database for economic analysis around water planning and management

- Database has been used by researchers: students from MIT as well as by students in Palestine.
- Netherlands CoCoons project used the database in Qalkilia (a joint meeting was held with the MYWAS Team since it was envisioned that the two projects should be coordinating).

Objective 3: Awareness about MYWAS and its potential among practitioners and academics from the region and the general public

- Few practitioners and academics in the region are aware of the MYWAS project. Some attended the only workshop held in May 2012. A paper has been presented by MYWAS team during a conference in Jordan. Another presentation was made at the Stockholm Water Week.
- After starting the project in Palestine, MYWAS/WEAP model is now being developed also in Jordan and Israel. Experts from GIZ, who supports the development of the model in Jordan, participated in MYWAS workshop in May 2012 and attended different meetings with the experts and MYWAS team.
- There have been several outreach meetings in small and large settings with researchers throughout the West Bank, as well as key ministries and agencies, notably the MOA, utilities and NWC.

4.2.2 Appropriateness of technical solutions

Methods for building the capacity of MYWAS team

MYWAS should be developed by three core team members, under the overall coordination of the Project Coordinator. The support team (and other PWA staff) will be its users. Three, later only two, core team members participated in trainings and workshops (locally and internationally) including those provided by SEI. The Project Coordinator attended one training workshop. Training was also provided for 13 MYWAS team members by the Local Consultant Anan Jayyousi, the TL, as well as by Annette Huber-Lee who came 4 times for one-week visits. The team was not available full time during her visits except for the two members of the core team. During her first visit, there was a problem with the model and Annette’s time was dedicated to fixing it. SEI staff Brian Joyce made three short-term visits between February 2012 and September 2012. Between May 2011 and September 2012, different member of the MYWAS team also attended six workshops on related topics: Three in Amman, and one each in Abu Dhabi, Tunis and Istanbul. Each team member participated in 1-5 workshops. Kamal Issa, Hala Barhoumi, Beesan Shonnar participated in five trainings, the rest in three on the average. The team has been provided with training materials. Backstopping by the SEI team has been provided by email and via Dropbox. Backstopping and mentoring by the TL and the Local Consultant has been provided during meetings, by email and via phone. A practical manual has been prepared for practical use of the MYWAS/WEAP program.

The evaluation team established that only two of the three MYWAS core members are capable of using the model. This has been mentioned in the debriefing presentation and met with some protests from the TL and the SEI team who provided detailed information on the trainings and workshops and stressed the hands-on

character of the training. The evaluators do not question the effort made by SEI, the quality of the training, of the training materials or of the follow up. It is the training methods, which were not found as effective in the given environment as they may be in other circumstances and the absence of training plan/curricula based on training needs assessment.

The data collection process has been closely monitored by the TL and the Local Consultant and supported by visits from the SEI team. They spent weeks with the MYWAS team checking and correcting the data entries. This has greatly facilitated the process of filling the database. Transfer of know-how by SEI focused on training in the form of workshops during visits of the SEI experts for members from the MYWAS team during which the SEI experts explained the steps for using the model and corrected problems; the MYWAS team has not taken part or participated in the problem solving process. Annette Huber-Lee visited Ramallah 3 times, Brian Joyce also.

The two members of the core team working with the MYWAS project at the time of the evaluation (Beesan Shonnar and Hala Barhoumi) are both well familiar with the model, but their ability to apply it in the practice varies. Hala Barhoumi has been working on her M.Sc. on MYWAS under the guidance of the Local Consultant. She used practical examples from “real life” to evaluate investments and to develop scenarios¹. In her own words, she still needs more practicing to master the model fully. Beesan Shonnar has a good understanding of how the model runs, what software it can handle or how to get and enter the data. She does not have practical experience but working and discussing with Hala Barhoumi helped her to progress on the use of MYWAS. The third member of the core team, Salam Abu Hantash concentrated more on WEAP and did her M.Sc. on its application. The Project Coordinator has been closely involved and has participated in most of the project activities. He knows what MYWAS model is about and has prepared data related to the water tariffs. Other members of PWA, who were named among the project team, participated partially in the project activities and attended some of the training sessions and the workshop, but none of them has an ownership of the model.

The evaluation team is of the view that on-the-job training by practical application of MYWAS/WEAP on selecting and prioritizing of projects for investments in Palestine (pending the completion of the database and validation of the model in governorates or smaller areas) would bring better results in developing capacity. In addition to PWA staff, interested academicians and experts with access to the MYWAS database and software could develop the level of “hands-on” understanding that would allow them to eventually use the model country-wide while seeking advice from SEI if needed. This could be done with the help of structured E-learning. E-courses are not as effective as physical presence, but combined with an intensive training course for the MYWAS core team in the USA, could produce good results. The Local Consultant could formulate 2-3 practical examples and the trainees could run them in MYWAS/WEAP under his guidance for say 3 hours a day for 2-3 weeks. (Such examples have been formulated by the Technical Project Monitor in 2013.) SEI would provide tutorials, monitor the training via internet and provide advice via Skype. The Local Consultant would use his understanding of the local context to support the interpretation of data. The trainees, supported by the Local Consultant and Hala Barhoumi, who is already well trained, backstopped by SEI could then train others.

An added advantage of this approach would be tangible results in the form of evaluated projects that could be used for PWA planning and would demonstrate the advantages of the MYWAS model to the PWA management and others. This has been proposed by the MYWAS team as well as by the CZDA Technical Monitoring Expert, but opposed by the External TA team.

In how far is the MYWAS model appropriate for strategic planning by the PWA?

Water resources in Palestine, Jordan and Israel are interconnected. Water management issues cannot be solved in isolation. MYWAS/WEAP has the political potential of using identical system for management of shared aquifers. MYWAS is a powerful tool for looking jointly across water and sanitation and provides a comprehensive view of which projects are jointly of value, and which should be prioritized. The evaluation team is not aware of an alternative to do such systematic economic analyses.

¹ Hala Barhoumi did 5 scenarios for Tulkarem in fulfilment of her MSc. Three scenarios: as is, Oslo Agreement, “Water spring”. Under each scenario – number of management options. Management options under scenario 1 (as is until 2025): rainwater harvesting, reuse of waste water. She concluded that in this way 3 million m³ can be gained per year.

4.2.3 What were the major factors influencing the achievement or non-achievement of results? How were possible impediments overcome?

Factors identified during the evaluation include:

- Problem with team work, discrepancies within the team;
- Lack of administrative support from PWA management;
- Internal conflicts within the PWA involving the TL;
- Too many people were involved (everyone and no one) – lack of ownership within the PWA;
- MYWAS has not been included as a unit under a department;
- The role of ISC was not clear to the RO Ramallah and the PWA;
- Dual responsibilities of the MYWAS team who had to give priority to duties in their respective Departments and often worked on MYWAS outside of their working hours;
- Communication between the PWA and the RO Ramallah;
- Insufficient Information and Communication;
- MYWAS/WEAP as a solution to improved planning of water resources was identified by the TL/PWA Advisor and external experts. The project document was written by the TL/PWA Adviser revolving around the scientific, engineering and technical support of SEI (especially Dr. Brian Joyce, Jack Seiber and Stephanie Galatis) and Dr. Huber-Lee, as mentioned in the Budget guidelines and the signed contracts.
- Technical monitoring by the CZDA started only in 2013.

The CZDA has decided to terminate the project in April 2014 with no objection to PWA to use the remaining balance for the sole purpose of the project mainly for the following reasons:

- Stagnation in implementation since January 2013;
- Inconsistencies in financial management, lack of transparency in transfers of funds from the main to the operational account;
- Delays in submitting reports allowing to evaluate the project progress;
- Differences of opinion about the continuation of the Team Leader: The incumbent has been a key figure during the planning and implementation of the project. The PWA did not propose any replacement with adequate skills and organizational experience;
- Lack of visibility of CZDC;
- Lack of involvement of Czech Experts.

4.3 EFFICIENCY

4.3.1 Could the same result be achieved with lower cost? Could better results be achieved with the same cost?

The evaluated project is included in the Plan for International Development Cooperation of the Czech Republic for 2011 and Mid-term Prospect for its Funding until 2013 approved by the Government Resolution number 440 passed on 7 June 2010. A total budget of 15,000,000 has been foreseen for the three years of its duration. Funding in the form of monetary donation for the year 2011 has been approved by the Government Resolution number 59 passed on 19 January 2011. The MOU signed between the MFA and the PWA on 7 March 2011 includes the itemized budget for the first year of the project (May 2011 – April 2012) amounting to 5,500,000 CZK. An overall overview of inputs and cost over the three years of planned project duration has not been available. Subsequently, the funds for the first year have been transferred to the project “mother account” in the Arab Bank in Ramallah managed by the PWA. CZK 5,000,000 has been allocated to the project for 2012 in the Plan of Activities for 2012 (*Plán činnosti České rozvojové agentury na rok 2012*) approved by the Government Resolution number 407 passed on 02 June 2011. Considering the specific condition of the partner country, it has been decided to contribute this amount from the financial donation. A corresponding Government resolution is not available.

Procedures for the management of funds followed by the Palestinian National Authority for bank accounts managed by Government institutions have been reflected in the MOU. According to this procedure, no payment can be made from the project account without getting an official written approval from the donor to the implementing authority. The donor also has a permanent online access to monitoring all financial transactions on the project account. This procedure replaced the existing mechanism of co-signature by the person authorized by the RO Ramallah. With the exception of the Skoda vehicle, 14.5% VAT was applied for all procured goods. 10% income tax has been added to the fees of international experts (the PWA confirmed to the evaluation team that this is unavoidable and in line with the Palestinian legislation). On 13 June 2012,

an amendment to the MOU was signed to include exemption of the technical assistance grant from taxes, duties and any other levies and its use for the sole purpose for the financing of the project.

In the budget for the first year, about 41% has been allocated for procurement of well-justified supplies, mainly hardware, software and vehicles. About 33% has been budgeted for international TA. This includes mainly remuneration, accommodation and travel expenses for the SEI experts, partly also members from the ISC. Local salaries amount to some 13% of the budget and about 9% are allocated for local travel and workshops. Accounts for the first year have been submitted with detailed explanations and together with corresponding vouchers.

In the second year budget, about 5% has been allocated for supplies, 21% for local salaries, 23% for local travel and workshops. Budget for international experts amounts to 45%. From June 2012, the PWA stopped providing financial reports to the TL. The TL prepared and submitted progress reports and financial reports based on estimates. This has been accepted by the RO Ramallah. There were several incidents of unauthorized transfers from the main account to which the RO Ramallah has not been alerted. These funds have been eventually returned and explanations provided. This issue has been discussed several times including during a meeting on 08 February 2013 attended by the PWA Minister, the Finance and Administrative Director, the RO Ramallah and the Ministry of Finance where the PWA assured that activities continue as per plans and delays are only in financial management. The PWA however later advised that the project had been suspended from January – September 2013. Progress reports have been submitted with delays and the submission of corresponding vouchers took even longer.

Payments to the TA team have been delayed (details are provided in [Annex F](#) and in section 4.1 above). In May 2014, dues to Annette Huber-Lee amounted to 33,345 USD for fees and expenses from June – October 2013. USD 15,000 was due to the TL for the period January – May 2013. During the joint debriefing meeting on 04 May, the evaluation team has been informed by the PWA representative that the dues will be settled within the coming weeks. Recently the experts have informed that their invoices have not yet been settled.

The project procured two vehicles: one Mitsubishi and one Skoda. Customs clearance and delivery of the Skoda took almost a year and the car has not been available during the period of intensive data collection. 74% of the funds disbursed for years 1 and 2 have been utilized, estimated 40% of the planned activities completed. Cost efficiency of training is considered rather low.

4.3.2 Were planned objectives and outputs achieved in accordance with the time plan?

Project year	Initial duration	Revised duration	Estimated rate of achievement against plan
Year 1	May 2011 – April 2012	-	70%
Year 2	May 2012 – April 2013	May 2012 – December 2013	10%
Year 3	May 2013 – April 2014	January 2014 – April 2014	0%
Average for the first and second year			40%

As the above table shows, delays in implementation were considerable. Results achieved after May 2012 were far below the planned achievements.

4.3.3 Were the funds utilized in accordance with the approved budget?

The first year budget was based on planned activities. The accounts were transparent and accompanied by vouchers. Financial Statements and Auditors’ Report for the Period from 1 April 2011 to 31 December 2012 have been submitted by the PWA on 06 March 2013. In the opinion of the external auditor, the accounting procedures and records were correct. While there is evidence of temporary diversion, the evaluation team has no evidence of misappropriation of fund for other than project purposes. An audit would be required to establish whether the spend amounts correspond with the budget lines and with the corresponding voucher that have been submitted with the final accounts in March 2014.

Disbursements and expenditure (at the average exchange rate of disbursements)

	Disbursed in year 1 and 2	Utilized in years 1,2 and 3	Balance as of May 2014
Total	CZK 10,500,000 (USD 580,459)	CZK 7,758,266 (USD 428,892)	CZK 2,741,734 (USD 151,567)

The PWA advised the evaluation team that 68,955 USD has been committed, mainly for payments to SEI, Annette Huber-Lee and to the Team Leader. The PWA also advised that these outstanding payments will be settled within a month. In September 2014, the TL informed that they have not yet been paid.

4.3.4 How was the project managed and monitored during the planning and implementation?

The RO Ramallah monitored the project very closely and submitted regular monitoring reports. 21 briefings available to the evaluation team from the period February 2013 - April 2014 show a close monitoring and reporting since the first irregularity of transfers from the primary to the secondary account has been detected. The RO Ramallah made a considerable effort to ensure the completion of the project with the existing external TA. The CZDA got involved in the project after receiving information about the non-approved transfers. A proposal was made to the PWA and to the An Najah University to move completion and management of MYWAS to the University, while PWA would remain the owner and user of the model. In March 2013, almost a year after delays in project implementation started and two years after the commencement of the project, the CZDA involved Technical Monitoring Expert who first visited the project in May 2013. The TL remained committed to the project also after her dismissal from the PWA. The ISC has been aware of the developments on the project and submitted report for the Quarter December 2012 – February 2013.

4.3.5 How properly was the intervention logic formulated and how was the LFM used?

There is no LFM, project has been managed and monitored on the basis of the *General Description of MYWAS Project Activities 2011-2013*. The LFM has been reconstructed by the evaluation team, reviewed and finalized in consultation with the TL and the Local Consultant, is attached in [Annex I](#).

4.3.6 Has financial management been done according to the agreed procedure?

During the second year of the project, PWA made withdrawals of funds from the main accounts without the approval and knowledge from the RO Ramallah. The PWA provided an explanation and the funds have eventually been returned to the main budget. Some payments (particularly to the external TA) were made with significant delays. Starting with June 2012, vouchers for financial reports were submitted with delay.

4.4 LIKELIHOOD OF SUSTAINABILITY

4.4.1 To what extent are the activities related to development and completion of MYWAS likely to continue?

The *General Description of Activities* did not pay sufficient attention to the identification and monitoring of possible risks. The likelihood of sustainability of achieved and planned results largely depends on the fulfillment of assumptions and avoiding the risks described in section 4.3 above.

Palestinian Authority dissolves due to political circumstances, and the PWA disbands

- This is considered unlikely. MYWAS/WEAP based planning is fully consistent with the responsibilities of the PWA as stipulated in the Presidential Decree # 1664 issues on 14.06.2014 related to the Water Law.

Israel Government does not allow water infrastructure development or data collection and monitoring in the West Bank

- This potential risk needs to be taken into consideration.

A thoroughly trained long-term core team functioning within the PWA to: build the interfaced model so that it can be utilized for strategic planning; keep the data input up-to-date on an annual basis; plan, strategize and prioritize projects based on real data from the field and real demand data

- The evaluation team identified only one person within the PWA who can currently run MYWAS/WEAP, but still needs additional training in set aside, social policy and fixed prices.
- Another MYWAS core team member has good understanding of the model and of its application. She could manage the system with additional training. There is a need for at least two persons within the PWA who fully understand the concept and can run the complex model.
- There is currently no programmer within the PWA well familiar with the required languages and software: Gams (linking SW) and Python (programming language). Tutorial for Gams is not available. If there is a problem, the programmer needs to turn to the SEI for advice. (According to the external technical assistance (TA) team, this will only be required after the country-specific (West Bank of Palestine) working and validated model is completed. The evaluation team does not see a reason why training and modeling activities could not run in the parallel.

PWA establishes and extensive and intensive program for data collection and entry to be utilized in the continuing updating of the MYWAS/WEAP model

- The program has not been established. While it was planned to fill up the MYWAS database with current data during the first year of the project (May 2011 – April 2012), the process of data gathering/data entry has not yet been finalized.

Commitment on the part of PWA to developing and using MYWAS/WEAP as a planning tool

- While the PWA Management expressed strong priority for completing MYWAS, it is currently adapting “traditional” planning tools with the support of the TPAT project². Delays in the implementation of the MYWAS project do not indicate a strong commitment.

Organizational structure of the project that would allow the core MYWAS team to fully focus on their tasks (sufficient staff time) and involve the MOA on the MYWAS team from the stage of data collection (according to the MOA, agriculture uses currently about 45-50% of water and 5% is used by industries)

- The three members of the MYWAS current core team are dedicated to their task, want to learn more and work hard to bring the project to a completion. They come however from different departments and work on the model part time. This current organization has not facilitated the completion of the model. MOA is not on the MYWAS team.

Information, education, communication and cooperation with MOA, MOPAD, utilities, donors and other partners

- The evaluation team is of the view that improved dialogue and exchange of information with key partners, particularly the MOA (50% of water is used in agriculture) would be beneficial for completing the database and introducing MYWAS for use. Some external TA members advised that such extension beyond the PWA has been planned after the completion of the model, when it is ready for use.

Absorption capacity of the PWA, organizational arrangements that would ensure the functioning of MYWAS after the end of external funding

- The PWA does not have the capacity and staffing resources to allocate sufficient staff dedicated full time to the completion of the model.
- After the completion of the model, budget will be required for sustaining the MYWAS functions. This includes funds for the annual updating WEAP license, procurement of Gams SW, updating MYWAS/WEAP (currently done through Annette Huber-Lee), developing SW for additional features (social policy, subsidies, fixed price policy for waste and fresh water), updating data for the database (every 2 years), collecting data for scenarios and management options. 2-3 persons who know the model very well need to be dedicated to its operation. At least one person (Kamal Issa) can assist with conceptual issues.

Continuity of staff working on the MYWAS team

- Several members of the MYWAS team have left since the project started in 2011. Departure of the few trained staff could result in their outsourcing (if they remain in the country) or in training of new staff.

4.4.2 Other factors influencing the likelihood sustainability of already achieved results?

The following factors mentioned during interviews with stakeholders in Palestine can be included under the identified risks:

- Unclear ownership within the PWA / No ownership by PWA from the beginning;
- No sustainability plan;
- No commitment demonstrated on the part of PWA;
- MYWAS has no clear place in PWA organization;
- Lack of common understanding about the project organization structure;
- Lack of clear mandate among the team members resulted in internal disagreements and fluctuations in the MYWAS team;
- Insufficient support by the Stockholm Environmental Institute;
- The fact that PWA staff has many crises to manage on a day-to-day basis gives them little sustained time to collect data, much less build new models;

² Until now, PWA does not have a strong planning mechanism. The model developed under the TPAT uses prioritization criteria that have been tested and are considered practical. However, the required valid data is not available. The Planning Directorate should collect the data but it lacks the needed human resources.

- The intent in placing the project at the PWA was to have ownership by the government, but the many competing issues for staff time were not appreciated at that time;
- Conflicts with the TL lead to the ultimate departure of the TL from the project without an adequate replacement;
- The proposed solution to base data collection and model development in the An Najah University and focus on model application within the PWA has not been acceptable to the PWA. Basing the development at a university allows for more effective capacity building, innovation, engagement and credibility when thinking of regional applications.

4.5 ACTUAL AND ANTICIPATED IMPACTS

4.5.1 What changes occurred during the project implementation and what is their likely cause?

Some awareness about the potential benefits of MYWAS/WEAP based planning has been created among the government institutions, NGOs, academics and professionals.

4.5.2 What is the likely impact on PWA and other beneficiaries?

Potential impact on the regulator, the PWA:

- Instead of presenting a “shopping list” to donors, PWA can present a list of logically and objectively prioritized projects. Donors may fund more investments.
- MYWAS can provide information for tenders for WWTP, justification for optimal use.
- PWA can use MYWAS/WEAP as the planning tool for the water sector.
- If the model is developed and used, the cost invested in its development could return in 1-2 years (the TL).
- MYWAS cost benefit analysis would provide negotiating tool to improve bargaining position of Palestine (Core team).
- Water information system (WIS) was supported by UNICEF; WIS benefited from MYWAS through expensive GIS software (PWA IT Department).

MOA and others

- AGSM, when ready, allocates land, water, labor and energy and optimizes the cropping pattern according to constraints in the inputs. This is used as input to MYWAS as agricultural demand for water. MYWAS/WEAP tells how much water is available.

Utilities

- Can use the model as the planning tool in their area.

4.5.3 What is the potential impact of using MYWAS on improving the water supply situation ?

Citizens

- Optimal allocation of water; water goes where most needed on priority basis.
- More equitable distribution of access to water and in prices can positively influence their willingness to pay water tariffs.
- With more effective water management, more WWTPs where water is reused will be built. More water will be available for domestic use. The task to locate 3-4 sites for WWTPs was given by the CZDA Technical Monitor; this was not implemented although 30,000 USD was ready for this activity.
- Optimal planning of water resources leads to improved reliability of supply, more equitable distribution and to increased access.
- If MYWAS/WEAP is properly used, investments decision are independent from staff priorities.

All water users

- MYWAS/WEAP optimizes the use of water resources across regions and sectors, factoring in economic, social and environmental values.
- Optimal options to allocate resources decrease of NRW (TPAT Director/Coordinator).

4.6 CROSS CUTTING PRINCIPLES

4.6.1 To what extent did the project contribute to good (democratic) governance?

- The MYWAS/WEAP project did not properly involve partners such as the MOA - partner for database and interpretation.
- The description of tasks in the contract signed with the project TL includes also activities related to her role as an Adviser to the PWA. Her position in the PWA facilitated the introduction of

MYWAS/WEAP to the Authority and the implementation of the project. When internal frictions started, it became a disadvantage for the project. After her dismissal and departure from the PWA, a replacement with adequate skills and experience could not be identified. The reasons behind the personnel crisis are not transparent.

- There was poor payment discipline for members of MYWAS team.
- Lack of transparency and accountability: The PWA did not adhere to the financial management mechanism agreed in the MOU. Delays in submission of reports and vouchers after the first year were considerable.
- The project de facto stopped after September 2013. The reasons behind it have been officially communicated to the RO Ramallah with delay, when the consequences became obvious.

4.6.2 To what extent did the project incorporate environmental aspects and considerations?

MYWAS/WEAP model in particular and the project in general gives a high importance to the environment and its protection. This can be summarized in the following:

- MYWAS model provides a management and planning tool that can be used for proper utilization of Palestinian water resources and effective distribution of these resources among the demand centers and populations.
- The model considers the safe yield of the available renewable water resources and puts constraints on any over-pumping from the different aquifers (North, East (Jordan Valley) and West).
- The planned scenarios can consider climate change. MYWAS as a tool can test the scenarios and investigate the optimal set of management options to mitigate any negative impact due to climate change.
- The model can handle different environmental related aspects such as the environmental cost of an investment, the environmental flows in a watercourse in addition to water quality issues.
- The model considers wastewater treatment and reuse not only as a future potential water source but also as an environmental necessity to reduce any environmental pollution from untreated wastewater.

4.6.3 How did the project respect human rights including gender equity?

- Three members of the initial MYWAS core team are women. No gender discrimination has been detected.
- Application of the MYWAS system would lead to more equitable access to water.

4.7 EXTERNAL PRESENTATION (VISIBILITY) IN THE PARTNER COUNTRY

4.7.1 External presentation of the CR as a donor (visibility)

Although some stakeholders were aware of the Czech contribution, efforts directed to visibility of the CZDC were limited. Handouts distributed during the only workshop in May 2012 mentioned Czech contribution, logo of CZDA has been used and the Czech flag was raised during the workshop. A paper about MYWAS presented at the conference funded by GIZ in Jordan also mentioned the Czech contribution. No logos are placed on the equipment procured under the project. Most of the interviewed stakeholders were aware of the support provided to the MYWAS/WEAP project by the Czech Government. Municipalities and local utilities were not aware of the project at all.

5 EVALUATION CONCLUSIONS

Evaluation criteria		Rate of fulfillment
Relevance		Rather low
Effectiveness		Rather low
Efficiency		Rather low
Sustainability		Low
Anticipated impacts		Rather high
Cross-cutting principles	Good governance	Low
	Environment and climate	Rather high
	Human rights and gender	High
Visibility of CZ DC		Rather low

5.1 RELEVANCE

The project reflects the priorities of the Czech Development Cooperation Strategy 2010-2017 and its objectives are consistent with the National Strategy for Poverty Reduction and the inter-ministerial National Development Strategy for Palestine. The project has been requested by the PWA in 2010 as a continuation of previous phases aiming at the introduction of WAS/MYWAS as a planning and peacekeeping tool in Palestine as well as in the whole Middle East region.

Evidence from the evaluation suggests that the initial momentum and high priority for the project have been offset by internal and external issues arising during the project implementation. The conflict between the TL/PWA Advisor and the PWA with its consequences for the project implementation and the impossibility to find a sustainable management and organizational solutions to issues arising during the project implementation acceptable to both the PWA and the Czech government have contributed to the ultimate halt in the project activities. These factors were compounded by the lack of convincing, practical demonstration of the MYWAS/WEAP potential and insufficient involvement of and support by other key stakeholders. The potential opportunity of complementarity with the TPAT project, in particular with support to PWA strategic planning, has not been explored. Although the PWA reiterated commitment to the project several times also during the evaluation, only the TA team and the highly motivated MYWAS core team demonstrated their interest in its continuation. The project has been terminated in April 2014.

Relevance of the project at this stage is assessed as rather low.

5.2 EFFECTIVENESS

Compared with the targets in the logical framework matrix, the project achieved about 40% of the planned results. MYWAS has been interfaced with WEAP, but the database is not yet complete, and therefore the model cannot be validated for nation-wide application. Evaluation of management options and feasibility for smaller areas, such as Governorate or a municipality where data is available to demonstrate the application of the model has not been prepared. According to the PWA, the existing database is accessible and can be used by other institutions, universities or researchers. So far, the only users have been academics and researchers. The AGSM database has been prepared by SEI, but data has not been entered. Data on agricultural water is however available but has not been entered in to the MYWAS database. To complete the model, several steps are required: Entering missing data, updating data summary report with data available on demand by different user categories, supply, economic and financial data, validating the model so that it can be used at the national level; Interfacing MYWAS with AGSM, the PWA database and MODFLOW (Option: entering available agricultural data in the MYWAS database); Introducing the model for using by key stakeholders (MOA, MOPAD).

Thirteen MYWAS team members have received training. Two members of the MYWAS core team are well familiar with the model, but only one has used it in practice for completing her MSc thesis. The MYWAS Team Coordinator was closely involved, participated in most of the project activities and understands the model. He has prepared data related to water tariffs. The remaining trainees have limited understanding. The evaluation team is of the view that training methods tailored to the specific environment of the project including working on a real-life case study of investment projects and preparing feasibility studies for the PWA management could have produced a better effect. Few practitioner and academics in the region are aware of the MYWAS/WEAP project. There have been several outreach meetings with researchers throughout the West Bank, as well as key ministries and agencies, notably the MOA, utilities and NWC. MYWAS/WEAP model is being developed in Jordan (with the support of the GIZ) and in Israel. GIZ representatives participated in MYWAS workshop in May 2012 and attended different meetings with the experts and MYWAS team members.

Major factors influencing the achievements include lack of administrative support, discrepancies within the MYWAS team and internal conflicts within the PWA, lack of ownership by a specific department, dual responsibilities of the MYWAS core team, communication between the RO Ramallah and the PWA.

The effectiveness of the project is assessed as **rather low**.

5.3 EFFICIENCY

Financial reports for the first year were prepared by the TL. Expenditure was well documented and supported by vouchers. The prices for supplies and services are considered reasonable. From June 2012, financial reports were provided by the PWA. They lack transparency - expenditure vouchers were submitted with considerable delays. Payments to the TA have been considerably delayed (some payments are still

outstanding). Auditors’ Report for the Period from 1 April 2011 to 31 December 2012 concludes that the accounting procedures and records were correct. While there is evidence of temporary diversion of funds (unauthorized transfers from the main account), the evaluation team has no evidence of misappropriation of funds. Realistic revision of the work plan has not been prepared until the beginning of 2013. By April 2014 (termination of the project), the project achieved estimated 40% of planned results, utilizing about 43% of the initial project budget (including unpaid commitments). The project has been closely monitored by the RO Ramallah and the TL. The ISC submitted one report. Project monitoring was based on the General Description of MYWAS Project Activities 2011-2013. Intervention logic has not been formulated. The CZDA appointed Technical Monitoring Expert only after information about unauthorized transfers, in May 2013. Between 33% - 45% of funds were spent for international experts who designed the MYWAS/WEAP model specifically for the Middle East. Without their specialized expertise, implementation of the MYWAS project would not be possible. This has been known during the project planning and approval.

Efficiency is assessed as **rather low**

5.4 THE LIKELIHOOD OF SUSTAINABILITY

The likelihood of sustainability has been assessed with the help of the assumptions and risks identified in the *General Description of MYWAS Project Activities 2011-2013*, and by the evaluation team in the course of implementing this evaluation. The major threats to the likelihood of sustainability include:

- Insufficient number of PWA staff capable of running the model.
- There is currently no programmer within the PWA well familiar with the required languages and software: Gams (linking SW) and Python (programming language common in Palestine). Tutorial for Gams is not available.
- There is no program for systematic collection of data to complete and use the MYWAS/WEAP model
- While PWA expressed strong priority for implementing MYWAS/WEAP on several occasions, it is currently adapting “traditional” planning tools with the support of the TPAT project. Delays in the implementation of the MYWAS project do not indicate a strong commitment.
- Absorption capacity of the PWA, organizational arrangements that would ensure the implementation of the project and functioning of MYWAS/WEAP after the end of external funding are not sufficient. The PWA does not have the capacity and resources to allocate sufficient staff dedicated full time to the completion of the model. All members of the core team have dual responsibilities. After the completion of the model, budget and 2-3 dedicated persons will be required for sustaining the MYWAS functions.
- About 50% of water is used in agriculture; the MOA has not been included in the MYWAS team. Their understanding of agricultural data and ability to interpret relevant outputs from the model would contribute to its completion and use.
- Several members of the MYWAS team left since 2011. Departure of any of the three core team members would pose a serious problem.

The likelihood of sustainability is assessed as **low**.

5.5 ACTUAL AND ANTICIPATED IMPACTS

MYWAS/WEAP optimizes the use of water resources across regions and sectors, factoring in economic, social and environmental values. Positive impacts/benefits in the case of completion and use of the model for planning and negotiations of water allocations could be considerable. According to the TL, the investment in the model would return in 1-2 years of its use. The PWA could present objectively prioritized projects and prepare plans for optimal use of water resources. MYWAS cost benefit analysis would provide negotiating tool to improve bargaining position of Palestine. The MOA would know how much water is available for agriculture. Utilities could use the model as the planning tool in their areas. Citizens would benefit from more equitable prices and distribution of water and from improved access; with more effective water management, more WWTPs where water is reused would be built. Optimal allocation of resources would decrease NRW. Reusing water from WWTPs would decrease environmental pollution.

Some awareness about the potential benefits of MYWAS/WEAP based planning has been created among the government institutions, NGOs, academics and professionals. The high potential benefits are however offset by the low likelihood of sustainability. **Anticipated impacts have been assessed as rather high**. Due to the missing results and low sustainability of up-to-date efforts, real impacts are low.

5.6 CROSS CUTTING PRINCIPLES

5.6.1 Good (democratic) governance

The MYWAS/WEAP project did not properly involve key partners in particular the MOA who should cooperate on the provision of data on irrigation water and the MOPAD (potential user). Lack of transparency and accountability hampered the project implementation and resulted in termination of the project in April 2014. Payment discipline for MYWAS TL and external experts was poor. Delays in submission of reports and vouchers created problems for progress and financial monitoring.

Good governance is assessed as **low**.

5.6.2 Environmental aspects and considerations

MYWAS/WEAP model in particular and the project in general gives a high importance to the environment and its protection. This can be summarized in the following: Proper utilization of the Palestinian water resources and effective distribution of these resources among the demand centers and populations; Safe yield of the available renewable water resources; Constrain on over-pumping from the different aquifers. Optimal set of management options would mitigate negative impact due to climate change. Consideration of environmental cost is included in the model. MYWAS/WEAP would also help to reduce environmental pollution from untreated wastewater. **In spite of the low likelihood of sustainability, the assessment of potential positive effects is rather high.**

5.6.3 Human rights including gender equity

The project contributed to gender equity and could lead to more equitable access to water.

Human rights and gender equity are rated as **high**.

5.7 VISIBILITY

Some stakeholders were aware of the Czech contribution but efforts directed to visibility of the CZDC were limited to the May 2012 workshop and presentation of the project in Jordan. Visibility is therefore assessed as **rather low**.

6 RECOMMENDATIONS

6.1 RECOMMENDATIONS RELATED TO PROJECT AND CONTINUATION OF CZ DC

Recommendation	Main addressee	Degree of importance
The remaining funds should be used for (i) outstanding payments to consultants; (ii) Capacity building and training; (iii) Running the model on real projects (on a Governorate level until the model is validated); (iv) Entry of existing and update of old data; validating the model; (v) Conference and workshops	PWA, RO Ramallah, CZDA	1
Create a MYWAS Unit within the PWA with clear organizational responsibilities and arrangements. The core staff of this unit should include at least Hala Barhoumi and Beesan Shonnar. This unit should steer the completion of country specific model for drinking water and later support the relevant PWA Departments with the interpretation of information generated by the model and ensure its updating	PWA	2

The scale for the degree of importance: 1 = the most important, 3 = the least important

The remaining funds should be used for (i) outstanding payments to consultants; (ii) Capacity building and training; (iii) Running the model on real projects (on a Governorate level until the model is validated); (iv) Entry of existing and update of old data; validating the model; (v) Conference and workshops

This recommendation is based on the debriefing presentation and feedback received from key stakeholder. It is largely based on the proposal prepared by the MYWAS team. In discussions with the TL and Annette Huber-Lee, the evaluation team suggested working with actual projects for on-the-job training in running the model as well as to demonstrate its practical use to the decision makers in the PWA. They were advised that this is not possible because the data was not complete, and thus the West Bank model could not be validated and could therefore not be used to test run specific projects. The proposed option of using a

Governorate where the data is complete was not considered a good use of time at a stage when completing the database is a priority.

Create a MYWAS Unit within the PWA with clear organizational responsibilities and arrangements. The core staff of this unit should include at least Hala Barhoumi and Beesan Shonnar. This unit should steer the completion of country specific model for drinking water, and later support the relevant PWA Departments with the interpretation of information generated by the model and ensure its updating

Creating a MYWAS unit staffed by the two persons in PWA who have a good understanding and practical experience with using the model could bring the project back on track with a longer-term perspective. The prerequisite for such possible continuation would be the implementation of the first recommendation.

6.2 RECOMMENDATIONS TO PROCESSES AND MECHANISM

Recommendation	Main addressee	Degree of importance
The management of contracts for external services (experts and cooperating institutions) should remain outside of the implementing partner organizations to avoid potential conflicts of interest. Options: the CZDA, Czech or international company or other organization	MFA, CZDA	1
Financial procedure agreements that would allow control of the RO Ramallah over project funds. This could be transfer of signatory right on main accounts to the RO Ramallah	MFA	2
Appointment of technical project monitors for projects requiring specialized skills from their beginning	CZDA	2
Assessment of absorption capacity of the partner/beneficiary to implement a project and to sustain its benefits after completion	CZDA	1
Coordination with closely related projects (such as the Technical, Planning and Advisory Team (TPAT) in the Water and Sanitation Sector that is introducing improved planning and tariff reforms in the PWA and is not well informed about the MYWAS/WEAP project)	CZDA, RO Ramallah	1
Cars and other equipment should be procured locally (if available) to avoid extensive delays due to customs clearance, particularly if they are cheaper than imports	CZDA, RO Ramallah	2
Assigned monetary donations should be based on precise Initial Project Proposal or full project document including binding indicators, eligibility criteria for the incurred costs, and clear responsibilities of all stakeholders	CZDA, MFA, RO Ramallah	1

The scale for the degree of importance: 1 = the most important, 3 = the least important

The management of contracts for external services (experts and cooperating institutions) should remain outside of the implementing partner organizations to avoid potential conflicts of interest. Options: the CZDA, Czech or international company or other organization

The management of contracts with the external TA has proven to be a major issue impeding the implementation of the project. Moving the management of contracts out from the PWA has been suggested by the PWA Minister as well as by the ISC.

Financial procedure agreements that would allow control of the RO Ramallah over project funds. This could be transfer of signatory right on main accounts to the RO Ramallah.

The mechanism for management of funds used for this project has not been proven effective and transparent. Options should be sought that would allow for a better control of funds by the RO Ramallah and CZDA.

Appointment of technical project monitors for projects requiring specialized skills from their beginning

The technical monitor followed the project since March 2013. Earlier involvement of an expert could help to gain better understanding of this technically complex project, the limitations and the opportunities it presents. The expert could review the logical structure of the project along with the organizational and management arrangement and assess possible technical options.

Assessment of absorption capacity of the partner/beneficiary to implement a project and to sustain its benefits after completion

Implementation of the project by the PWA seems logical given its mandate for water strategic planning. The PWA is, however, partner to many major projects in the WASH sector. The project requires full time dedicated staff, to establish the database and to learn the skill to manage it and to interpret data correctly. All members of the MYWAS core team have been working part time (details provided in Annex J, and had to follow the priorities of their respective departments. An assessment of the required time input and the capacities of the PWA before signing the MOU would help to make a joint decision on organizational arrangements with the PWA. The PWA may have decided to allocate full time staff, apply for new positions or to delegate the first years of the project to other suitable organization.

Coordination with closely related projects (such as the Technical, Planning and Advisory Team (TPAT) in the Water and Sanitation Sector that is introducing improved planning and tariff reforms in the PWA and is not well informed about the MYWAS/WEAP project)

There are several projects working with water related information systems. TPAT has been working with the PWA on capacity building and strategic planning at the same time as the evaluated project has been implemented. Coordination of efforts could have helped to save resources and to improve consistency of activities.

Cars and other equipment should be procured locally (if available) to avoid extensive delays due to customs clearance, particularly if they are cheaper than imports

The delivery of the Skoda car from Czech Republic, in particular the customs clearance took almost a year. It is recommended to buy local equipment if available to be at disposal of the project when needed.

Assigned monetary donations should be based on precise Initial Project Proposal or full project document including binding indicators, eligibility criteria for the incurred costs and clear responsibilities of all stakeholders

Experience with the evaluated project shows that direct financial support to local implementing institutions can go wrong if there is no fully-fledged Initial Project Proposal or project document including binding indicators, eligibility criteria for the incurred costs, and more clear responsibilities of all engaged stakeholders. In the case of the MYWAS project, no such document was available.

7 ANNEXES