The Welfare Association Consortium for the Management of the Palestinian NGO Project

ASSESSMENT STUDY FOR IDENTIFYING CAPACITY BUILDING GAPS FOR THE NGO SECTOR IN THE WEST BANK AND GAZA

Final Report

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List of Abbreviations

BGM	Block Grant Manager
BGP	Block Grant Program
CB	Capacity Building
CBO	Community Based Organizations
CBP	Capacity Building Program
MOPIC	Ministry of Planning and International Cooperation
NGO	Non- governmental Organizations
PMO	Project Management Organization (Of the Welfare Consortium for the Management of the NGO Project)
PNA	Palestinian National Authority

1. Executive Summary

World-wide, NGOs are called upon to play multiple roles in different contexts, as well as in the same context. Palestine is no exception, and in fact exemplifies an extreme range of diverse associations. Simultaneously, within the context of an emerging state, an increasing violence and a deteriorating economic situation with dire social consequences; NGOs are asked to: deliver more efficiently and effectively better services to more people in more places; provide relief in a non-paternalistic way; contribute to the construction of a diverse, democratic and vibrant civil society without being partisan; assist in the strengthening of a open, transparent, and democratic government without being political; help form a political culture that respects and defends human rights and diversity while creating organizational cultures that do the same; contribute to policy reform externally and internally; facilitate the empowerment of poor communities and the marginal populations without creating dependency; rehabilitate those with disabilities without offending their dignity; work in the macro without forgetting the micro; work in the micro without forgetting the macro; …all while coordinating resources, people, alliances with multiple agendas, multiple projects and programs in a complex, changing environment….and sending reports in on time (?!). 98% of the more than 60 people and organizations consulted in July-August, 2000 said that the work context is asking more of them today than 7 years ago, and tomorrow will ask more of them than today. It is no wonder that capacity building is on the agenda.

Similarly, just as the world and the demands it puts on us are complex, *capacity building* is not that simple either. It cannot be reduced to one action (training) or come as a packaged recipe, a prescription for an illness –take two and feel cured…or unisex shirt, where one size fits all. Organizations have unique visions, spirits, souls, hearts, heads, and systems…each has its own power relationships, patterns and forces that contribute to its good and bad health. Each has its own sense of purpose and meaning, however explicit or implicit, original or grafted, singular or multiple, shared or fragmented, well or ill-defined. Just as we learned years back in development that we can not apply pre-packaged solutions to communities and expect ownership, sustainability, and identification with the goals of the project - without understanding their inner workings, their life giving forces, their ways of decision-making, their values and culture; we have also learned that organizational change and development is embedded in a set of complex relationships. And just as we learned that we cannot change the health of a family and community living in poverty and violence by giving a course on basic foods and oral re-hydration; we have learned that training courses to staff may raise the knowledge and awareness level of individuals; but the obstacles to organizational excellence and significant improvement go beyond the lack of technical skills and capacities. Real capacity building begins with a recognition and respect for this complexity.

The following study has attempted to assess the practical and strategic, present and future capacity building needs of NGOs in Palestine, assess the adequacy of existing and planned capacity building programs and institutions, identify gaps between the two, and suggest how to bridge that gap in a way that respects and builds on what exists. In order to bridge that gap we draw heavily on the experiences in Phase I of

the PNGO, Block Grant Managers, Service Providers, Networks, PMO staff, and a judicious selection of outside organizations and consultants.

A cornerstone of the study was the identification of capacity building needs in workshops with NGOs, networks, studies, interviews, and other documents. The Bisan and Mas studies, for example, tell us that the overall situation of NGOs in Palestine is quite vulnerable and delicate. Resources and funding reflect great inequalities among the more than 1000 NGOs, with 20-30 large NGOs getting 50% of the funds. The geographic distribution of NGOs shows a neglect and relative absence in poor, rural villages and refugee camps. Most still have not redefined their roles and vision in a changing political context, and still do what they did years back. Regrettably, the studies also show a limited involvement of local communities in the design, conceptualization, planning, implementation, monitoring, evaluation phases of the program/project cycle. There is weak involvement of staff in planning and decision-making, and a lack of staff development strategies. NGOs still do not adequately monitor, evaluate, learn, or share lessons learned inside or outside their walls.

The PMO records from Phase I indicate that NGOs have difficulty in servicing the poor and marginalized. Most have trouble in formulating good proposals, and most failed to develop plans and mechanisms for sustainability. Similar to the Mas and Bisan studies; the PMO saw that the role of the community in project identification, implementation and maintenance was lacking.

In a familiar vein, and also extremely insightful, the PA Ministry of NGO Affairs, in its strategic planning document, identified the following challenges for NGOs, among others, the need to: revise their vision, long and short term objectives; implement an internal democratic system; increase community and popular participation; develop better mechanisms of reaching the poor and most marginalized; develop a clear vision and understanding of the nature of Palestinian society that we want to build; develop more adequate administrative and financial structures and systems; provide capacity building to face the prerequisites of the future; move away from charity work with a relief nature to professional development work; reach united stances vis-à-vis donor stances at variance with national policy; develop coordination and cooperation with the PNA; enlarge networking locally, nationally and regionally and internationally.

The preceding offers quite a demanding agenda for capacity building, but another part of this study was to identify the "supply side" of capacity building. Existing CB programs were identified from among universities, NGOs, the private sector. With no intent to discredit or disqualify any of the efforts to build capacity, in general, participants, NGOs, studies and evaluations alike have similar reflections. In general, the criticism is that capacity building is seen as training only, and training is seen as packaged workshops for individual staff in technical areas. The training agenda is determined and induced by donors, and is seen as a reward or punishment, or as a condition for funding. The selection of trainees, trainers and methods is frequently not the most appropriate or cost-effective. Regarding trainees, the criteria was not always clear or optimum. People attended because it was their turn for a course. Regarding trainers and methods, although trainers often had professional skills and knowledge in the subject area, they used traditional teaching methods and not the participatory principles and methods of non-formal education and adult learning.

Furthermore, by being donor driven, capacity building tends to focus on the effective management of inputs. While increased effectiveness in financial management, administration, and accounting is welcomed; the other side of the equation, the better management of outputs and facilitation of results, is often neglected. The "system" is designed to be better accountable to donors -which is acceptable, but it is not designed to be better accountable to communities and the people for whom we exist and serve - which is not acceptable.

A study of the PMO experience in capacity building and Block Grant Managers suggests that one of the qualities of the program has been in its ability to reach small organizations, and in the pioneering of a model of delivery of support. The experience has taught us, however, that BGMs have different capacities and experiences, and there has been little cross-fertilization among BGMs and their partners. Furthermore, others commented that the relationship was dominated by policies and procedures, and a real spirit of partnership was lacking. While this was understandable in the start up Phase I, the challenge is to move beyond the discussions about mechanisms and formalistic requirements, and to move into the substantive and strategic areas of organizational learning, sector learning and transformation, and policy change. Phase II and capacity building must be predicated on continuing to reach small organizations and Community Based Organizations, the accompaniment of the BGMs in their own efforts to build capacity of themselves and their partners, and in structured and periodic ways to interchange experiences and learning in nation-building issues, program areas and themes in CB and organizational development - among the BGMs and their partners. <u>As NGOS, individually and collectively, we need to constantly improve our work at the micro and macro levels, and strengthen the link between the two.</u>

Given the aforementioned discussion regarding the supply and demand in capacity building, and the gap; in this study we propose a Capacity Building Program, a definition and role for Capacity Building, a scope of activities, a set of working principles and premises, and an operational structure.

2. Research Methodology

1.1. Objectives of the Study

According to the Terms of Reference for this study, the primary objectives were:

1. To define the range of existing capacity building needs that will enable the Palestinian NGO sector to become more strategic and efficient in playing its role as a key service provider.

2. To assess the adequacy of existing capacity building programmes and to identify any gaps that will need to be addressed as part of Phase II of the PNGO programme.

3. To assess the capacity and readiness of local NGOs and institutions (their strengths and weaknesses and the comparative advantage of specific institutions and/or programmes) to lead and implement such programmes.

4. To identify donor-financed programmes and approaches (ongoing and/or planned) whose aim is to support NGO capacity building.

5. To propose, based on the findings reached, the most optimal mechanisms for addressing gaps in capacity building through PNGO II. In doing so, the study should:
>   a) draw, to the extent possible, on utilizing existing structures/processes, including local institutions/organizations, the present structure of the PMO and the Block Grant Manager Scheme
>   b) identify Technical Assistance needs, in terms of facilitation, external expertise and other resources, to render the activities of these structures and processes more effective, responsive and forward looking.
>   c) propose the scope of activities that can be provided by the PMO, through either a Resource Center and/or other mechanisms of delivery, which would complement and strengthen existing Capacity Building Programs, and strengthen the PNGO Grants Program.
>   d) provide further advice on the expertise needed to deliver these services, to what extent these can be met by existing PMO staff, and the support/training needs for the PMO staff to be able to meet the required needs. Also identify type/specializations of external human resources needed to render these services.

1.2. Research Methodology

This assessment was carried out during the period 25 October and 22 December 2000. The assessment utilized a number of qualitative research methodologies to provide in-depth exploration and analyses of research questions and to provide practical suggestions and recommendations. Incorporating the views of various stakeholders has definitely enriched the findings.

The Research methodology included:

1. Consultation with the PMO and the World Bank staff over various issues involved in the study, including the nature and relationships of the various stakeholders.

2. Semi-structured interviews, meetings/workshops with various stakeholders, including:

    1. The PNGO networks in the West Bank and in Gaza
    2. Key service providers
    3. Block Grant Managers
    4. MOPIC
    5. Ministry of NGO Affairs
    6. Key donors
    7. Other NGOs
           (See Annex N)

Interviews and meetings were guided by a set of open-ended questions that have been developed by the research team and discussed and finalized in cooperation with the PMO management. However, most interviews and meetings were conducted in the form of open discussions.

3. An examination of all reports on the training activities that were submitted to the PMO by service providers who were contracted to carry out the training during Phase I of the PNGO project.

4. A review of the reports of the most recent research projects that have been supported by the PMO to Bisan and MAS.

5. A review of other documents and reports that were made available by the PMO, especially the CB concept paper and the reports prepared by some of the consultants who have recently assessed governance structure and Block Grant Project.

6. A review of the interviews and workshop notes made during the Feasibility Study for the Resource Centre (July-August, 2000), especially regarding capacity building supply and demands.

3. Main Findings and Recommendations

Capacity development should be viewed as a holistic path to self-reliant, sustainable development. It is challenging and complex, and offers no recipes or easy answers. It recognizes that development is about people and institutions, and the multiple, ever-changing interactions that go on within and among organizations and social groupings at every level of civil society. It is about transformation, applying imperfect and uncertain means to undetermined and self-determined ends.

CB cannot and should not be viewed in isolation of the prevailing broader socio-economic, political and developmental context in the country. It should not be defined through the instruments used, but through its goal to enhance the capability of people, communities and institutions in improving their competence, problem-solving skills, their efficient and effective use of existing potential and capacities, and the creating of new potential. It requires an enabling environment and nurturing conditions. It requires participatory approaches to program design and implementation, local ownership, decentralized management, flexible instruments and procedures, new performance and evaluation criteria, and specialized skills, etc

The overall objective of the Capacity Building Program is to improve the competence, professional performance and the programmatic, managerial and technical capabilities of Palestinian NGOs and the NGO sector so they can progressively play a more effective and strategic role in Palestine, and have an impact in all levels of society and the state. This role includes continuously gaining greater competence in the provision of services, the protection of rights - especially of the poor and marginal groups, the ability to ally in and support micro and macro changes, policy reform and the facilitation of processes of individual, group, community and societal empowerment and development.

The specific objectives of the Capacity Building Programme are:

1. To ensure that the service delivery approach is made sustainable in the short term especially for the poor and marginalized groups and communities.

2. To strengthen the overall capacity and competence of CBOs through an effective Block Grant Program. This includes:

   ♦ Developing leadership and management capacity; financial and administrative capacity; effective policies and strategic planning; programming, monitoring and evaluation processes, reporting and communication systems; participatory action research and advocacy, etc.

   ♦ Increasing the relevance, impact, sustainability and ownership of programming by developing the capacity of NGOs to positively interact with their communities and develop effective ways to increase authentic community participation in all phases of the program cycle: diagnosis, concept, planning, implementing, monitoring, evaluation, systematization.

♦ Improving chances for financial sustainability of NGOs through effective fund-raising strategies, proposal development, and community participation including cost sharing, activation of values of voluntary work, etc.

3. To develop a comprehensive capacity building model that includes two approaches: an integrated capacity building model with CBOs and small NGOs and a broad capacity building model that targets the NGO sector as a whole.

4. To create a system of sector learning and organizational learning in strategic areas, program themes, and expand the knowledge and information available to NGOs and increase their access and utilization of such information.

5. To support the creation of "enabling environments" on the level of policy formulation, formulation of NGO strategic approaches, strengthening NGO networks, building specialized CB services, etc.

Given our analysis of practical and strategic needs, present and future, most of the NGO capacity building priorities, individually and collectively as a sector, will consist of improved learning and practice, within and across organizations, in the following 6 dimensions:

1. **understanding better the context of our work**…the political, social, economic and cultural trends and tendencies that define our working environment…what are the constant and changing realities of the population we work with and for whom we exist to serve? What is happening and why?

2. **building more purposeful and healthier organizations**… a vibrant organizational culture, identity, role and legitimacy within a demanding and dynamic Palestine…with a clear and shared vision, values and premises. Coherence and commitment, transparency and respect at all levels -governing bodies, leadership, staff. Those who should be involved in decision/making, are. Who are we and why are we here?

3. **Appropriate and supportive systems**…as human beings have systems that make them engage more successfully in the world, so do organizations - planning/monitoring/evaluation/systematization, funding, financial, recruiting, staff development, accounting, administration, reporting, etc. What tools, systems, policies and procedures do we need to improve and strengthen our work and impact?

4. **Program Effectiveness**…what are our programs trying to do…what changes and results do we want to see…what is our long term vision of success? What do we want to change, create and build, and how do we best do it? Why is what we do in our programs the most optimum and effective choice of projects and use of resources? How can we become better in our strategic issues and cross-cutting themes (gender, equity, impact, sustainability, replicability, scale, children, etc.?

5. **Organizational linkages and relationships**…what external relationships do we need to build with others to have more impact, promote policy reform, facilitate micro and macro changes, etc.   What kinds of tactical and strategic alliances can

we build to better strengthen projects, programmes, processes, policies and movements toward sustainability and our vision?

6. **Staff, the essential human element**….how can we better recruit, retain, motivate, train, sustain, strengthen, support, encourage, enrich, empower, appreciate the people who make all of this possible…our staff, leaders, co-workers, managers? How do we bring out the best in ourselves and others? What technical skills, knowledge, attitudes, abilities, qualities and approaches do we need to do more, have more, and become more effective? How can we have a better synergy between our personal/family/private life and our work life/professional life?

The Capacity Building Program has several assumptions. First of all, the purpose of CB is to improve the conditions of the poor, CB is not an end in itself. CB must be part of other processes of community development, national development, sector and organizational learning and practice. Secondly, NGOs are heterogeneous. We should not seek recipes, models, or packages to be applied in CB. Each has its own vulnerabilities and capacities, forces, and relationships. Accordingly, a typology of three NGOs is offered in the study:

> the strong, those with advance systems and a strong resource base, wide coverage, experience and rich network of partnerships…they might need CB support in networking, developing a partnership or accompaniment strategy, policy development and advocacy, strategic planning, civil society scenario planning, etc.
> the medium, those of smaller size and with particular areas of expertise and experience, but with limited coverage and resources, they might need CB support in key financial or programmatic areas, with accompaniment teams, and in organizational learning, proposal development, etc.
> the vulnerable, those with good potential but for a variety of reasons find themselves weak or in a position of disadvantage with funding sources, or lacking systems and support.

Thirdly, successful CB will involve all stakeholder in the conceptualization, designing, planning, monitoring, evaluation, and systematization of lessons learned ..in other words, in all phases of the CB cycle, or spiral, those who are effected are involved.

Fourthly, CB will not just focus on individual training, but will involve groups of people within and across organizations. The idea is to improve the capacity of individuals, teams, departments, organizations, networks, clusters of NGOs and the sector as a whole. CB will seek to create a critical and synergistic mass for change and improvement.

Fifth, the CBP needs to build on and strengthen existing organizations and resources, thus it will need to support the large NGOs in their capacity to accompany process and programs, service providers, the new consortium of service providers and CB institutions - in improving their pedagogical and methodological approaches, facilitation and training techniques and approaches.

Sixth, CB must be varied and holistic. It might mean: creating access to information and resources, improving advocacy and policy development methods, providing

technical assistance in specific program sectors or in financial/administrative areas, counseling, creating mechanisms for information and experience sharing, learning how to do complex organizational learning to work in complex environments; improving the Planning-Implementation-Monitoring-Evaluation cycle, learning how to systematize lessons learned; learning problem solving skills or learning to appreciate and build on strengths and the positive; learning to address root causes and the forces and power relationships that sustain them; learning how to involve and mobilize people and different social sectors on issues that effect them.

Walking from the Old Paradigm of training, capacity building and organizational performance	Towards a New Paradigm of capacity building, organizational effectiveness and legitimacy…and individual-organizational and societal transformation
Training-itus…training is seen as the solution to all or most organizational performance issues. Training is seen as an event.	Capacity building and transformation are seen holistically, are individual and collective, and have technical, social, political (not necessarily partisan) and organizational dimensions
People are brought into a training centre that is centrally located. i.e, a center in Ramallah	The Programme goes out to the people. Capacity building is focussed on and generated where people are working. Support offices in Gaza and the north, central and southern parts of the West Bank.
Packaged and prescribed modules and materials. The "recipe" approach to training.	Training made with participant input. Learner generated materials. Priority themes and materials come out of a process and real life work situations.
Transmission of knowledge…learn what is done elsewhere or by someone else, spoon feed that to trainees, and we imitate or adapt that.	Creation of knowledge…we learn from our own experiences as well as others. We put together many perspectives and jointly create something that has meaning to our work and reality, and the future we want.
Domestication and conforming to a pattern or generally acceptable behaviour, authoritarian relationships based on control, ascription and domination	Liberation and the creation of relationships that are based on equity and horizontality. Partnerships are based on mutual respect, equality, mutual support and appreciation
Banking education…those who know deposit knowledge into the heads of those who do not know. Education is done by experts and instructors, the process is teaching and teacher centered.	Expertise is in the group, everyone is teacher and learner …We are facilitators of a collective learning process which is participant centered. The word education comes from Latin, educare, "to draw out."
Training comes from a needs assessment and a list of our weaknesses. Attention is given predominately to the preparations for the training session and the "delivery" of the training session.	Training comes from a vision of what we want to create or build, and an analysis of vulnerabilities and capacities. Attention to adequate preparations and training is important, but we identify and from the beginning pay attention to what is needed to follow-up on the training and to put into practice what is learned (systems, policies, decisions).

What do people remember? 10% of what they hear, 20% of what they hear and see, 40-60% of what they hear, see and do. So, trainer talks, shows, and participants listen and do.	What do people remember? 80-100% of what they discover on their own, so facilitator sets up conditions for individual and group discovery.
Focuses on symptoms, appearances, deficiencies, "what is wrong?" Training focuses on the lowest common denominator of what we can agree to.	Focuses on how things are, and why? How we want things to be, and what are our capabilities and vulnerabilities in getting there? Builds on what people have and know. What is the highest goal we can aspire to?
The motivation for training comes because of donor requirements. It is a reward or punishment. Donors decide what is to be taught based on what they need to satisfy the system "upwards." Accountability is to the next levels of hierarchy.	Motivation for Capacity Building comes from a vision and ethic of betterness … the world expects and needs more of us technically, ethically and programmatically. We are accountable to people all along the "aid chain," but principally to the people for whom our organizations exist, the marginal population and the extreme poor.
People are seen and referred to as beneficiaries, target groups, recipients of training, students, trainees… Objects of programs. People serve the needs of the programme and organizational interests.	People are authentic partners in search for a better tomorrow and change…subjects with rights, actors and authors of their own development and transformation. Programmes and organizations serve the needs of people.
The challenge is principally to build up individual skills, knowledge, attitudes. People return alone to the same work reality with little sources of support to put into practice what was learned. Sources of support and follow-up, if they exist at all, come from technical expertise far from the work place.	The challenge is building up individual and collective skills, knowledge, attitudes and approaches…we seek to change mental models, systems and structures. Groups of people participate and share what was learned. We want to form a community of learning and practice across organizations. Sources of support come from fellow participants as well as other expertise.

In Annex G, the report describes **Implementation Mechanisms** that suggest ways to improve the Block Grant Program, the Development Grant Program and the broader Capacity Building Project.   Some of the ideas include Organizational Development training, providing planning and pre-phase grants, long-term collaborative agreements with BGMs, creating accompaniment teams, and how to provide technical support. Steps are also suggested to improve policy development and advocacy activities, as well as improve relationships with the PNA.

Regarding **Organization and Management**, (Annex H), the PNGO project should consider various options for building a system of governance that is inclusive, representative, credible and legitimate, but does not undermine or exclude the role and expertise of line management and staff in the execution or involve a conflict of interest.

A possible Governance Structure might include:

> a. An overall supervisory Board with a reasonable combination of NGO representation, independent professionals, PMO executives, representatives of the World Bank, and the Ministry of NGO Affairs.
> b. Three sub-units (A program Unit, Policy Development Unit and Fundraising Unit)

The detailed structure is beyond the scope of this study. However, special attention should be given to the following issues:

> a. Clarity in the role of the governance structure (Supervisory Board and Units) and the Executive Structure.
> b) Involvement of professionals who have a vision, do not have a partisan profile, are respected, understand NGOs and know the issues on one or more of the "fields of development". A reasonable representation and involvement of specialized professionals in the various units should be sought.
> c) A practical solution to the issue of conflict of interest (NGOs represented on the supervisory board or units cannot review or approve its own grant proposals).
> d) Gender Balance

The PNGO Project and its governing bodies might want to start thinking about such strategic issues as:

♦ How to make a difference in the NGO sector by creating the right dialogue, linkages, empowering NGOs in strategic planning, how to represent the poor, how to be more democratic and participatory, etc.

♦ To what degree does the project want to focus on current needs vis-a-vis future needs, practical needs vis-a-vis strategic needs, vulnerabilities/weaknesses vis-a- vis capacities/strengths, individual NGO CB vis-à-vis NGO sector CB, or what balance among the above?

♦ To what degree is the focus of the project to strengthen NGOs to work for/ serve the poor? (Are NGOs really serving the poor and marginalized?) and to what degree is the focus to help NGOs in building a civil society?

♦ What does the PNGO project want to leave behind? (the legacy) What processes will be sustainable, by whom and by when?

Another task for the PMO in the transition phase between Phase I and Phase II is to widen, deepen and accelerate the process of consultation with the multiple stakeholders so that the CB strategy is inclusive in all phases, and all feel ownership and commitment.   A major part of this will be the specific identification of resource people within BGMs, other NGOs and outside consultants to support the process.

Common methodologies, such as SWOT, or interviews with key people within the organization could be used to analyze the practical and strategic needs specific to each organization. What is recommended, however, is a more thorough organizational assessment/diagnosis, that really mobilizes staff and leadership around the whole idea

of organizational transformation, <u>over a period of time</u>. One time snapshots, one stop interviews, or one day SWOT workshops of organizations tend to be one dimensional, and do not really give adequate insights into the processes and forces within organizations.   More integrated approaches to organizational transformation and accompaniment exist, and should be part of the tool kit of CB strategies. Organizational improvement requires a critical mass of internal support that comes only through identification, ownership, and commitment to the purpose and methods of that change. Sustained and real change does not happen by decree or by leadership alone.

One of the proposed principal efforts in Phase II will be the co-authoring of a "book" on Accompaniment, Capacity Building, Organizational and Programmatic Transformation …written by all the stakeholders, based on their CB and OD experiences in Phase II. The "book" will be a parallel text of what we are learning, and become a kind of training and orientation manual on Organizational Development and Accompaniment, Capacity Building and include lessons learned, experiences, and good practices in Palestine in Phase II.   It will be an exercise of collective systematization, reflection, and practice.

Other instruments, such as participatory monitoring, evaluation and systematization of the project, should provide inputs into the "book" and be seen as part of a continuous process that leads to new approaches to the planning and implementation of activities and **individual learning, team learning, organizational learning and sector learning in themes and areas**.   These instruments should be user friendly, and developed, implemented and shared at all levels.

The CB program will be a "work in process," where the "architecture" (design) and the "carpentry" (how to put it together) have considerable stakeholder input over a broad spectrum of organizations and institutions.   That is why it is essential to have systematic and rigorous moments of reflection at planned times along the three years with <u>each</u> BGM and stakeholders, and with <u>all</u> BGM and stakeholders.   These collective workshops (say, every 6 months) of analysis and evaluation will enrich the next subsequent steps, and the methods, the tools, the vision and concepts as we go along.   Sharing information and experiences and good/ineffective practices is intentional, programmed and documented throughout the process. These collective, interactive learning sessions will also produce indicators, expected results, training materials, and other support documents.

Phase II should seek to create **another paradigm of evaluation, learning and practice**. As long as evaluation is seen as an instrument of the donors to reward and punish, to increase or decrease the flow of resources, to humiliate the imperfect, to sanctify the good; then we will see resistance, inhibition, and reluctance to discuss experiences. Even by saying we want to document and evaluate "best practices," we are closing off potential sources of invaluable learning. We learn as much from our errors as our successes. We need to create an environment within organizations and among organizations that celebrates learning, openness, and self-criticism. If there were such perfect or best practices, we would have all duplicated them by now and gone out of business.   Life and work in development and rights are not so easy or linear. Our approaches and instruments need to be changed so we truly share and learn from one another.

4. Towards an effective Capacity Building Program: Proposed working principles, activities and approaches

1. Introduction

Socioeconomic and political realities on the ground today demand more of Palestinian NGOs than yesterday, and will demand more tomorrow. All but one of the 30+ NGOs interviewed in July/August, 2000 for the Feasibility Study stated that more is being expected of them than 5 years ago, and more will be expected of them in the future. In order for the NGO sector to become more capable and responsive to those demands, new approaches and creative strategies aimed at building the capacity of the sector and of individual NGOs have to be considered. In nation-building, the question to be addressed is not only how can a capacity building program help NGOs become more effective and efficient today, but how can it help Palestinian NGOs, community organizations, broader Civil Society and the State at all levels, to think, act and relate more strategically and effectively on issues of rights, equity and development. How can the correlation of forces empower others and create an enabling environment for an inclusive and equitable development, now and in the future? How do we not just react to future events, but prepare ourselves to proactively play a better role in creating the future that we want to have?

Capacity development should be viewed as a holistic path to self-reliant, sustainable development. It is challenging and complex, and offers no recipes or easy answers. It recognizes that development is about people and institutions, and the multiple, ever-changing interactions that go on within and among organizations and social groupings at every level of civil society. It is about transformation, applying imperfect and uncertain means to undetermined, self-determined ends.

2. The PNGO Program During Phase II

So far, the Capacity Building program of the PNGO project has focused mainly on the delivery of training workshops/courses for NGOs that have received grants. Experience has shown a need for expanding and deepening the concept, approaches, and mechanisms for CB. If CB is to become a meaningful component of the project, it has to go beyond just training and enhancement of managerial capabilities. If Phase II wants to make a more meaningful contribution to the poor and marginalized, and the construction of civil society; it has to use its learnings and experiences from Phase I and step up to another strategic level.

If CB is to become the core component of the PNGO project, a major restructuring of the whole program has to take place. In order for CB to be able to respond to the needs of Palestinian NGOs, the poor, and civil society, the strategies and actions should be based of the results of needs determined through a process, and should focus on broad, nontraditional and non-generic approaches. Across the globe, after billions of dollars of development aid, millions of good ideas and good intentions, thousands of projects, and hundreds of conventions and peace talks; today in the fifth development decade we still are faced with rampant poverty, injustice, discrimination, violations of basic

human rights, and violence. Why is this? One of the reasons is projects are born from an urban center or foreign capital, funded and micro-managed from a different world, written from a desk in a comfortable setting, implemented by staff not sufficiently familiar with the reality of the people who are the intended "beneficiaries," not monitored, and evaluated by imported experts. **CB must be vision based and reality based, and co-created by those who are stakeholders in the process.**

This section proposes an integrated and comprehensive design for Phase II of the PNGO project with a specific focus on the capacity building program. The proposed program will focus on addressing the needs of the poor and marginalized and at the same time strengthen the capacity of NGOs, with special attention to CBOs.

However, there are a number of assumptions to be made explicit:

1. Since the ultimate goal of the PNGO project is to improve the situation of the poor and marginalized, the relationship between building the capacity of NGOs and responding to the urgent needs of the poor and marginalized needs closer consideration and clarity. The point of departure should be that CB is not an end in itself. It is a means and should be part of more comprehensive package, which includes service provision, institutional strengthening, community empowerment, organizational and sector learning, the rethinking and remaking of programmatic and organizational paradigms, the creation of strategic alliances among organizations for micro coordination and macro reform, and linked to and supportive of other "kindred" initiatives and movements in civil society.

2. The term "NGOs" refers to a wide range of institutions that differ in many ways (origin, size, vision, mission, strategic directions, mandate, scope of work, structure, governance, programs, target areas, target groups, budget, years of experience, number of staff, technical and managerial capacity, internal challenges, etc.). Finding one vision, strategy and methodology that address the specific developmental needs of all NGOs is improbable. A prepackaged or recipe approach to CB will not likely recognize, address or be sensitive to the inner workings, logic and life giving forces of each organization, and those factors that cause real change and improvement.

In order to respond to the needs of the poor and marginalized, and at the same time make strategic contributions to NGO capacity building, priority should be given to community-based organizations. Many CBOs, though comparatively less strong in resources, positioning, and systems versus their larger NGO counterparts, have considerable social legitimacy and a great potential for development. At the same time, and in order to contribute to the capacity building process of the NGO sector as a whole, other NGOs and NGO networks should be strengthened.

3. To multiply the effects of the project and to increase the possibilities for the sustainability of its achievements, the PNGO should build on the existing resources and experience. This means supporting the larger NGOs capacity in their efforts to be a more effective partner, do more integral "accompaniment," and facilitate a new paradigm of CB in their circles of interaction and institutional relationships. This also means <u>supporting service providers and other CB institutions and strategies in their search to improve methodologies, pedagogies, facilitation and training techniques, and innovative approaches Organizational Transformation and CB.</u>

4. Building a civil society that could respond to the needs of the poor and marginalized and protects their rights in the long-run requires the active involvement of local communities in identifying their needs and developing implementing and evaluating projects aimed at addressing those needs. Development is not something done to others or for others. It is not a service provided to others. Communities must be actors and authors of their own development, and acquire an understanding and assume a co-responsibility for the demand and vigilance of rights.

5. The assessment showed that the CB needs of individual NGOs are varied and voluminous. Therefore, the PMO direction and approaches to CB should not be dispersed, piecemeal, or just for filling gaps, but rather integrated, strategic and comprehensive. It makes little sense to intervene at the micro level (to train one staff member of an NGO, for example) in the absence of an enabling organizational environment for capacity utilization (an organizational commitment to an overall capacity building). Similarly it makes little sense to just strengthen a few NGOs, when a common learning and capacity building agenda is shared across networks. "The sector" needs and can contribute to making an enabling marco-environment in Palestine. If the PNGO project is to make a difference, then its program should aim at strengthening and linking communities, individual NGOs and NGO networks and structures.

Roles and Functions in Phase II …towards a new paradigm of development, rights, relationships - and individual Civil Society Organization and Sector effectiveness

The role of PMO in Phase II is more of a facilitator, convener and supporter of a "**collective"** of organizations comprised of BGMs, Service Providers, and key actors. The leadership PMO provides is that of taking the initiative in bringing the "right people and institutions to the table"…not necessarily a political or institutional leadership, or even programmatic or thematic. The idea is to provide forums, resources, support and opportunities to realize the following objectives in such a way that other leaderships, service capacities, and resources emerge. PMO does not lead the processes, it only helps support them to happen. It does make the decisions, it assures that there is a fair, transparent and representative decision-making process. It does direct, it seeks to assure that the direction chosen is done with all voices heard.

The role of PMO is to bring the Block Grant Managers and their counterparts together to do an NGO/CSO sector strategic plan, an operational plan, and an organizational development plan. In this process, priorities will be collectively made regarding:
1. The strategic vision, themes, and priorities for Phase II
2. The priorities for advocacy, public policy, and social policy
3. The priorities for systematization and sharing of lessons learned in programme themes (human rights, gender, equity, participation, children and youth, land, etc.) and sectors (health, education, agriculture, social organization, etc.)
4. The priorities for education and context analysis (social, political, economic), and the suggested appropriate methodologies)…priority themes for forums in the near and far future…mechanisms for dissemination
5. The concepts, approaches, and methodologies to use in doing organizational diagnoses and strengthen a process of organizational development in each participating organization.

6. The strategy for decentralized capacity building, with the accompaniment teams, coordinated and supported by the RFOs, but staffed by BGM and outside resource people
7. The form and system of governance throughout the process of Phase II, and A proposal for engendering CB sustainability beyond Phase II.
8. AN OPERATIONAL PLAN AND PROGRAMME OF ACTION FOR ALL OF THE ABOVE.

Over the 3 years, the division of responsibility may become blurred, because the key to success will not be just in each one playing their role, but in the formation of a collective decision-making process that is fair, honest, transparent, inclusive, visionary and strategic. PMO because of its present role, may be the "fair broker" and intermediary; but it should be willing to step aside in cases when a natural and democratic leadership emerges from the "collective." Its role may be to assure that the voiceless are seen and heard, that the flow of resources is based on merit, potential and real capacity and not just on existing and perceived or professed capacities, that the un-reached are reached, that the forgotten are remembered and have a place. PMO should seek that the correlation of power among NGOs does not discriminate against the smallest, the isolated, the innovative, the unsophisticated in project planning and marketing, etc. It should seek to ask challenging questions, to build a shared strategic vision, and to build a strategic capacity to reach that vision. It should stimulate innovation, replication, sustainability, organizational learning and sector learning. It should "mind the commons," and help cultivate the capacity of others in the collective to also "mind the commons," and not just each organization's traditional geographic, thematic sphere of action, or "commercial interest."

The role of RFOs, and PMO's support to them is key in this process. Again, they are not directing the process, or playing an active leadership role in a traditional sense. They are conveners, facilitators, "identifiers," supporters of the process in their regions. They should assure that the right people are coming together on the priority issues, and that the sector is acting and thinking strategically and cooperatively in their area.

The key capacity building for RFOs, CB staff, and BGM in Phase II is principally in the concepts and methodologies of
* Accompaniment – the different paradigms and approaches;
* Strategic planning, scenario planning - and the art, science and practice of organizational development/transformation;
* Building alliances and networks for effective and strategic advocacy and action;
* Methods to systematize and share lessons learned in sectors, themes, programming experiences;
* Approaches to participatory planning, monitoring, evaluation and proposal writing, and
* other areas of identified need.

RFOs, CB staff and select members of BGMs, who form part of the multiple accompaniment teams, will participate in a rigorous programme of generative but structured workshops/trainings/capacity building over the three-year period. PMO and BGM leadership will also participate in key moments of the capacity building

programme in order to contribute to, understand and support the broader process of NGO/CSO sector development and impact, as well as support (restructure, reorganize, provide mechanisms and forums) the process internal to their organizations. They will also need to build their capacity of governance throughout Phase II.

The essence of this capacity building strategy is organizational transformation for programme and sector effectiveness and impact. Whereas RFOs will not always or necessarily facilitate the OD/OT workshops with individual NGOs and CSOs, they should understand the art, science and practice of innovative OD in order to support the process and strategy, identify needs and help select resource people. In some cases they may facilitate the initial diagnosis, and then be able to make referrals to other resource people where special technical or programmatic expertise is required in certain areas. BGM staff will be selected in order to form the corps of facilitators, a kind of "barefoot doctor" or "barefoot OD facilitator," as well as the corps of technical staff on programmatic, administrative and financial areas of need.

Objective	PMO	Block Grant Managers	Service Providers	"Others"
Strengthen all stakeholders in their ability to "accompany processes" as well as projects, programmes and people	Provide & organize forums/facilitate workshops for BGMs and SPs and "others" to prioritize strategic issues for sector**. Forms Consultative Group RFO's** coordinate, monitor and follow-up on the process in their regions. PMO links regions. PMO supports Service Providers in their search for conceptual and methodological improvement	Forms part of the Consultative Group to help determine "paradigms" and approaches …each convenes their partners and assures learning within and across blocks.	Form part of Consultative Group. Identify, seek, **r**eceive and give innovative training and capacity building. Seek to know and provide the state of the art conceptually and methodologically	Consultants help generate options, facilitate, provide information of other experiences. Facilitate and advise the overall process of capacity building
Strengthen CSOs/the sector in policy development and advocacy	Provide & organize forums/facilitate workshops for BGMs and SPs and "others" to prioritize strategic issues for sector. RFOs help facilitate decentralized process of advocacy within their regions and link to other regions when needed.	Forms part of Consultative Group and mobilizes partners to participate in process.	**Same**	Provide training in advocacy concepts and techniques, using WOLA, Washington, D.C. methodology. Help do inventory of existing approaches in Palestine.
Strengthen CSOS/the sector in networking and strategic alliances	Provide forum/facilitate workshops and meetings for BGMs and SPs and "others" develop strategic alliances. RFOs help build with BGM strategic alliances.	Forms part of Consultative Group and mobilizes partners to participate in process.	**Same**	Help facilitate workshops in alliance building and networking, using PLA-Chambers et al plus others. Mapping of alliances.

Strengthen CSOs/the sector in their ability to systematize & disseminate organizational learning	Provide forum/facilitate workshops for BGMs and SPs and "others" on systematization methodology. Support training of trainers in this methodology. RFOS and BGM help identify key learnings and support the process of systematization and dissemination.	Forms part of Consultative Group and mobilizes partners to participate in process.		Help facilitate workshops in systematization methodology of Alforja-Panama. Help identify what exists inside and outside Palestine
Strengthen CSOs/the sector in their internal processes of strategic planning, continuous organizational development/ Transformation	Provide forum/facilitate workshop for BGMs and SPs and "others" to analyze different methodologies of SP, OD & OT,,, Training of corps of OD consultancies, RFOs and select Block Grant Manager staff in concepts and methods of NGO/CSO OD and transformation, RFOs coordinate process in their regions.	Forms part of Consultative Group and mobilizes partners to participate in process.	**Same**	Help identify existing methodologies & approaches, & compliment those with other innovative approaches (Save the Children-Norway materials… Three Grains of Sand).
Strengthen organizations in their internal administrative and financial systems	Help BGM identify corps of trainers and resource people in select areas and support the strategy of a decentralized mentoring and technical assistance in needed areas. RFOs coordinate process in their regions.	Forms part of Consultative Group and mobilizes partners to participate in process.	**Same**	Help identify and implement appropriate systems that serve stakeholder needs**.**
Strengthen organizations/ the sector in key program sector (health, education, etc.) /thematic (gender, children, etc.) development	same	Forms part of Consultative Group and mobilizes partners to participate in process.	**Same**	Bring in outside expertise and experiences on select topics…seek other experiences in state of the art and state of the practice.

The preceding should generate a rigorous, continuous, self-organized, self-directed, and self-sustained process of learning and practice within individual NGOs and within the NGO Sector as a whole.

Given the complexity of the Capacity Building issue and the sensitivities and controversies that surround it, and more importantly, the real need to generate a thorough discussion and understanding on the subject, it was obviously not possible to be comprehensive and cover all the questions and issues raised in the Terms of Reference and subsequent conversations - in 15 pages. As such, the preceding is an overview of the salient points, and falls fairly well within the limit, and the following **ANNEXES** provide more in-depth discussion and references on specific issues. Hopefully this format will provide the reader with a satisfactory orientation and discussion, with sufficient clarity as to where to turn to when more depth is required.

ANNEX A…Background of Palestinian NGOs

This section provides an analytical review of the situation of the Palestinian NGO sector and summarizes areas for capacity building to enable the sector to become more strategic and efficient in playing its role as a key service provider. An overview and assessment of existing capacity building programs is presented and a conceptual framework, practical suggestions and mechanisms for addressing NGO capacity building needs during Phase II of the PNGO Project are proposed.

Background

Development of Palestinian NGOs

NGOs are participants in and products of historical processes; and Palestinian NGOs have emerged and developed at different stages of Palestinian history. Their nature, evolution, mission, strategies and capacity were influenced by the prevailing political, economic and social forces in those stages. A comprehensive analysis of the historical evolution that explains the situation of Palestinian NGOs today is beyond the scope of this assessment. However, certain factors are key to understanding the "reality" of NGOs, what capacities exist and what capacities are needed for effectiveness in the short, medium and long term. Of those, the political situation. perhaps more than anything else, has shaped many Palestinian NGOs and continues to command their attention, orient their direction, and allocate their resources.

According to the study of MAS, 40.4% of the Palestinian NGOs are charitable societies, 30.4% are youth centers, 4.8% are cultural and relief organizations, 4.9% are development organizations, 3.5% are research organizations, 2.6% are human rights organizations and 18.3% are NGOs working in other fields

In general, most of the old NGOs that operated during the 1950s and 1960s, mainly charitable organizations, were established to respond to the urgent needs of the Palestinian people following the 1948 catastrophe. Their focus was on providing emergency and relief assistance to the Palestinian people, especially the disadvantaged.

The growth and development of the NGO sector during the 1970s and 1980s has often been associated with the inadequacy of the provision of basic services by the Israeli occupation. Many of the NGOs that emerged during this era were affiliated with political parties and became part of the popular movement. Those NGOs were created not only to fill gaps in service provision but also to participate in shaping an independent Palestinian structure and system that led the struggle against occupation.

The 1990s have witnessed a phenomenal growth of some NGOs, a collapse of others and the emergence of specialized research and training institutions. With the initiation of the peace process, the establishment of the PNA, and the rapidly changing context; the role of NGOs had to be re-assessed. Some of the NGOs, especially the established ones, began to focus their mission, attention, role and strategies on social development and the building of civil society within the emerging Palestinian state and vis-à-vis the government.

This era has witnessed several conflicts between NGOs and the PNA. The PNA, especially during its early years, has generally been reluctant to come to terms with the fact that it is not the sole driving force of development. Some PNA officials looked upon NGOs as partners and allies, others with envy, and others with suspicion and outright hostility. The development of the basic law that regulates the work of NGOs, the registration of NGOs, the freedom of NGOs, the role of NGOs and their funding were all sources of conflict to varying degrees.

Interested in supporting the peace process and in strengthening the emerging state, many donors have shifted their funding from NGOs to the PNA, especially during the first few years of the establishment of the PNA. While this was understandable, it is also understandable that the relationships, programmes, and impact could not re-created or constructed from one day to the next by a government. This shift has seriously affected the Palestinian NGOs, their resource base, and of course, their coverage, their work, and the people, especially the marginal. The shortage of funds and the new political dynamics have created new realities and challenges for all Palestinian NGOs.

ANNEX B…*The Overall Situation of Palestinian NGOs and their Capacity Building Needs*

The issue of NGO capacity building has started to be discussed in a serious manner only recently. The influx of funds during the 1970s and 1980s, mainly for political reasons, and the need to respond to the basic and urgent needs of the Palestinian people has delayed discussion on and masked the lack of adequate organizational capacity of many NGOs. As more and more was, and is, expected of Palestinian NGOs and as a result of the significant reduction of funds available to NGOs, it soon became apparent that the inspiration derived from a commitment to mission needed to be matched by the capacity to deliver. Good intentions, to have good results, need to be accompanied by good programmes, good systems, and good staff.

The following section attempts to map main issues associated with the work of Palestinian NGOs and their capacity building needs. The results presented in the section combine the findings of the studies carried out by Bisan and MAS, the examination of various reports and the field results of this study.
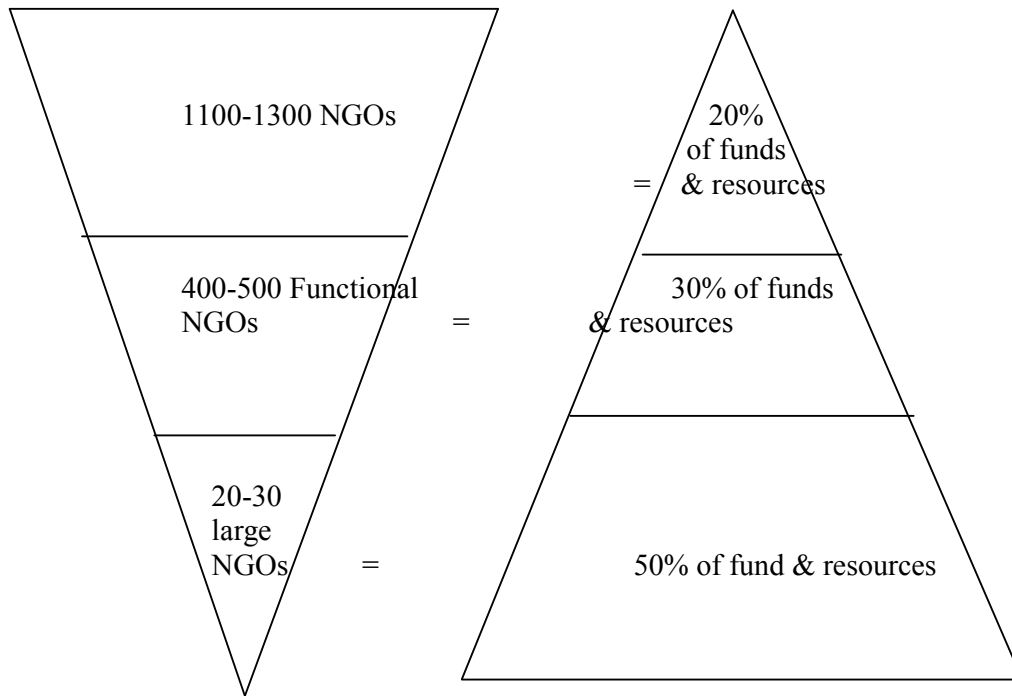
A) The overall situation of NGOs

It should be stated at the onset that one of the main obstacles that various research projects have faced, and macro level NGO capacity building efforts might face, is the lack of comprehensive and up-to-date information about Palestinian NGOs.

1. Resources and funding of NGOs

According to the World Bank the amount of funds allocated to the NGO sector before the Oslo Agreement was around US\$ 120-180 million per annum. Following the establishment of PNA this amount dropped to US\$60 million. This reduction has seriously affected the NGO sector's work. A few large organizations have been steadily expanding while the vast majority of NGOs have been struggling for survival. Many of the small community-based NGOs have reduced their projects, some are on the brink of collapse and some have closed down. This "unnatural selection" process of survival does not necessarily have to do with programme quality and impact, and is a cause for worry, given the deteriorating situation of the population itself.

A general mapping of the situation of Palestinian NGOs reveals the following:

There are around 1500-1800 Palestinian NGOs; some are registered others are not. Out of the total, 400-500 NGOs are functional (have established structure, systems, staff, projects, etc.) while the rest are struggling for survival. At the same time 20-30 NGOs have witnessed an exponential expansion in recent years. Those organizations might be receiving and managing half of the funds available to all NGOs.

1100-1300 NGOs	=	20% of funds & resources
400-500 Functional NGOs	=	30% of funds & resources
20-30 large NGOs	=	50% of fund & resources

According to MAS's study, the income of NGOs in 1999 was US$ 112,736,506. The study showed a wide gap in annual income among Palestinian NGOs. For example, in 1999, while NGOs in the central area of the West Bank represented only 26.3% of the total number of NGOs in the West Bank and Gaza, they have received and managed around 60.3% of the total NGO income. During the same year, Gazan NGOs received 17.2% of the total income while West Bank NGOs have received 82.8%.

MAS's study showed that while the annual budget for some NGOs has reached several million US dollars, the annual budget of other NGOs has not exceeded a few hundred dollars. For example, while the annual budget of one of the NGOs has reached US$ 14 million, the income of 50% of the NGOs was less than $ 9870 in 1999. Around 52% of the poorest NGOs, mostly community-based charitable organizations and youth centers, had a deficit in 1999. Some of the NGOs of the central area of the West Bank work at the national level. But this might not answer the wide gap in funding between NGOs located in the central area of the West Bank and NGOs located in other areas. It seems that NGOs in the central areas of the West Bank are stronger than others, have better links and access to donors and are able to attract external funding. If we are serious about equitable coverage within the West Bank and Gaza, this factor alone has major implications for capacity-building. Access, or the lack thereof, based on age, gender, class or ethnicity has always been a major development issue, and by extension, we should add, access based on organization or form of association. The present structure of funding, granting, capacity-building includes a relative few and excludes many. Were this exclusion and inclusion based on impact, effectiveness, and merit, it would not be so worrisome.

The study has also showed a wide gap in the distribution of the NGO income according to sectors. See the following table:

Sector	% of Total Income of NGOs
Health	32.3%
Childhood	16.6%
Charitable assistance	12.4%
Rural Development	6.9%
Education	6.4%
Rehabilitation of disabled persons	5.5%
Research	4.1%
Youth	1.3%
Others	14.5%
	100%

NGOs differ in terms of human resources (staff employed by the organization). While some NGOs employ hundreds of paid staff members, others do not employ any staff. While the average number of paid staff was 18.1 persons per NGO, 35% of the NGOs does not employ any paid staff.

2. Geographical distribution of NGOs
According to MAS's study, the distribution of NGOs in the West Bank and Gaza was as follows:

- ◆ 60% of the NGOs are located in Towns
- ◆ 29% of the NGOs are located in villages
- ◆ 11% of the NGOs are located in refugee camps

While some NGOs that are located in towns provide services to the whole region or operate at the national level, the above data shows that the distribution of NGOs is not in harmony with the population distribution: the majority of the Palestinian population in the West Bank live in rural areas and the majority live in refugee camps in the Gaza Strip. Capacity building needs to reach those who reach others…the greatest good for the greatest number.

3. Clarity of roles
Six years after the Oslo agreement and 5 years after the establishment of the PNA, most NGOs are still not clear about the implications of such development on their work. While some organizations have realized that the political development on the ground and the rising challenges for NGOs coupled with the reduction of funds, require serious attention and review of their mission, role, programs and structure, others have not even started the thinking process. While one task of capacity building is to increase the effectiveness of individual organizations; another more strategic role is the increased effectiveness of coalitions, networks, and strategic alliances in addressing the broader macro issues of policy reform, political culture, civil society, political economy and aid/trade/investment. "The Sector" can become greater than the sum of its parts.

4. Limited involvement of local communities

According to persons interviewed and the results of the Bisans' study, there is a general weakness in the participation and involvement of local communities in projects carried out by many NGOs. The results of the study showed that while 88.9% of the NGOs thought that popular participation should be integrally linked to the process of building civil society, a clear gap exists between this belief and its application. For example, out of the total:

♦ 59.9% of NGOs saw local communities and target groups as participants in identifying needs
♦ only 25% thought that local communities and target groups should be involved in project planning and design
♦ 48.8% thought that local communities should play an active role in the implementation of projects
♦ 38% thought that local communities and target groups should participate in evaluation
♦ 47.3% saw local communities and target groups as <u>only beneficiaries</u> of services and not full partners.

Those results surely reflect a weak level of involvement of local communities in the formulation, implementation and evaluation of projects managed by NGOs and point to a wide gap between what NGOs think the role of the community should be and their attitudes regarding the application of such a belief. The results might also reflect a narrow perception and understanding of the meaning of partnership with local communities on the part of NGOs or an NGO lack of trust in the abilities of those communities. It is clear from those results that NGOs need to seriously reconsider their role, approaches and strategies if they are to lead participative, empowering and democratic processes towards building a civil society. Again, how to facilitate a process of individual, collective and community empowerment, that is linked to a broader process of societal and citizen empowerment and participation becomes a major, priority theme in capacity building. As Gandhi said, the change begins with us, as we live the values we want to see present in society. Increasing community and people's participation requires building up new capacities in all phases of the programme cycle: diagnosing, planning, implementation, monitoring, evaluation and systematization - as well as building up capacities to involve people in our structures, decision-making, systems and forms of governance. On one level there is a technical issue of capacity building of community involvement; on a more difficult level there is a question of fomenting the political will and vision. Community involvement is much more than just a phrase or politically correct idea or a way to involve people in planning (manipulatively, coercively, in co-optation, symbolically, or authentically) it is a strategic issue what gives NGOs more legitimacy and more chances for sustainability, replicability, scale and impact. The NGO that does not have the capacity to envision and build empowerment, will more than likely serve itself and not others, and create dependencies. Building up an organization's capacity to involve communities is the essential step in moving from a paradigm of only providing services and palliatives to one of enhancing self-sustaining processes and collective self-esteem.

5. Weak management and administrative capacity
According to persons interviewed and the results of the Bisan and MAS studies, the main problems in NGOs work include the following:

1. Many NGOs are managed by ineffective administrative and governance structures. This includes the lack of a clear and shared vision, the lack of effective financial and administrative systems, a weak relationship between the governance structure and the executive structure, etc.

2. Many NGOs reported that they lack job descriptions for staff and suffer from weaknesses in such areas as monitoring and evaluation, reporting, program management, human resource development, etc.

3. Low level of transparency, especially financial transparency. Twenty-six per cent (26%) of the NGOs interviewed in Bisans' study believed that the current situation is not appropriate for NGOs to move to more transparent systems and to build accountability. Some of the persons interviewed during this study indicated that reasons for the lack of transparency might include: the lack of clarity in the relationship between NGOs and the PNA, the ambiguity regarding the future of the peace negotiations and the NGOs patterns and styles of management that have been developed over the years.

4. Lack of strategic planning skills based on a thorough analysis of the internal and external factors that influence the work of NGOs. NGOs continue to work in the same style and traditional structure.

According to Bisans; study:
- ♦ 18% of the NGOs indicated that they have no administrative structure and 1.4% do not have any kind of governance structure
- ♦ 12.6% of the governance bodies of NGOs do not have any agreed upon TORs or bylaws
- ♦ 24.6% of the NGOs do not have a program document
- ♦ 28.5% of the NGOs do not have an administrative system
- ♦ 23.2% of the NGOs do not have financial systems
- ♦ 46.9% of the NGOs do not have any kind of staff performance evaluation
- ♦ 16.4% of the NGOs do not have clear follow up, monitoring and evaluation systems
- ♦ 37.7% of the NGOs do not produce annual reports
- ♦ 38.2% of the NGOs do not have annual audited reports
- ♦ 20.8% of the NGOs do not clarify their systems and procedures to their staff and beneficiaries of their activities

It is worth noting that the presence of plans, systems or documents is very important. However, what is more important is whether the systems are acceptable, professional, and fair. Are they applied and how? Do they build accountability and transparency, strengthen participatory practices, clarify roles and responsibilities of various levels within the organization, etc.? If we build up the right systems, we build our capacity to have more impact, to measure and report it. Our systems, be they reporting, financial, performance evaluation, auditing, or in planning/monitoring/evaluation/

systematization - must reflect our vision, mission and values. They are not what we do or why we do it, but they should help us become better. The tail cannot wag the dog. But any living, healthy organism needs good systems to be more effective, organizations are not exception.

6. Weak involvement of staff in planning and decision making
In many NGOs, the participation of staff in decision making and policy development is marginal. In addition, Bisan's study showed that staff members of some NGOs do not meet on regular basis. When asked about staff meetings, NGOs reported the following:

Frequency of staff meetings	Frequency	%
Regular meetings	101	48.8
Semi-regular meetings	72	34.8
Irregular meetings	19	9.2
Meetings are held in exceptional situations	7	3.4
No meetings	8	3.8

Lack of regular and effective staff meetings might reflect a weakness in staff participation in decision making, a lack of horizontal and vertical processes of information and experience sharing and collective thinking. Our organizations must build up healthy, respectful and more democratic organizational cultures. We need organizational cultures that know how to listen to, learn from, and respect each each. One does not have to be a management guru to know that when staff are involved and feel a part of things they will commit to more, work better, and contribute more. They also have insights as to how things can function better. Organizations need forums and forms for these learnings and experiences to emerge and become accessible to all.

7. Staff development
Bisan's study indicated that the vast majority of NGOs have no clear strategies for human resource development. Participation in occasional and isolated training activities alone is not enough to assure that our staff are growing personally and professionally. How do we assure that in our capacity building that our staff see coherence in their work project and their life project, in their personal vision and in the organizational vision, in their own capacities and the capacities required to do better work, in the demands of society and in our organizational will and capacity? As organizations, we can not build a new civil society if we ignore the needs, wants, dreams and potential of our own people. If we make people wage earners instead of allies, workers instead of collaboraters, conspirators instead of co-inspirers, and objects instead of subjects; our own lack of staff development will become a serious limitation in our organizational and programme development and impact in society.

8. Weak monitoring and evaluation
Bisans' study showed that 83.7% of the NGOs reported that they have monitoring and evaluation systems while 16.3% do not have any kind of monitoring and evaluation of their projects. When asked about their evaluation strategies, mechanisms and tools, they reported that they depend on meetings and report writing. A number of persons interviewed indicated that reports are written to fulfil an administrative requirement, especially to donors, rather than as a means for documenting experiences, exchanging information and experience, promoting communication and transparency. In addition,

there are many problems associated with report writing because many staff members are not trained in writing professional reports, leaders do not read and sometimes are not interested. This means that we are not learning enough from our work, and what we do learn, we are not sharing inside and outside the organization. Capacity building is dependent on our capacity to learn, and that requires abilities and ways to learn.

9. Weak implementation capacity

27.4% indicated that they achieve their plans always, 70.3% reported that they sometimes achieve their plans and 2.2% stated that they never achieve their plans. When organizations that indicated that they sometimes achieve their objectives or those that reported that they never achieve their objectives were asked, why?, they gave the following reasons:

- ♦ 10.6% interference of donors
- ♦ 29.2% lack of cooperation of beneficiaries
- ♦ 34.2% lack of staff time
- ♦ 35.1% shortage of qualified staff
- ♦ 96.3% limitation in financial resources
- ♦ 10.6% Other reasons including lack of seriousness of the leaders of the organization, conflicts among the leaders, etc.

The intended result of capacity building is to implement better, for better results. Organizations and their leaders must have the capacity to negotiate with more effectiveness with donors. Staff at all levels must be able to manage their time and resources better. We must be able to constantly improve ("betterness") what we do.

10. Weak networking and coordination

Networking, coordination and cooperation among NGOs are still unclear as concepts, and they are implemented in an ad hoc manner rather than as an intentional set of core values on how we do our work and on which we base our programmatic and professional strategies. Bisans' study showed that while many NGOs are affiliated to one of the NGO networks, only 11% of NGOs reported that they use coordination and networking as a strategy in the implementation of their projects. Weak networking and coordination is also observed in the relationship between research and training institutions and CBOs or grassroots NGOs. Availability of funds seems to be the main catalyst for cooperation between them. This lack of linkages has practical as well as strategic implications. At the micro level we can not have sustainability and mobilize sufficient support without coordination with others, and we become blind to the experiences, learnings, resources and sources of support around us. At the macro level, we can not likely effect policy change, do advocacy or address broader contextual or structural issues if we do not develop new relationships.

11. Other weaknesses

MAS's study concluded that there is a gap between what NGOs offer and the real needs of the Palestinian communities from a quantitative and qualitative point of view, especially for residents of marginalized areas, rural areas and refugee camps. The study has also highlighted the weakness in the effectiveness of NGOs even when the services are available.

The vast majority of NGOs do not document their experiences. Past experience of the some NGOs is sometimes known to some of the leaders of the organizations. In some cases, the history of some organizations has been lost when the director or head of the executive committee has died or left the country or the organization.

B) Capacity Building Needs of NGOs

The above analysis shows clearly that beyond dedication and commitment, most Palestinian NGOs, especially CBOs, require adequate forms of governance, clarity of vision and mission and better qualified and more experienced staff. The analysis revealed that it is common to find NGOs which operate without planning, do not have an administrative structure, lack basic financial and managerial systems, lack participatory and democratic management styles, lack the support and active involvement of local communities. They are either understaffed or have staff without the necessary skills and experience.

When NGOs were asked by Bisan research team about their basic and developmental needs, the following answers were reported:

Needs	%
Institution Building	50.1
Fundraising	95.6
Tools and equipment	89.0
Networking relationships	78.2
Cooperation with local communities	67.7

According to the PMO records:
1. In the first Grant Cycle, 356 project proposals were submitted for funding. Out of the total, 202 proposals (56.75%) succeeded in the stage of initial screening, and only 100 proposals (28%) passed the institutional qualification stage.

2. In the second Grant Cycle, 239 project proposals were submitted for funding. Out of the total, 148 proposals (61.90%) succeeded in the stage of initial screening, and 122 proposals (51%) passed the institutional qualification stage.

Reviewing the reasons for dropping projects revealed the following:

• NGOs had difficulty meeting the objectives of the PNGO Project, namely the servicing of the poor and marginalized, and probably had difficulty identifying potential good projects for the purpose.
• Some NGOs had very good project ideas, but could not formulate good proposals.
• Some NGOs had good project ideas, but failed to develop plans or mechanisms for sustaining the project beyond the financing period of the PNGO Project.
• In most proposals, the role of the community in project identification, implementation, maintenance and fundraising was very lacking.

In short, many NGOs have problems engaging and facilitating the participation of communities in project identification, implementation and maintenance. NGOs also showed limited capacities in identifying and implementing poverty-focused projects and in sustaining the projects with local resources. External funding have been sought and little attention was given to devising these successful mechanisms for generating funding internally. These issues all form part of a capacity building agenda, within organizations and across organizations.

ANNEX C…The NGO Ministry's Strategic Plan and analysis of NGO's strengths and weaknesses.

In addition, the Palestinian Authority Ministry of NGO Affairs in its "Strategic Vision" Document of April 2000 identified the following challenges and weaknesses of the NGO sector:

Challenges that face NGOs
…to revise their vision, long term and short term objectives, and their strategies…
…to organize their internal structure in accordance with the NGO Law
…to implement an internal democratic system…
…to realize they cannot be a substitute for political parties or factions
…to increase community and popular participation…
…to develop mechanisms and strategies to reach the poorer and most marginalized…
…develop a clear vision and understanding of the nature of Palestinian society that we are trying to build
…develop its administrative structure and dispense with some of the political, individual or family composition
…to develop its administrative and financial systems…to enhance accountability, transparency and thus develop its productivity
…to provide capacity building….to face the prerequisites of the future phase…to move away from charity work with a relief nature to professional development work
…to combine voluntary work with civil society work
…to reach united stances in regard to some donor agencies imposing their agenda, which do not suit, and do not respond to the national development priorities
…to contribute to developing coordination and cooperation mechanisms with the PNA
…to enlarge networking on the local level, but also with Arab and international NGOs
…to contribute to developing a code of conduct between NGOs and G.O.s
Problems and challenges facing Palestinian Civil Society
…Weak organizational and professional structures
…Poor Transparency and professionalism
…Deterioration of voluntarism and its importance at the level of the NGO and society
…Competition and duplication
…Decrease and scarcity of funding
…The independence and freedom of civil work is restricted
…NGOs do not adopt national development priorities
…the above…combined with the deterioration of the relationship between NGOs and the social movements (women's movement, environment, labor, farmers, etc) and the political factions…will lead to regression of NGOs …poor effectiveness…non-sustainability. Some international NGOs try to compete with local NGOs…leads to negligence of some major development sectors…and some rural, poor and marginalized areas…and will weaken institutional development

The Ministry's study and analysis on NGOs certainly does not differ from the previous studies and the suggested needs, and in fact adds to the list.

ANNEX D…Existing Capacity Building Programs and their Strengths and Weaknesses

Capacity development remains in general a rather obscure concept. It lacks an agreed upon definition, a clear analytical framework, and clear and effective ways to make it operational. This is reflected, for instance, in the indiscriminate use of similar concepts: 'institution-building', 'institutional development', and 'capacity building.' It should be stressed that one of the first dilemmas of CB within the Palestinian context is the narrow definition of the concept. Many NGOs limit their definition of capacity building to training. It is no wonder that after hundreds of courses for thousands of staff and millions of dollars, we question our ability to really build capacity or are skeptical about such efforts.

A. Training programs

During the1990's, particularly the period 1995-2000, Palestine has witnessed a significant increase in NGO training activities. Most of the training activities are supported by external donors who focus on human resource development as a key component of the projects they support. Almost all of the people interviewed felt that there is an excessive abundance of training programs, but not comprehensive CB programs. The appreciation of training varies from one NGO to another. Some of the established NGOs that have human resource development strategies and internal CB plans appreciate training. Others see training as a waste of time and resources and agree to training because it is the condition of the donor i.e., NGOs would get the project grant if they agree to the training. The engagement of NGOs in training activities takes different forms:

1. Some of the large NGOs have developed their internal training capacity, mainly to strengthen field implementation of their projects. For example the Union of Medical Relief Committees has established a school for training rural health workers. Graduates work in the clinics and health centers that the Union manages. Some of the graduates work for other institutions. PARC has developed a range of training programs to strengthen its field implementation capacity.

2. Most universities have developed specialized centers that carry out research and/ or training activities in specific fields. Examples include: Beirzeit Community Health Department, The Women's Department at Beirzeit University, The Center for Primary Health Care at Al Quds University, the Training Department at the Islamic University etc. Most of those training and research institutions carry out training activities in their own field of specialty, either to support their program implementation or to assist in strengthening other NGOs. Almost all of those centers and departments depend on external grants and depend on their staff and other university professors and lecturers to lead the training activities.

3. Service providers
This includes a number of training institutions that offer services to other NGOs or individuals. This includes NGOs such as Maan, Bisan, the Center for Continuing Education-Birzeit University, the NEF/CD, and the Islamic University Training

Department or private institutions such as TEAM and Massar. The training costs are covered by external donors. Centers like Center for Continuing Education-Birzeit University and the Islamic University Training Department started to offer fee-for-service training courses to interested individuals.

4. Individual consultants

A large proportion of training activities are organized by NGOs themselves. They utilize the services of professionals (free lance consultants or staff from other NGOs or universities).

B. PMO CB program during Phase I

Assessing adequately the process and outcome of the capacity building program during Phase I requires a much more detailed study.   To advance the discussion, however, based on readings, evaluations and interviews, this report will present some impressions and preliminary hypotheses about the CB program. During Phase I, the CB program included three main components:

1. Direct contact between PMO staff and NGOs. Some of the persons interviewed indicated that while the forms and application and approval procedures of the PNGO project were seen by some NGOs as long and frustrating, the process of project formulation and approval was seen as professional and helpful. The follow up of the PMO was also helpful and was seen also as a capacity building exercise. (***one-on-one accompaniment and proposal development as a form capacity building)***

2. Training of NGOs that have been awarded development grants. This has been implemented by some of the training institutions "service providers" through a bidding processes and covered areas such as project planning, strategic planning, monitoring and evaluation, financial management and report writing (see below). ***(training as a form of CB)***

3. Research: During Phase I, the PMO has awarded several research contracts to study various aspects related to NGOs' work. Data from those research projects might be very helpful in guiding the planning process for NGO support and for identifying priorities. (***Research and learning as a form of CB***)

4. The Block grants. The idea of this component is to facilitate access and benefit of small development grants by weak CBOs that can not compete with large organizations. The project was implemented by five large organizations of coalitions of organizations. ***(supporting other organizations as a strategy to multiply CB)***

This report will focus on two of the main two components of the CB program, namely the training and the Block Grant components.

PMO supported training programs during Phase I
The objective of the PNGO project was to contribute to capacity building of the NGOs through training. Training needs were identified through field research. Priority was given to supporting training areas that were identified by most NGOs. The PMO pre-

qualified 9 service providers, 7 NGOs and 2 private institutions to carry out the training activities.

Based on a review of the reports provided by the service providers, the views of the persons interviewed during the field work stage of this study and personal experience of the consultants, the following is a general analysis of the main weaknesses and strengths of the training programs in Palestine. Concrete examples are given from the training activities supported by the PNGO project.

a. Strengths

1. In the absence of effective human resource development strategies within most NGOs, collective planning, evaluation and internal professional workshops, reviews, and discussions, human and financial resources to build the internal capacity, incentives for self development; participation in training courses represents one of the key tools for staff professional development.

2. Participation in training activities can in some instances contribute to the development of knowledge and skills of NGO staff.

3. When the training courses utilize participatory training methods, they provide useful opportunities for work/reality based learning, the exchange of skills and experiences among trainees who come from different NGOs.

4. Expanding knowledge and awareness can stimulate and encourage trainees to start a self-education process.

b. Weaknesses and gaps

General comments:

1. As stated earlier, training is perceived, or used, by many NGOs as the only means for CB; it seldom causes more than a superficial impact on the organizational level if it is not planned within the context of organizational policies, procedures, structures, systems, adaptations and reform.

2. While there are many ways through which training can contribute to capacity building of NGOs such as institutional collective training and on-the-job training; the vast majority of training activities are limited to tailored training at best and blue print training at worst. While such training approaches might contribute to increasing the knowledge of individual trainees or developing their skills in specific fields, their contribution to building the capacity of NGOs is usually limited.

3. The number of qualified professional trainers in the country is extremely limited. Most of the trainers who lead training activities are specialized professionals who became trainers without preparation in facilitation, training concepts, skills, tools, approaches, etc. In such a situation, it is not uncommon to find many training courses which depend on blue print courses, copying of training courses that have been implemented in other countries with minimal modifications, training courses which

utilize rote leaning methodologies, etc. In addition, few of the local trainers have the professional knowledge and skills that qualifies them to design original training approaches and exercises that address the specific needs of trainees. Training is seen as the transmission of knowledge and information; not as the generation and creation of knowledge and understanding. Prevailing methodologies do not always take into account the experience and findings of adult education, popular education or non-formal education: adults learn and remember 5-10% of what they hear, 10-30% of what they hear and see, 40-60% of what they hear, see and do. They remember and learn 80-100% of what they discover for themselves.

4. Most service providers totally depend on external funding to cover the cost of the training activities that they organize. In fact most of the training institutions utilize the training as a means for generating some income for the organization. In such a situation, it is hard for service providers to follow up the training courses or to provide long-term commitments towards the trainees or their organizations. Training becomes a one time event, not a process of capacity building with follow-up.

5. The idea of CB in many cases is introduced by donors. Despite the growth and increased sophistication of some Palestinian NGOs, agenda setting by donors has remained a strong pattern in CB for Palestinian NGOs. As a result, much of the content in training/CB is focussed on managing the "inputs" from donors; and less on generating outputs and processes with communities. While accountability to donors, increased management and financial training and proposal writing are vital; another side of the CB equation is lacks support. How do we become more accountable to the population for whom we exist?

6. The issue of CB might have more relevance to donors and development organizations than to grassroots or traditional organizations, as it is presently conceived. The fact is all of us can have more, do more, and become better at what we do. We all need systems, processes, relationships/linkages, an accurate reading of the reality where we work, healthy and purposeful organizations, individuals and teams that bring out the best in themselves and in each other, etc. Each organization and association, however, will have its own, appropriate way to live this dimensions. No recipe exists. Each organization is unique. Patterns across some organizations may be similar, but pre-packaged CB will frustrate us all.

Let us illustrate these points in more details and give some examples from the training courses that have been supported by the PMO.

1. Training as a means for NGO Capacity Building

To maximize the benefit of training, it is useful for leaders of NGOs to ask themselves some key questions. How will the organization benefit from the participation of its staff in training activities? How will the work of the trained staff differ after they have developed new skills and experience? What development are expected to take place after the training is completed? How can the knowledge of the trained staff be transmitted to others? What is need to put into practice what is learned in training (new systems, structures, policies and procedures, styles?) If an organization is not willing to ask and answer these questions, then training will most likely have limited impact.

Experience shows that the vast majority of leaders of NGOs do not think of such questions. When trainees go back to their organizations they find themselves doing the same work, surrounded by the "old way" of doing things, their acquired skills were not appreciated, when they try to change the organizational style of work, they face resistance at all levels. They become frustrated, think of quitting their jobs, become demoralized, etc.

In addition, strengthening NGOs normally will not result from the training of one or two staff members. The organization, in order to undergo change, gain commitment and minimized resistance, develop momentum and a critical mass for improvement, has to undergo a collective learning process at all levels (board members, executive body and staff).

2. Implementation of Training

a) The specific needs of trainees were generally not assessed. As a result, most of the training programs followed blue print training courses.   Why deficiencies exist were assumed to come from a lack of knowledge or skills, hence a training course to enhance knowledge and skills. If this is indeed the cause for bottle necks and performance deficiencies, we often find other causes for gaps. Some may in fact be easier to resolve, others may be more complex or structural…they seldom can be reduced to a "training problem."

b) Selection of trainees
Evaluations of most of the training courses supported by the PMO indicated that the unsuccessful selection of trainees was one of the barriers that has negatively affected the process and outcome of training.   NGOs nominated their participants without following any cogent criteria.   Furthermore, trainees in most courses were not homogenous. Often irrelevant persons were selected. Some trainees were qualified and skilled, others were not. This diversity has often caused frustration to trainees, trainers, and the training event.

c) Some of the training courses were highly theoretical. The utilization of participatory training methods varied greatly from one course to another. Individual coaching and practical exercises were absent from some of the training programs.

d) The number of trainees varied. In some training courses the number did not exceed 6 or 8 trainees. In others there were more than 35 or 40 trainees. Both are not appropriate or cost-effective.

e) Some of the trainees indicated that the use of English terms was common during some training courses.   Training should start where people are, build on what they know, be relevant to what they need, and in terms that they can understand.

f) In most of the training programs, a significant number of trainees have dropped out of the training before it has ended. In some cases more than one- half of the trainees have dropped out. For example, in one of the training courses, while 23 trainees have signed up, 6 attended and completed the course.   Training courses are expensive in time, resources, and opportunity costs. Good training is an investment that will yield

results. The costs of not doing things right is also expensive. Not investing in capacity building is costly, as is investing in inappropriate capacity building.

g) Some trainees have joined the program after one or two days of the beginning and some NGOs have changed their nominees after few days of the beginning of the training. In training courses which depend on a sequence of activities that build on each other, joining the training after one or two days causes problems for both the trainers and trainees.

h) No assessment of the outcome of the training was carried out. Almost all training programs were not followed up. Nobody knows what the trainees were able to achieve or implement, or not, in their organizations. Again, we see training is perceived as an event, not as a process integrated into staff, organizational, and sector development.

Block Grant Program
The Block grants aimed at facilitating access to and benefit for small and more vulnerable NGOs through its small grants. Those NGOs are not as strongly positioned as the larger NGOs, do not receive support from donors in the same degree, and can not compete with other large and established organizations over the development grants of the PNGO project. It was hoped that through a community-based process and support from BGMs, those NGOs would be strengthened. The project was implemented by five large organizations or coalitions of organizations. The following section provides some impressions about the BGP. This is certainly not an evaluation of the program, which requires a more thorough assessment, but it represents some experiences as they relate to capacity building.

Strengths of the BGP
1. The BGP was successful in reaching more than 100 small organizations in various areas of Palestine. Those organizations are weak and might not be reached through other support mechanisms.
2. The BGP has been able to support some useful community-based projects that have benefited underprivileged communities.
3. The BGP represents a pioneering model of delivery of support to small organizations. The involvement of large Palestinian NGOs in supporting less strong organizations is definitely useful for both large and small NGOs.
4. Some of the BGMs seem to have developed interesting models of community participatory processes through which BGMs, small CBOs and the local community have come together to join efforts and resources to develop useful community-based projects.
5. Some BGMs have linked the implementation of the BGP to some of their on-going projects. This might open doors for the continuity of projects.

Weaknesses
1. BGMs have different capacities and experiences. The role of the BGP in building the capacity of NGOs varied from one BGM to another.
2. The BGP has mainly focused on the delivery of small grants to CBOs. Huge amount of time has been spent on developing rules, policies, forms, procedures and explaining them to partners. Capacity building activities of CBOs were extremely limited and in some cases nonexistent.

3. Mechanisms for experience sharing and cross fertilization of ideas among BGMs were very weak.
4. The BGP was project focused i.e. the program's main concern was to support small scale projects and service delivery. The effect of such a model on building the capacity of CBOs is doubted.
5. Many BGMs complained about the vast and extended administrative and procedural requirements and reporting systems demanded by the PMO. Some of the BGMs indicated that such procedures have curtailed their creativity. According to those BGMs, after carrying out their preparatory work and selecting projects, they have to submit the lists of projects to the PMO and the Bank for no objection. This process was often very slow, caused unnecessary relays, and was unjustified (because an officer from the PMO attended the meeting during which the BGM had project selection, etc. In some cases, some projects were rejected by the PMO because the CBO had received some funding from the Welfare Association, had received development grant from the PMO or had applied for the support of other BGMs.
6. The ceiling for funding might have restricted the potential benefit of some projects.
7. BGMs indicated that one of the limitations of the program was the absence of a real partnership spirit between them and the PMO. The PMO main role was to "monitor" their performance rather than to support them through a transparent, participatory and open dialogue. In addition, some BGMs indicated that they would have been more creative and felt secure had they been contracted by the PMO for a longer period of time, for example for 3 years. This would have provided them with more security. A genuine process of accompaniment takes time and trust.

C) Capacity building programs of some major donors

A number of donors have increasingly been giving attention to the issue of CB of Palestinian NGOs. However, most of those donors limit their support to individual NGOs, particularly to strengthen the NGO to implement the projects that the donor has supported. The specific support of donors to capacity building and the estimate of funds spent by donors on CB is not available. The MOPIC has aggregate of amounts of funds dispersed to NGOs, but no break down is available.

Two main donors who have broad CB programs for Palestinian NGOs were interviewed:

1. The Friedrich-Naumann Stiftung

Friedrich-Naumann Stiftung supports "BUNIAN" a regional institution building and networking program that targets NGOs from Lebanon, Syria, Jordan, Palestine and Egypt. The program components include training, joint projects between partner NGOs from different countries, an internship program and support to Arab-European workshops.

In 1999 and 2000, the Friedrich-Naumann Stiftung managed a fund for supporting Palestinian NGOs with an annual budget of 1 million Marks. The program provides support to projects submitted by Palestinian NGOs within the Environment, Women, Youth and Human Rights sectors. The project budget ranges between 10-100,000 Marks for each. The duration of projects supported is short-term (around one year). The main focus of the project is to support service delivery. Capacity building

activities were limited to the follow up of projects by the staff of the foundation and the dialogue with partner Palestinian NGOs.

A new three-year program cycle (2001-2004) is being developed for a total budget of 3 million Marks (1 million per year). The program will focus on supporting CBOs in partnership with service providers (mainly training institutions such as Ma'an, Bisan, Center for Continuing Education of Birzeit University, etc.). The role of service providers is to strengthen the capacity of CBOs through joint implementation and field training. Program approaches and mechanisms for implementation are still unclear.

2. USAID
During the program cycle 1996-2000, USAID has supported a wide range of democracy and civil society building projects on bilateral basis. Grants range was between $2500 and $500,000. The program supported projects in the fields of civic education, leadership training, gender issues, etc.

USAID supports two major programs that target Palestinian NGOs:

a) The Community Services Program (CSP)

The total program budget is 120 million US dollars. The program was divided into four phases:

Phase 1: Grants for a total amount of 20 million US dollars have been subcontracted to in 1999 to some US organizations (Save the Children, CRS, ANERA, YMCA and CHF). This is a three-year project that will be completed in 2002. The focus of the project is to support a wide range of community development projects, mainly in the fields of agriculture, housing, youth and health.

Phase II: Grants for a total amount of 30 million US dollars is being implemented through contracts with UNDP, IYF/ Welfare Association, Save the Children, World Vision and CHF. The project will target specific geographical areas; namely Jenin district, Hebron district, and the northern and central regions of the Gaza Strip. This is a three-year project that will start in 2001.

During phase I and II, the CSP project will support a wide range of community based projects (health, rehabilitation, agricultural roads, training, gender, youth centers, job creation, information technology, etc.) According to the USAID officials 20% of the total grants are/will be used to strengthen the capacity of CBOs, mainly through training. The focus of CB is mainly to strengthen partner NGOs ability for service delivery rather than to strengthen the partner NGOs.

The implementation of the Phase II project has been frozen due to the current cycle of violence. The project is undergoing a restructuring process. The focus might be changed to include some activities that respond to emerging needs within the Palestinian society.

Phase III: This is a new program cycle that has not been planned yet. It will include grants for a total amount of 30 million US dollars. The program will support to water

projects, especially in the Hebron District. The project will be launched during the first quarter of 2001.

Phase IV: This program represents an expansion of phase I and II. Grants for a total amount of 40 million US dollars will be awarded. This is a new program cycle that has not been planned yet. According to the USAID officials, the project will be flexible and will target new needs of the Palestinian community such as job creation, emergency assistance, etc. It is still unknown when will the cycle be launched.

b) The Civil Society Building Program
This is a new program that has been awarded to Chemonics. The program will be implemented in partnership with CARE and MASAR. The program will focus on areas such as counseling, democracy, civil society building domestic violence, etc. The implementation has been frozen due to the current cycle of violence. Discussions on the restructuring of the project are being carried out between Chemonics and USAID. It is expected to add a service delivery component to the project.

Capacity building of NGOs will be carried out through cooperative agreements between Chemonics and service providers (mainly training institutions). The idea is to engage service providers in building the capacity of weak NGOs in the field of civil society building and the promotion of democracy as a main focus.

C. The Need for a Comprehensive CB Program

The above analysis points to the need for a comprehensive and integrated CB program to complement the PNGOs' development grant program. If capacity building is to become a meaningful component of the PNGO project, it has to go beyond just training and the enhancement of managerial capabilities of individual staff members in individual organizations. A new vision and approaches should be considered.

During phase I of the PNGO project, the CB program was restricted to the beneficiaries (NGOs that received development grants), leading to an "opportunity cost" of not having extensive impact on the NGOs whose proposals were dropped.

The question in Phase II is what focus to have? What mechanisms to use?

1. The NGO Resource Center
The establishment of an NGO resource center was discussed as one of the options for developing an effective NGO CB program. The vast majority of organizations interviewed expressed their opposition or strong reservations regarding the establishment of NGO Resource Center. It became obvious that different people understood the concept of the Center in different ways. Some saw the Center as a building with a library, training halls, etc. Others perceived the center as a program for supporting NGOs. It became also clear that the different stands were heavily influenced by a combination of professional and political reasons (conflict of interests). Following is an analysis of the views of various stakeholders interviewed.

1. The Ministry of NGO Affairs clearly stated that they oppose the idea of the resource center because:

♦ They believe that the idea is theirs. They are still interested in establishing a semi-governmental NGO Resource Center and have been circulating a project proposal to some donors.

♦ They think that the role of the PMO should be different. They believe that it is wrong to utilize the trust fund in establishing a resource center which will primarily target and serve the NGO sector and not the poor and marginalized.

2. The NGO network oppose the expanded concept of the center because:

♦ It will compete with a number of NGOs and play their role.

♦ The Center will not be sustainable.

♦ The PMO itself might not continue after the coming three-year program cycle. Why invest in the establishment of a non-sustainable structure?

3. Service providers oppose the center because it will compete with them. They perceive the role of the PMO should be to work through existing organizations and not to provide direct services.

During Phase II, the CB program has to be reviewed in terms of its conceptual framework, objectives, design, strategy and mechanisms, etc. The PNGO project is in a unique position to play an important role in building the capacity of Palestinian NGOs. Phase II should build on the experience and lessons learned from phase I. The next section proposes an integrated and comprehensive capacity building program that could be implemented by the PMO.

Phase II, through a sensitive and sensible process of consultation with multiple stakeholders, can create a practical and strategic CB program that NGOs individually and collectively.

ANNEX E…Role, Objectives and Guiding Principles of the Capacity Building Program

a) The Role of Capacity Building Program

During Phase II, the Capacity Building Project (CBP) will become the core component of the PNGO program. The CBP aims at ensuring that basic public services of Palestinian NGOs (especially the services provided to poor and marginalized groups and communities) are made effective and sustainable over a long period of time and at the same time to strengthen the capacity of Palestinian NGOs, especially CBOs to becom0e more effective, adept, influential, strategic, and less vulnerable.

b) Objectives of the Capacity Building Project

The overall objective of the Capacity Building Program is to improve the competence, professional performance and the programmatic, managerial and technical capabilities of Palestinian NGOs and the NGO sector so they can progressively play a more effective and strategic role in Palestine. Those role includes continuously gaining greater competence in the provision of services, the protection of rights, especially the poor and marginal groups, the ability to ally in and support micro and macro changes, and the facilitation of processes of individual, group, community and societal empowerment and development

The specific objectives include:

6. To ensure that the service delivery approach is made sustainable in the short term especially for the poor and marginalized groups and communities.

7. To strengthen the overall capacity and competence of CBOs through an effective Block Grant Program. This includes:

♦   Developing the leadership and management capacity, financial and administrative capacity, effective policies and strategic planning, programming, monitoring and evaluation processes, reporting, etc.

♦   Increasing the relevance, impact, sustainability and ownership of programming by developing the capacity of NGOs to positively interact with their communities and develop effective ways to increase authentic community participation in all phases of the program cycle: diagnosis, concept, planning, implementing, monitoring, evaluation, systematization.

♦   Improving chances for financial sustainability of NGOs through effective fund-raising strategies, proposal development, and community participation including cost sharing, activation of values of voluntary work, etc.).

8. To develop a comprehensive capacity building model that includes two approaches: an integrated capacity building model with CBOs and small NGOs and a broad capacity building model that targets the NGO sector as a whole.

9. To create a system of sector learning and organizational learning in strategic areas, program themes, and expand the knowledge and information available to NGOs and increase their access and utilization of such information.

10. To support the creation of "enabling environments" on the level of policy formulation, formulation of NGO strategic approaches, strengthening NGO networks, building specialized CB services, etc.

c. *Guiding Principles of the Capacity Building Program*

CB cannot and should not be viewed in isolation of the prevailing broader socio-economic, political and developmental context in the country. It should not be defined through the instruments used, but through its goal to enhance the capability of people, communities and institutions to improve their competence, problem-solving skills, the efficient and effective use of existing potential and capacities, and the creating of new potential. It requires an enabling environment and nurturing conditions. It requires participatory approaches to program design and implementation, local ownership, decentralized management, flexible instruments and procedures, new performance and evaluation criteria, and specialized skills, etc. To develop effective and realistic interventions aimed at improving the performance of NGOs, the CBP will take into account the following principles:

♦ Go to the people,
    Love them,
     Start with what they have,
      Build on what they know,
       And when the work is finished,
        Of the best leaders, the people say,
         We have done it ourselves.
                    Lao Tzu

♦ NGO CBP should not be limited to training activities and "events." A more holistic and synergistic set of well-coordinated activities will include training, information that gives access to resources, how to do advocacy, policy development, hands-on technical assistance, participatory action research, counseling, mechanisms for information and experience sharing, organizational development strategies, learning within and across organizations, etc. NGOs may develop improved capacities if they have the time and freedom to make use of the process, support and advice offered; and are part of the definition of what is to be "built," why, with whom, how, when, where, and for what purpose.

♦ NGO CBP is about complex learning, adaptation, attitudinal and cultural change at the individual, group, organizational and even community levels. People at these levels have to assume new responsibilities and slowly devise new collective solutions to common problems. Individuals, groups, organizations and societies

should enhance their abilities to identify and meet development challenges on a sustainable basis.

♦ NGO CBP is a complex and demanding process that require a long-term commitment. Building the capacity of vulnerable CBOs requires introducing a comprehensive package of long-term and individual tailored capacity building interventions (individual technical assistance and advice, systematic and on-the-job training, hands-on support and joint programs). While it is essential to define goals and expected results as a guide for capacity building; this can be done collectively and participation-oriented approaches to capacity building are key elements to creating ownership, follow-up and a co-responsibility for outcomes (the process, dynamics, overall performance and the participation of all levels within the organization, especially the management and governing bodies).

♦ NGO CBP entails a high level of sensitivity and intuition due to the fact that nearly all capacity-building measures have political implications and touch upon questions of power and vested interests at many levels.

♦ To develop meaningful strategies, approaches, and policies to capacity building of Palestinian NGOs in the long run, the CBP should give special attention to the monitoring, evaluation and systematization components of capacity building activities; and how to share that learning within organizations and among organizations. We need to "socialize" the learning among practicioners and decision-makers across the sector. Only then will be able to construct an accumulated body of knowledge and create a critical mass of improvement and improved strategies, techniques and approaches across Palestine.

♦ The NGO CBP should give special attention to the degree of organizational commitment of the NGOs that will become partners in the long-term capacity building schemes. The commitment of leaders of the organizations to the process and outcome of the capacity-building efforts is vital. The inducement for participation must be something other than the hope for funding…the CBP is not a reward or punishment. A commitment and willingness to change and "betterness" is key.

♦ NGO CBP requires on-going reassessment and adjustment to the needs of partner CBOs or communities. As new challenges arise, and problems and constraints (or the way they are perceived) change and evolve, the definition and composition of the activities must be subjected to a continuous joint reflection process (action-reflection-action). This requires a flexible approach, which adapts in terms of speed and content to the CBOs change process. This is a transparent process of joint teaching and learning, of discovery and experimentation. All stakeholders are co-responsible for the content and process.

♦ Problem-solving and NGO CBP are two sides of the same coin. The lower the organization's problem-solving potential, the lower the level and differentiation of capacity building. In addition, CB does not just focus on the negative, deficiencies and weaknesses. An essential part in any CB program is the detection and appreciation of strengths, potential, resiliency, positive qualities…individual and collective.

♦ NGO CBP should be process-oriented and context sensitive. Some strategies and approaches might be appropriate in one setting but not in other settings.

♦ NGO CBP should address root causes of the problems, and the relationship of factors and forces that sustain them. Organizational weaknesses are not normally mere technical problems, but generally reflect more pervasive problems related to politics, will, vision, culture, decision-making, power relationships, leadership style and competence, budgets, systems and structures, seniority, gender, etc. That is why training individuals in a particular skill seldom bring about improved organizational performance or the desired and needed degree of change.

♦ Participation is a key concept in NGO CBP (community participation, staff participation, NGO participation, civil society participation, etc). The meaning of participation in the empowerment process needs careful attention. Participation is sometimes equated with consultation - but consultation often falls short of empowerment, which is necessary for CB. Consultation can range from listening, to dialogue, to debate, to joint analysis, to jointly agreed solutions. Empowerment asks stakeholders to take responsibility for change, and encourages participation characterized by commitment, creativity and innovation. While participatory approaches are essential ingredients of CB, CB also can play an essential role in engendering forms of participation: strengthening the capacity of organizations and networks to create the conditions for meaningful participation and more effective partnerships.

♦ The central purpose of NGO CBP is to promote sustainable development. This means that CB must be strategic, realistic, far-sighted and tenacious.

♦ Projects are normally very limited in scope and duration, so NGO CBP should involve a shift from projects to programs and processes as the main unit of development support. Programs involve diverse activities and relationships across various settings, and therefore correspond better to the reality of CBOs and to a systems approach.

ANNEX F…Scope of the Capacity Building Program

The CBP should take into account that some NGOs are stronger than others, and related to that their roles and needs are different. Roles and needs of stronger NGOs differ from those of weaker NGOs. Therefore, it might be impossible to design one project that could address the CB need of all Palestinian NGOs. It could be practical, effective and efficient to classify partner NGOs into three main categories: vulnerable, medium and strong and to develop different interventions for each. To be responsive to the local environment and needs, the program should adopt approaches that are based on flexible planning, in-depth analysis and identification of needs of NGOs, and effective and diversified strategies and modes of delivery.

The proposed CBP thus will have different mandates/scopes with the different NGOs.

The program will focus on the following:

One) Vulnerable organizations
This component of the program will target CBOs and other organizations with less adequate systems and responses, but with a high potential for quality and impact. The program will be implemented through the Block Grant Managers. The focus will be on expanding services to poor and marginalized communities and to build the capacity of CBOs through a holistic package of organizational development strategies. The focus of the BGP will be on the following:

♦ underprivileged and unsupported geographical areas,
♦ sector: rehabilitation, health, youth, women, children, etc.
♦ disadvantaged target groups: e.g disabled persons, aged people, poor farmers, etc.

For the vulnerable NGOs, the CB program will focus more on:

- Increasing the capacity for self-directed and self-sustained on-going organizational learning and transformation
- Accompaniment by a team of technical-organizational support over a period of time
- strengthening the technical and managerial capabilities and promoting "good management practices"
- improving the overall planning mechanisms and organizational performance
- Improving participatory mechanisms whereby NGOs allow a wider and deeper level of community participation and ownership of its programs
- Improving NGOs' capacity in planning, programming and management for sustained service delivery to meet basic needs and guarantee human rights of the Palestinian people especially poor, weak and marginalized groups and communities
- Improving access of NGOs to information, resources, tools and linkages for strengthening their roles as service providers
- Networking between stronger/more developed NGOs and weaker NGOs
- Participation in the greater policy debates and advocacy strategies

(see below).

b) NGOs with Medium Level capacity and successful programs from Phase I

This component of the program will support NGOs with medium capacity and projects that were supported during Phase I and proved to be successful. The program implementation could focus on filling in gaps in the BGP. The program will combine technical assistance with development grants to implement specific projects or programs. Technical assistance will respond to specific needs of those NGOs. Examples include:

♦   Increasing the capacity for on-going, self directed and self-sustained organizational learning and transformation
♦   training in specific areas,
♦   supporting a consultant, a team of consultants or a service provider for 3-9 months to work with the organizations to develop its financial systems or build their capacity in program planning or evaluation, or to develop a strategic plan, or to carry out an organizational restructuring, etc.
♦   supporting the organization to organize internal training activities.
♦   strengthening the technical and managerial capabilities and promoting "good management practices" of NGOs
♦   improving the overall planning mechanisms and organizational performance of Palestinian NGOs
♦   Improving participatory mechanisms whereby NGOs allow a wider and deeper level of community participation and ownership of its programs
♦   Participation in the greater policy debates and advocacy strategies

c. Strong NGOs and NGO Networks

This component of the program will support strong NGOs and/or NGO networks to participate in and lead policy development for the NGO sector or within one of the fields, build the capacity of the NGO network to become more capable in helping its members, to facilitate dialogue between NGOs and the PNA, etc. The program will combine technical assistance with development grants to implement specific activities or programs.

In short, for stronger NGOs and NGO networks, the CBP will focus on playing an important role in:
•   enhancing mechanisms for dialogue with the Government, on NGO individual basis and for NGO networks
•   encouraging innovative implementation of programs for replication by other NGOs and the Government
•   promoting interventions that stimulate civil society building
•   supporting policy development activities and advocacy strategies, and policy debates
•   Increasing the capacity for on-going, self directed and self-sustained organizational learning and transformation
•   Improving participatory mechanisms whereby NGOs allow a wider and deeper level of community participation and ownership of its programs

ANNEX G …Implementation Mechanisms:
Block Grant Program, Development Grants Project, Capacity Building Project

The scope in Annex E might be designed into three main projects:
- ♦ Block Grant Program
- ♦ Development Grants project
- ♦ Broad Capacity Building project

a) The Block Grant Program

It is recommended that the BG Program remain a core component of phase II. The Program could provide an effective mechanism for building the capacity of small CBOs and reaching poor and marginalized groups. The current BGM needs major restructuring to become more effective. The new program should be carefully designed especially at the level of implementation in the field. In the end the effectiveness of the projects in addressing the needs of the poor and marginalized groups and in empowering local communities depends on what happens in the field in terms of the quality of services, mechanisms of delivery, community participation and the types of relationships established with community members, etc. Everything else and all inputs should be in function of this vision and revolve around making it a reality. Following is a list of suggestions and recommendations to strengthen the BGM program:

1. The BGM should focus on systematic and coordinated efforts that would facilitate a process of reaching poor and marginalized people based on three categories:

a. Sectors (e.g. health, agriculture, education, etc.)
b. Geographical areas (e.g. Northern Gaza or Southern West Bank)
c. Target poor or marginalized groups (e.g. disabled persons)

Further discussions will be needed to develop a reasonable mix of the three categories.

2. The Program will focus of two inter-related objectives:

a) Expanding and improving services to the poor and marginalized. BGMs have to clearly show how poor and marginalized people will benefit from the project, and participate in all phases of the program cycle. Clear mechanisms for reaching the poor and evaluation indicators have to be established.

b) Strengthening the capacity of CBOs through effective organizational development plans. BGMs have to establish concrete plans on how the capacity of CBOs will be developed, and how they will be involved in all phases of the OD strategy.

The process might start with the PMO developing a concept paper addressing the issue of poverty marginality and calling interested BGMs to submit their proposals for poverty alleviation. To increase the effectiveness and efficiency of the BG program, it is recommended to support organizations that wish to submit proposals to

carry out pre-proposals, pre-investment studies and analysis. This would provide BGMs with the opportunity to:

∨   Investigate the sector in details and identify priority needs of poor and marginalized groups.
∨   Involve local communities and CBOs in the planning process through a participatory process and dialogue
∨   Identify potential CBOs that will become partners in the project
∨   carry out organizational assessment and analysis of CBOs and build concrete capacity building/ institutional development plans aimed at improving the performance of CBOs.
∨   Identify their own capacity building needs and required support and resources to carry out the project in an effective and efficient manner.

BGMs should take time for adequate appraisal of community needs and CB needs of partner CBOs. Solid institutional appraisal can pay dividends later. This means mapping the functions and tasks to be performed, the institutional environment (including politics, administrative capacity, and social and cultural aspects), the actors and stakeholders, and their levels of commitment and ownership

BGMs should adopt process approaches. Development takes place in a gradual and evolutionary fashion, and it occurs in increasingly complex and uncertain environments. Traditional approaches to CB have failed to recognize these realities. Participatory development and institutional change, for instance, do not fit easily within segmented project cycles. CB is better suited to a process approach. This means starting from local conditions and capacities (rather than from external inputs), involving key actors and stakeholders from the earliest stages, and phasing program activities and funds in the context of a long-term strategy.

Only concrete proposals that are based on thorough assessments and clear plans which shows how it will benefit and include the poor and marginalized groups and how the program will strengthen the capacity of specific CBOs should be considered.

3. It is highly recommended that the PMO signs long-term, collaborative agreements with BGMs.   Signing three-year contracts with successful BGMs could reduce the pressure over BGMs, provide financial security for BGMs for an extended period of time, provide enough time for the implementation and development of the project, provide a chance for accumulating and documenting experiences and lessons learned. Equally important, this longer-term commitment will give the PMO with the time, focus and insight to accompany and support the process with the BGMs. Linking BGMs and sharing techniques and experiences among them will be part of this process.   The RFOs will play an important role in this accompaniment.

4. Non of the current BGMs seem to possess all needed skills and expertise to implement a well-coordinated capacity building program. Some BGMs might be strong in terms of their field implementation capacity but could be weak from a technical point of view. BGMs that are technically strong (in their own field) do not have skills and experience needed to carry out organizational assessment and analysis nor they have management training or organizational development

experience.   Again, it is essential to have BGMs talking and sharing among each other.

5. Criteria on who will be eligible to become a BGM need to be established. Such criteria could include: commitment of the organization to help smaller organizations, managerial and technical capacity, staffing, proven understanding of development issues, proven field implementation capacity, training experience, ability in carrying out organizational analysis/ organizational development activities, etc. The PMO should encourage different organizations which have complementary skills and experience to join efforts and resources and apply as one group.

6. The relationship between the PMO and BGMs should be open, process-oriented with high level of dialogue. The PMO should facilitate a process of regular communication, group thinking process, collective learning and experience sharing among various BGMs. Documentation of experiences and lessons learned should be given priority.

The PMO should facilitate and participate in a BGMs network that serve as information exchange information mechanisms and as platforms for debate of effective strategies and approaches in a group learning process. Building the capacity of BGM should be given attention. This might be achieved through
♦   Monthly seminars
♦   Opportunities for managers of the different BGMs to visit (as a group) successful community-based projects in Palestine or in other countries
♦   Opportunities for PMO and BGMs to participate in regional and international seminars and workshops.
♦   Peer reviews of projects
♦   Field trips to selected projects
♦   Peer training and workshops with select consultants

b) Development grants

The development grant project needs major restructuring. It is suggested to design the development grant in such a way that complements the BGM program and to fill in the gaps. Projects to be supported should be complementary to the BGM program in terms of target groups or sectors or geographical areas. The development grant program would mainly target organizations that are classified as medium in terms of their capacity and successful projects from Phase I. The objective is to support the projects of those organizations that targets poor and marginalized groups and at the same time to further build their capacity. Following is a list of suggestions and recommendations to strengthen the Development Grant project:

1. To focus the support of the Development Grant program to projects and organizations that have been successful in addressing the needs of poor and marginalized groups during Phase I and organizations that are classified as "medium capacity organizations" and submit distinguished proposals.

2. To support capacity building projects for the supported organizations through the following models:

a) To provide a grant which include a consultant, a group of consultants, or a training institution, depending on the scope of work and implementation plan, to work with the organization over a period of time (6-12 months). The purpose is to help the organization in building their systems or to strengthen it technically and managerially through in-depth analyses, development of well-co-ordinated capacity building plans that target various management structures, on-the-job training and technical assistance and daily support/problem solving over a relatively long period of time, facilitation of restructuring or transformational processes, etc. The idea is to build the capacity of the organization through the active participation of board members, management and staff (a learning by doing type of approach).

Technical support by individual consultants could include the six dimensions mentioned earlier, or such areas as:
- comprehensive organizational development/ management reform/ restructuring
- an appraisal of the overall managerial and technical capacity of the NGO
- analysis of internal systems
- strategic planning,
- participatory program planning, development, monitoring and evaluation
- fundraising strategies,
- internal bylaws and regulations, staff regulations, financial systems, staff development/ continuing education
- community needs assessment processes,
- community participation, etc.
- Policy development
- On-the-job training of board members, executive body of the organizations and staff.
- Management support.
- Daily interaction and advice from consultants.
- Development of information systems and data bases/ obtaining and processing information.

b) In some cases, support to traditional classroom training. This could be done based on a demand from some organizations and should be limited to specific areas that lend themselves to this kind of approach, e.g. building an accounting system.

c) *Broad Capacity Building Project*

The effectiveness of Palestinian NGOs can no doubt be enhanced if the relationship with the PNA is discussed and if NGO capacity to collaborate, network and manage cross-sectoral relationships is addressed appropriately and adequately.

The objective of this capacity building component is to strengthen the NGO sector as a whole. The primary beneficiaries of this project are strong NGOs, specialized institutions, NGO networks, etc. Projects could be proposed by the PMO or by NGOs. The objective of this component is to strengthen the sector as a whole through:

1. Facilitating policy development and advocacy activities.
2. Providing, sharing and improving NGO access to information.
3. Facilitating dialogue and cooperation between NGOs and the PNG.
4. Facilitating exchange of experiences among NGOs.
5. Improving the level of coordination and cooperation among NGOs.
6. Documenting successes, experiences and lessons learned in themes, sectors and programs

Following is a list of examples of projects that could be supported:

    a)   Projects aimed at defining the roles between NGOs and the PNA.

    b)   Projects submitted by one of the sector development coalitions or NGO networks to develop a policy for the sector. E.g. The development of a youth policy through the cooperation between the coalition of youth clubs and concerned NGOs and ministries.

    c)   Projects aimed at strengthening the capacity of NGO networks or building a database which include classifications and profiles of NGOs in the country.

    d)   Supporting research projects aimed at documenting case studies or successful projects or best management practices.

    e)   Supporting analytical studies of the NGO sector and its strategic options and developmental priorities.

    f)   Establishing a web site by an NGO network.

    g)   Holding seminars or conferences aimed at facilitating policy and/or program development.

    h)   Facilitating contacts linkages between local NGOs and regional or international NGOs to share experiences or to facilitate dialogue.

    i)   Strengthening the capacity of service providers to become specialized in a specific field that serves the NGO sector. For example, supporting one of the training institutions to strengthen its capacity to become an organizational development specialist and to play the role of a resource organization in this field in future.

    j)   NGOs might benefit from the PMO support of communication tools and publications that debate development issues, successful experiences, "best management practices", etc.. These could be further differentiated, in form and content, and targeted to the needs of different groups.

ANNEX H…Organization and Management
of the Capacity Building Programme

a. Governance structure

During the discussions with organizations interviewed, it was extremely difficult to isolate the structure of the capacity building program from the whole structure of the PNGO project. It is obvious that the reformulation of the program should be followed with a reorganization/ restructuring of the Governance and staffing of the PMO.

The PNGO project should consider various options for building a system of governance that is inclusive, representative, credible and legitimate, but does not undermine or exclude the role and expertise of line management and staff in the execution or involve a conflict of interest.

Some of the persons interviewed have strongly criticized the current governance structure, particularly the issue of conflict of interest. Some of the supervisory board members are representing NGOs that have submitted project proposals or have been bidding for training or research grants. One of the persons interviewed stated:

> Reviewing and/or approving your own proposal is not acceptable from a professional and an ethical point of view. Not participating in the discussion or voting or leaving the room when your own proposal is discussed is not sufficient. Saying that, in my capacity as a board member, I am representing another structure (other than my organization) is not convincing. Being a member of the supervisory board puts at an advantageous position in comparison with other bidders. The least to say is that you have access to more information than other bidders, you know the policies, you know the criteria of approving projects, etc. In addition, your presence or absence from the session does not matter, because other colleagues (board members) will deal with your proposal in a different manner than other proposals.

A possible Governance Structure might include:

1. An overall supervisory Board with a reasonable combination of NGO representation, independent professionals, PMO executives, representatives of the World Bank, and the Ministry of NGO Affairs.
2. Three sub-units (A program Unit, Policy Development Unit and Fundraising Unit)

The detailed structure is beyond the scope of this study. However, special attention should be given to the following issues:
   - o Clarity in the role of the governance structure (Supervisory Board and Units) and the Executive Structure.
   - o Involvement of professionals who have a vision, do not have a partisan profile, are respected, understand NGOs and know the

issues on one or more of the "fields of development". A reasonable representation and involvement of specialized professionals in the various units.

  o A practical solution to the issue of conflict of interest (NGOs represented on the supervisory board or units can not review or approve its own grant proposals).

  o Gender Balance

The PNGO project Governance might want to start thinking about some of the strategic issues such as:

♦ How to make a difference in the NGO sector by creating the right dialogue, linkages, empowering NGOs in strategic planning, how to represent the poor, how to be more democratic and participatory, etc.

♦ Does the project want to focus only on current needs or future needs, practical or strategic needs, vulnerabilities/weaknesses or capacities/strengths, or what balance between the two?

♦ To what degree is the focus of the project to strengthen NGOs to work for/ serve the poor? (Are NGOs really serving the poor and marginalized?) and to what degree is the focus to help NGOs in building a civil society?

♦ What does the PNGO project want to leave behind? (the legacy) What processes will be sustainable and by when?

b. Management structure

During Phase II, the needed support from the PMO will be more than purely financial. More than funding projects, it will accompany programs and processes. The PMO added value can clearly be identified. As a professional organization that has accumulated the longest experience in macro level support to Palestinian NGOs and is politically neutral, the PMO is well placed to play a leading role in building and implementing an effective CBP.

The new program will create new challenges and requires new levels of capacity. The PMO will be playing a different role, and therefore, should build new capacities in addition to articulating its existing capacities. The key function of the PMO is to play the role of the facilitator. The PMO has to start a thorough thinking, revisioning and restructuring process. It also needs to accelerate its process of consultation and co-construction with all stakeholders regarding the form and substance of the CB program and Phase II. It needs to have an initial vision, and co-create a vision with stakeholders. It should reorient itself to have a coherent set of activities aiming at maintaining its achievements realized during phase I and building capacity to manage phase II effectively.

The PMO should work on building a strong team of highly competent technical staff and consultants to work with BGMs, NGOs and NGO networks in an effective manner. It should bring to the process expertise, applied knowledge, innovative ideas, methodologies and instruments, incorporated in some tangible form that can be evaluated. In addition to senior technical capacities, institutional support for the PMO

must focus particularly on strengthening staff facilitation skills, organizational development skills, communicative networks, process skills - relationship building, consultation, facilitation, listening, negotiating and lobbying capacities. It must step up to another level of "accompaniment."

The PNGO project will be a pioneering joint venture between the PMO and partner organizations, principally BGM's. Therefore, continuous dialogue between the PMO and partners would reverse the traditional capacity building logic and bring new thinking, insights, and skills to the process. Modes of cooperation between the PMO and BGMs should be replaced with new forms in which BGMs are given new responsibilities and challenges in an inclusive, participatory manner.

It might be useful to pilot the idea of creating a platform for multi-stakeholder dialogue and establishing mechanisms for shaping capacity building priorities in the field.

The principal task for the PMO in the transition phase between Phase I and Phase II is to widen, deepen and accelerate the process of consultation with the multiple stakeholders so that the CB strategy and its form of governance and management that emerges is indeed the result of an inclusive process. A major part of this will be the specific identification of resource people within BGMs, other NGOs and outside consultants to support the process.

The common methodology of SWOT, or an interview with key people within the organization would be some approaches to analyze the practical and strategic needs specific to each organization. What is recommended, however, is a more thorough organizational assessment/diagnosis, that really mobilizes staff and leadership around the whole idea of organizational transformation, over a period of time. One-time snapshots, one-stop interviews, or one-day SWOT workshops of organizations tend to be one dimensional, and do not really give adequate insights into the processes and forces within organizations. INTRAC in Oxford has such an innovative approach, Mannet in Geneva has another, and the ITO (Instrument for Organizational Transformation) method of Global Commons in Guatemala has another.

The methodologies to be used in the initial steps of capacity building are in themselves learning exercises in OD and model the values and techniques to be used with others.
The idea is to not just create a commonly shared strategic vision within an organization and with stakeholders but to generate the strategic capacity to reach that vision. Again, organizations need to look at 6 dimensions and enter into an on-going process of betterment in them over a period of time: their context, their organizational culture, their systems, their programmes, their relationships and their people. Staff and leadership at all levels need to create an ethos and organizational culture of "betterness."

One of the proposed principal efforts in Phase II will be the co-authoring of a "book" on Accompaniment, Capacity Building, Organizational and Programmatic Transformation …written by the all stakeholders, based on their CB and OD experiences in Phase II. The "book" will become the combination of a training and orientation manual on Organizational Development and Accompaniment, Capacity Building, lessons learned and good practices.

APPENDIX H…Evaluation of the
Capacity Building Program

Participatory monitoring, evaluation and systematization of the project should be seen as a continuous process that leads to new approaches to the planning and implementation of activities and **individual learning, team learning, organizational learning and sector learning**. They should be developed and implemented at all levels.

The CB program will be a "work in process," where the "architecture" (design) and the "carpentry" have considerable stakeholder input over a broad spectrum of organizations and institutions. That is why it is essential to have systematic and rigorous moments of reflection at different structured moments along the three years with each BGM and stakeholders, and with all BGM and stakeholders. These collective workshops (say, every 6 months) of analysis and evaluation will enrich the next subsequent steps, and the methods, the tools, the vision and concepts as we go along. Sharing information and experiences and good/ineffective practices is intentional, programmed and documented throughout the process. These collective, interactive learning sessions will also produce indicators, expected results, training materials, and other support documents.

Phase II should seek to create another paradigm of evaluation and learning. As long as evaluation is seen as an instrument of the donors to reward and punish, to increase or decrease the flow of resources, to humiliate the imperfect, to sanctify the good; then we will see resistance, inhibition, and reluctance to discuss experiences. Even by saying we want to document and evaluate "best practices," we are closing off potential sources of invaluable learning. We learn as much, or more, from our errors as we do from our successes. We need to create at environment within organizations and among organizations that celebrates learning, openness, and self-criticism. If there were such perfect or best practices, we would have all duplicated them by now and gone out of business. Life and work in development and rights is not so easy. Our approaches and instruments need to be changed so we truly share and learn from one another.

This means that all people concerned participate (from the grassroots up), and outcomes are also shared. This can be a vehicle for the growth of mutual trust, which also removes the fear of admitting weaknesses both within the PMO, BGMs and CBOs.

Experienced consultants should be engaged in the process at an early stage to assist in the methodology of monitoring/evaluation/systematization, as well as in organizational development/transformation, and in accompaniment. Consultants can also be brought in to work as a team with the process; and not just work in isolation from one another.

Qualitative research assessment of successful experiences of NGOs innovative community-based project, or "best or good management practice", could provide a wealth of invaluable information. The CBP should publish and widely circulate the report to NGOs. In addition, part of the CBP is to help organizations develop their

own capacity to identify, document, systematize and disseminate lessons learned. Organizations need to have that internal capacity, and not have to hire an outside consultant or outside agency every time they want to learn, reflect, or evaluate. Evaluation, and participatory evaluation, need to be demystified, and the capacity to do both needs to be built at all levels of organizations.

Special attention should be given to evaluating the institutional development component of the program. This component is expected to face significant methodological challenges in assessing its impact and, therefore, have to be considered at an early stage of program development.

As a first step in checking on the progress of these arrangements, the PMO and its partners should develop a set of operational monitoring indicators that assess the outputs to be generated from these collaborations. Indicators should assess a wide range of issues, institutional capacity, service delivery mechanisms, improvements in the situation of poor and marginalized, institutional development, etc.

In addition to external formal evaluations, joint evaluations could include peer-reviews to assess the value of both the institutional building and the service provision components.

APPENDIX J…Future Scenarios

A future Look

The PMO in cooperation with the Governance Board might want to think of possible options for developing a strategic and sustainable mechanism in the West Bank and Gaza for the delivery of CB and development of Palestinian NGOs

Some of the scenarios that might be considered include the following:

1) Starting from the second year of the NGO project and based on experience and lessons learned, the PMO/ Governance Board would start exploring the possibility of developing and formulating strategic options to ensure the sustainability of the delivery of high quality and effective NGO CB interventions on the long run. This might include: sustaining the current structure, establishing and supporting a Palestinian NGO Resource Center under the umbrella of the PMO.

2) Supporting discussions on long-term objectives, effective strategies, mechanisms and tools for developing sectors and on addressing issues linked to the relationship between capacity building and macro-level issues (civil society, democracy, empowerment, registration of NGOs, legal and regulatory reform and enforcement, system analysis, developing capacity building policies, standardizing and harmonizing capacity building approaches among donor organizations etc.).

3) Expanding funding opportunities especially from Arab sources.

4) Strategic options for cooperation between the NGO sector and the private sector. Establishing dialogue between NGO networks and the private sector could be very important. The private sector plays an important role in supporting community activities. However, this support is currently ad hoc, fragmented, directed to specific activities rather than well-established projects and it lacks continuity, etc. In the end, building a civil society and a rule of law represent a common interest for both NGOs "that need the support of the private sector" and for the private sector "that needs a stable society and environment that could promote the value of their investment". In addition, both are interested in the establishment of a democratic society and the rule of law.

APPENDIX K…Discussion on the Resource Center:
no longer just resources, no longer just one centre
(excerpts from Feasibility Study)

Here we attempt to describe the functions of a decentralized system and resource strategy, and the role of a Center and Centers in micro regions throughout Palestine.

What has been proposed in the NGO Resource Feasibility Study and the NGO Capacity Building Gap Study implies the implementation of many of the Resource Center ideas, but in a systematic, decentralized and holistic way. The focus in the two studies is the creation of **a system of resources and a strategy of decentralized resource and service delivery and support throughout Palestine.**

The activities that should be do-able within the 3-4 year period, with the collaboration and joint efforts of PMO, RFOs, Service Providers, and Block Grant Managers and their partners, are multiple because their implementation does not depend on the capacity of the PMO to do them, but rather of the PMO to stimulate, coordinate, facilitate, and create forums, spaces, and support that they be done by, with, and through others.

Capacity building through training and organizational development, including the development of self and peer group' learning programmes. The centre does not necessarily provide all training itself, but can act as a broker; can develop standards through accreditation of trainers/training providers; can undertake sectoral training needs and research and seek appropriate resource for the training and support of trainers and for the specific delivery of innovative training approaches to meet needs. It can also explore new technology developments in relation to training, including distance learning and open access programmes via the internet.

Information development and access: library services, advisory services for individual NGOs; information flows within and external to the NGO sector; central point for information access for public / donors / private sector / government about the sector and its activities; the development of new technology information services (world wide web, etc.) and advice for NGOs on using new technology for their own information.

Advisory / consultancy services for NGOs: the centre could offer specific advisory services to NGOs on legal, fiscal, financial, governance and management issues. It could also develop a data base of consultancy services, develop and accredit consultants, to ensure that NGOs needing consultancy are guaranteed quality and cost-effective consultancy, tailored to the needs of the NGO sector.

Networking and co-ordination of the sector: through specific initiatives and providing secretariat functions for networks.

Good / best practice developments: in both NGO management and governance and service delivery. The centre could act as a co-ordination / development point for best practice / models, which could be disseminated through workshops, seminars and conferences.

Development of initiatives focussed on resource generation, including advice / support on income generation schemes, access to donors through information about donors, training / advice / support on proposal development for donors; information for donors on NGO needs / priorities; liaison mechanisms for donors.

<u>Research, Needs Assessment and Evaluation Services</u>. Development and delivery of research and needs assessment programs, development of appropriate participative methodologies and dissemination of these to the sector; evaluation capacity (objective and independent) which can be drawn on by NGOs, donors, etc.

<u>In addition, the Resource Centres in micro regions would become a forum for organisations to come together on priority issues to exchange experiences, learnings, and concerns in a systematic and structured way.</u> The state of the art and the state of practice need to be socialised among organisations. Learning can not be just within organisations if the NGO sector is to make a qualitative jump in effectiveness; it must be across organisations, in keys themes (gender, rights, land reform, service provision, empowerment and participation, rehabilitation, the training and development of Boards, etc. and in key sectors (health, agriculture, group guaranteed lending, etc.)

The reports/studies propose that the primary function of the PMO and Resource Centre is to become a learning organisation and help create a learning field, learning commons and learning network among the NGO-CSO sector.

The Resource Centres and their CSO development activities intend to generate and support another paradigm of technical assistance, programme formulation, needs assessment, evaluations, and community mobilisation.

The first question of the Resource Centre at this stage is not what activities will it have, but how can the NGO/Civil Society Organization Sector be best supported to play a more effective role in creating a just, equitable and inclusive Palestinian state, civil society, and political economy?

An accreditation centre

Accreditation is one of the most valuable roles within the broader framework of capacity building and Palestinian society that the Centre could take on. The Centre should take on the role of "brokering" or facilitating contacts between individuals, groups, organizations, and networks educational (formal, non-formal, vocational, professional) needs and resources (universities, training institutes and centres, scholarships and grants, short and long term courses) inside and outside Palestine.

Several programmes outside of Palestine come to mind. CINDE in Colombia provides the lead in helping tailor make and co-designing with local universities and institutes courses, diploma programmes, and even academically recognized degree programmes (B.A., M.A. and Ph.D.) in social services, development management, organizational development, nonformal education, early childhood, education, etc.

The Mandela Centre for NGO Management and the Weatherhead School of Business at the Case Western Reserve University in Cleveland, Ohio are know for their innovative approach to management, leadership and organization development. They were the first university in the United States to offer a Ph.D. in Organizational Development. Their capacity for raising funds for their programmes and students is well known. Contact David Cooperrider and Shresh Srivasta.   They do courses and workshops where requested.

The Centre for International Education at the University of Massachusetts in Amherst in the US has one of the best and only degree programmes in non-formal education with a heavy focus on NGO capacity building. They have an inter-disciplinary programme and staff that work in PLA, PRA and other community based approaches to development, health, education, and other sectors that are of relevance to Palestine. Students come from all over the world, and the faculty do courses and workshops where requested. Contact David Evans.

The Open University in London has a distance education programme that is well known and well run. Perhaps the British Council could help facilitate a more formal and structured institutional arrangement with them. A myriad of academically accredited and recognised courses are offered through them.

The Development Studies programme at Sussex has played a leadership role in developments issues over the years. Contact John Gaventa.

INTRAC provides courses and workshops on organisational change, learning organizations, managing change, etc. Contact Bryan Pratt.

The American University provides diploma programmes in project planning, gender, development management, and a Masters and Ph.D. in Development studies. Contact Steve Arnold.

The University of Maryland and the national university in Sri Lanka have just created a diploma, semi-distance education programme in Leadership and Social Change for NGO leaders. The articles, content and pedagogy of the programme could be of interest to various Palestinian CSOs. An NGO was instrumental in bringing the two together to develop this programme for development staff in south and south-east Asia.

> **A learning/dissemination and networking/sharing centre where lessons learnt, materials produced, manuals etc.. could be shared with NGOs and relevant parties. Centre for defining and promoting best practices, especially in the Palestinian context**

Creating collective spaces of learning at the local and national level is a fundamental premise of Scenarios1, 2 and 3, and one of priority roles of the RC.

Using PLA and PRA techniques as well as participatory action research, the centre, its staff and partners/members should seek to build a country wide inventory of who is doing what in different sectors (health, education, agriculture, land, etc.) and themes/issues (gender, children and youth, rights, training, etc.) Everything that is being produced in Palestine (manuals, training modules, course designs, etc.) could be found in the Centres; as well as key materials identified outside the country.

Here is where the RC/CSO Programme truly becomes a learning organisation and creates a learning and action network. The simple exchange of dry, unreadable or bureaucratic documents will not guarantee learning and application across the NGO world, nor will the collection and deposit of research and publications

in a library of documentation centre assure relevance, access or usability. We find it difficult to read what we already have, produce, and receive; let alone the varied-quality of what others produce. Here the concept of such a centre is sound and sounds logical, but the practice in many parts of the world is mixed.

A special methodology has been developed by IMDEC in Mexico and ALFORJA in Panama in "Systematisation." This is a process by which organisations gain the capacity to describe, analyse, and document their lessons learned in a way that is accessible to the users, semi-literate populations, and busy staff. This workshop methodology helps stimulate an organisational culture of learning-action (praxis) and makes learning generative and available to people who need it the most…managers, leaders, practitioners, and donors

By using this methodology, the individual, organisational and institutional capacity to produce and share lessons learned internally and externally become part of the way "organisations work" and "networks relate." These exercises can be made available to the centre. The Centre and Accompaniment Teams can be trained in the method, and help train and build up organisations capacity to systematise and document lessons learned.

In addition, the Resource Centres would become a forum for organisations to come together on priority issues to exchange experiences, learnings, and concerns in a systematic and structured way. The state of the art and the state of practice need to be socialised among organisations. Learning can not be just within organisations if the NGO sector is to make a qualitative jump in effectiveness; it must be across organisations, in keys themes (gender, rights, land reform, service provision, empowerment and participation, rehabilitation, the training and development of Boards, etc. and in key sectors (health, agriculture, group guaranteed lending, etc.)

This report proposes that the primary function of the PMO and Resource Centre is to become a learning organisation and help create a learning field, learning commons and learning network among the NGO-CSO sector.

Learnings would be published, after identifying, linking, and integrating the various themes. This would assist and strengthen NGO/CSOs in their attempts to improve programme delivery. Imagine publications that brought together the best experiences and lessons learned in sustainability, primary health care, early childhood development, organisational transformation, land and agriculture, human rights advocacy, work with the differently-abled, community based rehabilitation, etc.

Provision of technical assistance, especially in program formulation, needs assessment, community mobilization, evaluations etc

Part of the "core curriculum" of the training and staff development of the Support or Accompaniment Teams includes PLA (Participatory Learning and Action and PRA (Participation Rapid Appraisal as well as systematization methodologies (Alforja from Panama), participatory action research (Centre for International Education in Massachusetts), and advocacy training (Washington Office on Latin America's method). Technical Assistance and the link to technical assistance are done after the

mapping of poverty and the inventory of CB exercises. Nearly all discussions identified "real peoples/community participation" as an area, or the area that really needed strengthening. Training in non-formal education, therefore, will also form a part of the core capacity building. In addition, Service Providers and Block Grant Managers, and their partners, will also be given the opportunity to contribute to and benefit from, the building of these programmes.

The style or paradigm of providing technical assistance is as important as the content. Is TA delivered in a directive, authoritarian way…assuming that the expert has all the answers and the problems in performance or effectiveness is the result of a technical or information deficiency; or is technical assistance seen as part of an integral part of accompaniment, mutual-joint learning and sharing? Are needs assessments done with sectoral prejudices built into the questions? Are they done by "experts" who have little knowledge of the local vulnerabilities and capacities? Is the assessment triangulated or just seen from one viewpoint? Is it shared or just exported to the designers' desk? Are communities mobilised around their own priorities and agenda, or around NGOs or outside agencies agenda and objectives? Are communities and people "servants" of the project and submissive to others interests, or do they mobilised around their own visions, goals, dreams, resources and capacities? Is evaluation an autopsy or tool for punishment or funding, and done by an outsider who just registers impressions and data; or is it a collective learning experience that allows everyone to move forward?

The Resource Centres and their CSO development activities intend to generate and support another paradigm of technical assistance, programme formulation, needs assessment, evaluations, and community mobilisation.

A platform of dialogue between donors, Government and the NGO sector

Each of the three scenarios seeks to link NGOs and CSOs in such a way that they increasingly speak with one voice on key issues. The Third Scenario is an explicit method for developing a national strategic plan for the movement/sector. It intends to strengthen bottom up and horizontal processes. What does the CSO want to influence in and how? The RS/CSO Programme facilitates workshops beginning at local level and then goes to regional and then national levels. The CSO programme seeks to build a "national project" and a "national plan." Workshops are not events but part of a participatory, national process on national priorities.

The Programme over time could build up to a national congress or summit of CSOs every two years which results from a process, and builds on a process of sector and national development and advocacy.

Furthermore, the Resource Centre could have a data bank of projects and a data bank of donors. Part of the role of the Resource Centre and its Accompaniment Teams is to build-up CSO capacity to produce legitimate proposals and to accompany local institutions in building up their capacity to implement those proposals. Just learning how to write better proposals to "market" or sell programmes is not enough, organisations must develop programme and managerial capacities to make a reality of those proposals. The funding environment will be coming increasingly scarce and

competitive. The PMO and the CSO Support programme should be concerned with building up the credibility of the sector with donors and the legitimacy of the sector with the population. Both will come from transparency, real capacity, and real results.

The leadership and team members must be active in making bridges between groups, networks, donors and NGOS. The essence of the Scenarios is to have A BRIDGING STRATEGY, INTEGRATING SOCIAL SECTORS, linking the private sector and government in support of key issues, linking the government and NGOs, linking NGOs and private sector. As explained in other ways, the role of the RC is to create new chemistries and synergies.

A final note on Activities

There are no recipes. Many of the practical solutions are to be built in the transition phase between Phase I and Phase II, and in the strategic planning session. Practical solutions cannot be made in a vacuum. Other things must be clarified first, then the practical solutions flow from that.

Certainly judicious use of the inter-net should be used. A web site should be developed for the Centre where all CSOs can download reports, evaluations, technical tips, latest articles on themes of current interest.

The Centres and system will need a communication strategy that includes, among other things, a quarterly bulletin that conveys what is going on in Palestine with the NGO-CSO community. This would include dates for up-coming forums, course and training offerings, evaluations and research initiative, job postings, short articles of interest, up-coming legislation and public policy advocacy, etc.

PURPOSE AND ROLES OF RESOURCE CENTRE

Level/Geographic dimension	Purpose	Role	Key examples, models and approaches
International level	Collective advocacy representing the sector's interests to donors and governments on political, thematic and strategic issues.

To actively seek and build links between external resources/ experiences in the international arena and internal Palestinian needs, and external needs and internal experiences.

Forming part of and strengthening the international communities approach to issues of common concern by reflecting the Palestinian experience | The centre acts as a facilitator to bring NGOs,CSOs and CBOs interests to international forums; assures that the Palestinian experience contributes to and benefits from other forums and interchanges. Links and seeks strategic alliances with international movements and conventions on human rights, environment, land, co-operatives, women's rights, children's rights movement.

Finds academic and training institutions to accredit Palestinian capacity building efforts. Provides bridge between technical assistance and Palestinian needs. Seeks funding, scholarships, grants, and subsidies for individual and organisational capacity building.

The Centre plays a role in the transformation of the aid system so that it is much more responsive to the population's needs and aspirations. It helps promote and defend those interests with international donors, rather than just passing on the requirements and the systems downwards. | The Food Action International Network on land, agricultural and food policy. (Germany)

The UN Convention on Children's Rights and the 5 year State Monitoring Report and 5 year Alternative Report by Civil Society and links with the Geneva NGO office on Children's Rights.

The UN Convention on Women's Rights, monitoring and reporting.

The International Grail's training programme in globalisation and economic literacy for women's groups and communities.

The International Structural Adjustment and Debt Reform movement (SAPRIN). The Fair Trade Movement, which looks at the terms and conditions of trade and the promotion of the products of small and medium producers (Max Havalaer Institute, Fair Trade (Europe and the US) |
| Regional level | Linkages with other Arab institutions, research projects, training, forums, and resources. | The centre seeks contacts and links experiences in the region. | The regional preparations for the United Nations International Summit on Children in New York in 2001 in Africa, Asia and |

	Similar to international	Similar to international level.	Latin America. The Latin America Regional Ministerial Meetings on Social Policies and Children.

The Central American Collective experience post Hurricane Mitch in the Stockholm and Madrid International conferences in advocating alternative donor policies and development models. (Costa Rica)

CIDE in Chile operates as a clearinghouse for practices in early childhood development and education in the Latin America. |
| National level | Link micro and macro activities, identify and disseminate lessons learned; formulate and support advocacy strategies on public and social policies.

To actively seek and build links between internal resources and learnings and internal needs. | To identify key lessons learned in thematic and sector activities and support forums, publications and workshops on those learnings. Assures that learning in the CSO sector is made accessible and supported in its application.

See that those micro experiences are reflected in the formulation of national public and social policies.

Makes partnerships with academic and capacity building institutions and creates accredited programmes that respond to the needs of Palestinian Civil Society.

Builds inventory of lessons learned, good practices through the systematisation of experiences. Facilitate and support learning process, systematisation, lessons learned, publications, dissemination and follow-up. | FUNDE in El Salvador…a national process of consultation with communities, municipalities and national government in forming a national plan for development.

The Centre for Generative Leadership experience in South Africa and Columbia in Scenario Planning in bringing groups together to plan and act on different futures.

CINDE in Colombia acts a broker and co-designs and co-constructs academic programmes with local NGOS and local universities on areas of common concern.

Alforja in Panama and IMDEC and Mexico have a special methodology for generating lessons learned of groups and organisations. |

Municipality and District, and Community level	Strengthen Civil Societies capacity to influence local government in resource allocation and methodologies in service delivery; strengthen local civil society and its ability to advocate locally and nationally. Strengthen government's capacity to be responsive, transparent, democratic, and open. Strengthen NGO capacity to build legitimacy and improve service delivery	To help NGOs, CBOs, and CSOs gain access to local government, decision-making and budget allocations. To help link local civil society to local government, and to help link the local private sector-economic actors to development and rights issues. To create a co-responsibility among local actors in government, civil society and economic spheres for the rights and development of marginal peoples, women, children and youth, the differently abled.	The Municipalities and local power movement in Peru (DEMUNA) and South Africa (The DELTA Project). Getting local CBOs, CSOs, and NGOs to influence local-municipal government social policy and experiences. The Capacity Building Centres and Programmes of the Near East Foundation experience in Egypt in the Save the Children experience in Egypt.

The Centre can be the lowest common denominator to which all interest groups and constituencies of the PMO can agree upon, or it can be the highest optimum goals to which all can aspire. What the Centre becomes will be the result of the PMO's capacity to facilitate a consultative process that builds a shared optimum vision and a sense of collective construction, direction, responsibility and ownership. Building an inclusive process at all levels will increase legitimacy, the chances of sustainability and the possibility of impact. The idea of sustainability and having authentic Palestinian control, needs to be part of the conception, design, and action from the beginning.

Appendix L…The Structure of the NGO Resource Center

      a. membership/constituency and the management structure
      b. expertise/human resources required
      c. potential linkages with regional and international centres.

The eight months remaining in the transition phase between Phase I and Phase II provides the PMO and the 4th Partner an invaluable time to facilitate the process of consultation and consensus building regarding the "essence" of the capacity building programme, programme focus, the scope of activities, the structure and form of governance, location**s,** budget, etc. Much of the discussion on structure will evolve over the next months with the 4th partner.

The 4th Partner's task from the beginning, is to work with the RFOs and Accompaniment Teams to build up the local structures and capacities to continue the process at the regional and national levels after the end of the first 4 years. The priority is not just to do capacity building of individual NGOs, rather it is to build up the collective capacity of CSOs to participate in a new way in micro and macro advocacy and change.

The Accompaniment or Capacity Building Teams in each region:

To be sustainable in the long term, the office and number of personnel (1 administrative assistant and 2 or 3 people to form the "Accompaniment" Team) needs to be small. enough for staffing the capacity building strategy and a small resource-documentation centre.   Efforts should be made to maximize the use of existing facilities. We do not want to be seen as the new rich donor in the area, who comes in with lots of money, disburses wealth, and then leaves. We want to be seen as equal partners, as a resource bridge, a connector, a linker…not as a banker.   If the Support Offices are capital intensive, this is what will feed the system, and the system will live or die on infusions of capital, or the lack thereof.. If the Support Offices are knowledge-intensive, then the system will live, flourish or die based on how well it does or does not help generate and share knowledge, lessons learned and experiences.

The Support Office in Ramallah would have a small core staff of:
1 Coordinator who links the 4 regional officers and facilitates learning across regions …1 Administrative Assistant who assists the office in logistics, the documentation center, and other secretarial tasks…1 Communication Officer to help document and publish lessons learned, a bulletin on who is doing what, etc….1 Education Coordinator to develop formal and non-formal programmes and accreditation

The Support Offices in the regions would each have:
An Accompaniment/Support Team Coordinator with expertise in organizational development and facilitation and 2-3 other professional staff with expertise in complementary areas (organizational development, strategic planning, financial management, management, administration, programme development)…1 Administrative Assistant

Organizational Diagram of the Civil Society Support Programme

Each Regional Office will have 1 Team Coordinator, and 2-3 members with complementary Capacity Building/Organizational Development skills, and 1 Administrative Assistant

Each region will have partners from government, civil society organizations, and the economic arena, networks and service providers

Regional Offices

North team

National Assembly

4 Elected represen-tatives from each regional board plus 4-5 at large members 1 Ramallah Coord.

North advisory Board

And each organization has links with population groups

Ramallah Office 1 Coordinator 1Comunication Officer 1Administrative Assistant

Central team

Central Advisory board

South team

South Advisory Board

Gaza team

Gaza Advisory Board

Each Regional Advisory Board is composed of 4 elected representatives from CSOs, 1 from Government, 4 from the public at large, and 1 elected Accompanime nt-Capacity Building Team Member.

In the beginning (year one), the Support Teams are a part of the PMO structure. By the second year the phasing out of the PMO begins. All scenarios call for an exit strategy because by its own definition and statements, PMO is not in the long term business of running a resource centre.

The needs and nature of civil society and civil society organizations, however, will require a long term "force" that manages to weave and link the multiple strands, tendencies, capacities and needs of the sector…in a decentralized way, and on a national level. The PMO has said that its capacity building needs to move up another level, and the requirements in the different regions and nationally are greater than PMO capacity.   The visions, ambitions (in the good sense of the word) and the activities (as specified in the annex) really require a longer-term effort.

While it is understandable, common and logical that a donor may want to limit its own temporal, thematic and geographical commitment to a project, the implementing agency may see a broader role for itself that goes beyond a particular funding cycle or donor. What is important is to make explicit the intended phases and long term strategy, so that all constituents realize what they are funding and not funding, and what the results and connections are for each phase.

The existing Regional Offices are essential to Scenarios I, II and III. They are, or could be the Coordinators of the Regional Accompaniment Teams. This would give an organic link between the PMO, the 4th Partner, and the Civil Society Support/Development Programme. Their knowledge of the areas, the actors, the issues, and resources is considerable; and the expertise and credibility they have acquired over the years will help them constitute, form, and build up the Regional Advisory Boards. The PMO in Phase II would see that they received the proper training and support in institutional and organizational development and capacity building.

In addition, Scenarios II and III really intend to go beyond "servicing and supporting" block grants and development grants, for which PMO is designed. The Resource Centre, and Phase II as described in the mid-term review, should seek to strengthen the NGO sector and broader civil society and an emerging Palestinian state.

The role of the Support/Accompaniment Teams is to help build, and build up, a network of support teams, learning circles, and resource people among NGOs. The assumption here is that such a coherent and functional network will require a greater degree of intentionality, leadership and resources. It will not evolve by itself and within existing structures and practices in the foreseeable future. A new structure and commitment needs to exist for this to happen. The Support/Accompaniment Team is not Support Team centred. They are facilitators, bridges, networks, linkers, integrators, connectors, multipliers…but at the same time they are receiving and developing, and channeling a high quality of capacity building.

In addition to identifying key grantees, NGOs, and Service Providers that it wants to support, the PMO and NGO Support Programme needs to define and identify which processes within the Palestinian context it wants **to accompany** over a period of time. It is necessary, but not sufficient, to provide funding, trainings and courses in capacity building to individual NGOs and block grants. This good beginning in Phase I and the credibility gained provide a basis to graduate to another level of effectiveness in Phase II.

To be a relevant and significant force in a changing and challenging context, the Resource Centre and Support Programme need to develop and be a part of an organizational short, medium and long term strategy of **integrated accompaniment**. By accompaniment, we mean a process of partnering that includes creating together with others a shared vision of society, strategic alliances, programme linkages, technical assistance, joint learning, capacity building, collective participatory action research and advocacy, the mobilization of resources, mutual support, respect and transparency.

The transfer of resources and donor function is only one dimension of the relationship and even that role is for the pursuit of shared interests and visions. The "aid system" as the transfer of financial resources and training "downwards" and the flow of accountability and reports "upwards" is less than optimal. The Resource Centre and Support Programme can play a role in creating new relationships with movements, historical processes, networks, NGOs of different sizes and competencies, advocacy groups, policy makers, community based organizations, government at different levels - that is based on different principles and values. <u>The new "value added" of the Programme is the "adding of new values" to a process of change</u>.

But what changes do the PMO, its stakeholders and Support Programme want to promote, support and facilitate, and at what levels? What kind of government, civil society, and economic system do they want to see built? How do we support a development process that is more just, equitable and sustainable - by, for and with the poor, marginal, and excluded? How does it create relationships and partnerships that form a critical mass of support and influence locally, nationally and internationally? The "Resource Centre" becomes more significantly feasible, desirable and justifiable only as it becomes part of, and contributes to, these greater equations.

Annex M…Terms of Reference

ASSESSMENT STUDY FOR IDENTIFYING GAPS IN CAPACITY BUILDING FOR THE NGO SECTOR IN THE WEST BANK AND GAZA

1. CONTEXT

The PNGO-Project is managed by a consortium of three international NGOs, led by the Welfare Association, and including the British Council (BC) and Charities Aid Foundation (CAF). The Program became operational in 1997 and to-date has disbursed 105 Development Grants and 7 Block Grants during this period. The total grants budget for the project is $12,391,386 for three years, $1.3 million of which was initially allocated to Capacity Building and Research, and the balance, approximately $11 million to sub-grants. The grants are awarded in cycles.

So far, the project has implemented 3 Development Grant Cycles, one Block Grant Cycle, and awarded several Capacity Building and Research Contracts, and allocated fully the budget available for Development and Block Grants.

The objectives of the program are (a) the alleviation of poverty in Palestine through NGOs, and (b) the development of NGO capacity in Palestine to respond to poverty and marginalisation. (c) The project is also expected to improve the coordination and working relationship of the NGOs and the Palestinian Authority. The Program operates in the West Bank, Gaza and Jerusalem.

The overall program has a number of elements, which include:
➢ Development Grants, which are awarded to organisations with a track record in service delivery and are granted for direct implementation of services.
➢ Block Grants, where contracts have been awarded to NGOs to operate grant schemes, with a focus on smaller grants to less well-developed NGOs and community based projects.
➢ Capacity Building, through specific technical assistance inputs and training programmes, targeted at grant receiving NGOs.
➢ Research Grants, to support policy research that could build on issues identified through the other programmes.

Continuous needs assessment exercises have been undertaken throughout the program, which have enabled the specific sectors and sub-services for each grant round of Development Grants to be determined. So far, grants have been given across a wide range of sectors, including agriculture, formal and informal education, health, housing, economic development, and social welfare.

2. THE NEED FOR THE STUDY

In January 2000, a Mid-Term Review was conducted by the World Bank to assess the impact of the Project and advise on Phase II.

Following the review the World Bank decided to extend the PMO contract for another three years. The objectives of the PNGO II, as specified in the World Bank's Aide Memoire of January 2000 are:

1. To continue to use NGOs as the mechanism to improve the lives of the destitute, marginalized and excluded in the West Bank and Gaza, building on the service delivery lessons learnt during Phase I of the Project.
2. To help strengthen the professional credentials of the Palestinian NGO movement by providing opportunities for voluntary professional association within the sector and with the Palestinian Authority, and to provide resources in order to enhance the NGOs' technical capabilities.
3. To pay particular attention to gender issues in the targeting of ultimate project beneficiaries.

At the end of Phase II, and as part of the exit strategy, the World Bank's Palestinian NGO Project would aim to leave behind it:

• A legacy of enhanced professional standards in NGO practice and conduct, vested in the cumulative experience of program grant recipients.
• An NGO Resource Centre to service the NGO sector.
• Voluntary codes of NGO conduct.
• and the changed/sustained improved practices of a sizable number of NGOs.

There will be a change in the Project's focus within Phase II, as the new program will aim to strengthen the environment for, and the capacities of, NGOs undertaking service delivery, in line with the longer-term requirements of an emergent Palestinian state. As part of the design for Phase II, four studies have been completed to feed into the design of Phase II, most importantly a Feasibility Study for the establishment of an NGO Resource Centre, which was conducted by Mr. Tom Lent, an external consultant of the PMO, to assess the desirability of such a centre, its structure, scope of work, proposed budget, governance and fundraising strategies.

Although the Study recommended different approaches and needs the scope of capacity building, it was felt that that further research be conducted to assess what other donors are doing in Capacity Building for NGOs, and to identify further the gaps in this area. In that sense this study is designed to complement the Feasibility Study of the Resource Centre by proposing specific activities that could be addressed either though a Resource Centre or other mechanisms of delivery, based on needs/gaps identified through field research in the West Bank, Gaza and East Jerusalem, and based on consultations with the World Bank Team.

3.   OBJECTIVES OF THE STUDY

The primary aims of the study will be to:

The Demand: To define the range of existing capacity building needs that will enable the NGO sector to become more strategic and efficient in playing its role as a key

service provider (reference to range of needs/activities listed by Lent's study can be useful).

The Supply: To assess the adequacy of existing capacity building programmes and to identify any gaps that will need to be addressed as part of the proposed PNGO II programme. This should include an assessment of the capacity and readiness of local NGOs and institutions *(identification of the strengths and weaknesses and the comparative advantage of specific institutions and/or programmes)* to lead and implement such programmes and an identification and general assessment of donor-financed programmes (ongoing and/or planned) whose aim is to support NGO capacity building.

Bridging the Gap – the How: To propose, based on the findings reached, the most optimal mechanisms for addressing gaps in capacity building through PNGO II. In doing so, the study should a) draw, to the extent possible, on utilizing existing structures/processes, including local institutions/organizations, the present structure of the PMO and the Block Grant Manager Scheme and b) identify TA needs, in terms of facilitation, external expertise and other resources, to render the activities of these structures/processes more effective, responsive and forward looking.

Identify the scope of activities/programs that exist under capacity Building for the NGO sector. More specifically, assess what exists in terms of capacity building provision by: (a) specialized training and institutional development institutions, (b) training programs within NGOs themselves. An impartial qualitative assessment will be needed to identify the gaps.

 One. Assess the level of present and upcoming major/key donor funding for the NGO sector allocated specifically to Capacity Building
 Two. Identify and clearly define the approaches adopted for donors for support in that sector, with the intention of identifying needed approaches
 Three. Propose the scope of activities that can be provided by the PMO, through either a Resource Centre and/or other mechanisms of delivery, which would complement and strengthen existing Capacity Building Programs, and strengthen the PNGO Grants Program.
 Four. Provide further advice on the expertise needed to deliver these services, to what extent these can be met by existing PMO staff, and the support/training needs for the PMO staff to be able to meet the required needs. Also identify type/specializations of external human resources needed to render these services.

Annex A attached provides a listing and description of activities that were proposed in the Feasibility Study for the Resource Centre, including definition and description of these activities. This should provide a guideline for identifying existing services and gaps, and propose specific scope of activities for the Resource Centre, and/or another mechanism of delivery for the Capacity Building to the NGO sector.

4. THE SCOPE OF WORK AND EXPECTED OUTPUTS

The study is expected to deliver the following outputs:
a. provide an overview of key funding for the NGO sector

b.   present the status of current and upcoming funding specifically allocated to Capacity Building in the NGO sector

c.   provide a mapping of major current and planned CB programs and activities in the NGO sector and identify the gaps in these activities

d.   provide recommendations on the following specific issues:

1.   The Scope of Activities that could be addressed through the CB program of PNGO II.

2.   Alternative approaches to delivery of these services, including the potential consideration for establishing an NGO Resource Centre institutions themselves, the role of PMO, and the role of Block Grant Managers. While the option of the Resource Centre should not be eliminated, there should be clear arguments to show that it is needed. (reference here should be made to all the various alternatives – the role of the NGOs/local d, it is the most optimal mechanism – based on the assessment to be undertaken)

It will be necessary for the consultant to also make the distinction between capacity building to be provided as part of a comprehensive programme of capacity building and capacity building as part of the grant-awarding programme. The two might run in parallel.

5.   METHODOLOGY

The consultants will be expected to devise appropriate field research and consultation methodologies to enable the key objectives of the consultancy to be met, these may include but not be limited to:

1.   Consultation with the PMO and the World Bank over various issues involved in the study, including the nature and relationships of the various stakeholders.

2.   <u>Design and Conduct an Interview/Survey Form to determine existing services and identify potential gaps</u>

3.   Holding meetings/workshops with key informants from among the potential service users to assess the CB, and other development, needs of the sector.

4.   Holding meetings/interviews or collective workshops with current CB service providers to verify findings and ensure complementarity of function.

5.   Interviews with major donors for the NGO sector and for Capacity Building Programs, e.g. USAID, UNDP etc. and their sub-contractors (US and other PVOs/Public Organizations).

6.   Interviews with MOPIC officials to obtain data on donor funding to the NGO sector, especially CB programs

7.   Examination of the CB services provided by the PMO for the various cycles, as well as an assessment of the CB services provided to recipients.

6.   DURATION, TIMEFRAME AND PROPOSED WORK PLAN

The Consultancy will take place between 25 October and 22 December 2000.

The draft report should be submitted to the PMO by 10 December and finalised with all parties' inputs by 22 December 2000.

A detailed work program will be devised by the local consultant in consultation with the International Expert and the PMO, with targets and outputs and clear dates for the delivery of reports, and needed support. The detailed work plan will be submitted to the PMO at the outset of the consultancy for approval.

7.   REPORTING: REPORT FORMAT AND CONTENT

The Consultant will coordinate closely with the Operations Manager throughout the Consultancy, and ultimately report to the PMO Director.

The consultant will be expected to produce a comprehensive report within the given deadlines, which will include background materials, analysis and recommendations with Annexes containing the field survey and findings, analysis of the questionnaire and mapping of services..

The Proposed Outline for the Report is:

1.   Executive Summary
2.   Description of the Research Methodology
3.   Main Findings and Recommendations
4.   Proposed CB Activities and Approaches
5.   Annexes

The main report should not exceed 15 pages. Detailed information could be included in Annexes.

The final report will be submitted to:
Dr. Mohammed Shadid
PMO Director
Dahiat Al Barid
P. O. Box 2173
Ramallah
West Bank
E-mail: mshadid@pngo-project.org

Annex N…List of Persons Interviewed

Name of Persons	Organizations
1. Sophie Claudet	World Bank
2. Sima Kanaan	World Bank
3. Dr. Mohmmed Shadid	PMO
4. Mira Rizek	PMO
5. Mr. Izzat Abdulhadi	Bisan
6. Mrs. Haifa Baramki	Continuing Education Program-Birzeit University
7. Ayman Mashni, Jude Rand	CARE
8. Khalil Nijem	MOPIC
9. Dr. Fathi Darweesh	Ministry of NGO Affairs
10. Shireen Shaheen	USAID Civil Society Program
11. Joachim Paul Suleiman Abu Dayyeh	Friedrich-Naumann Stiftung
12. Mr. Sameh Jarallah	Union of Palestinian Medical Relief Committees
13. Mr. Shawkat and Mr. Nader Dukmak	Union of Palestinian Agricultural Relief Committees
14. Mr. Nabil Ibrahim	CRS
15.Mrs. Najwa Saadeh	Women's Affairs Center
16. Mr. Samhan Samhan	Palestinian Hydrology Group
17. Dr. Allam Jarrar, Mr. Judeh Abdallah, Ms. Rinad Al Qubbaj	PNGO
18. Mr. Sami Khader	Ma'an Development Center
19. Ms. Hala Bitar	World Vision
20. Mr. Gabi Abboud and Mr. Ibrahim	USAID
21. Ms. Buthaina Sha'bani	PCMD

Training Reports Reviewed

1. Financial planning Course	Ma'an Development Center
2. Strategic Planning Course	Palestinian Network for Institutional Development
3. Report Writing Course	Center for Continuing Education-Birzeit University
4. Communication Skills Course	Palestinian Network for Institutional Development
5. Financial Planning and Budgeting	TEAM
6. Project Planning and Proposal Writing	Ma'an Development Center
7. Monitoring and Evaluation Course	Bisan
8. Strategic Planning Course	Near East Foundation
9. Project Planning Course	DRC

Other Reports Reviewed

Report	Organization/ Consultant
Study of the Role of NGOs in Civil Society Building	Bisan
Study of the Census of Palestinian NGOs in the West Bank and Gaza	MAS
Study of the Relationship Between NGOs in the West Bank and Gaza	MAS
PNGO Project governance structure	Jalal Abdullatif
Assessment study for block Grants	Simon Lawry-White