



Terms of Reference

Implementation Completion Report (ICR)

**The Fourth Palestinian NGO Project
(PNGOIV) & (PNGOIV-AF)**

NGO Development Center

July 2016

I. Introduction

1.1 Background: NDC and Bank Support through NGOs

The NGO Development Center (NDC) is an innovative Palestinian non-profit organization that empowers Palestinian NGOs by mobilizing donor funds to deliver a unique combination of direct grants and capacity building programs that enhance the effectiveness, self-reliance and sustainability of Palestinian NGOs. NDC's long-term aim is to better provide vital services to Palestinians living in the West Bank and Gaza, especially for the poor and marginalized. In doing so, NDC advocates greater NGO transparency and accountability through the adoption of professional financial and management practices, promoting sector-wide coordination and sharing of best practice experiences within its programs and on its Masader portal (www.masader.ps).

NDC was officially registered in March 2006 and became fully operational in November 2006. This new entity grew out of and builds on the achievements of the Palestinian NGO sector under a series of projects supported mainly by **the World Bank** and known as the "Palestinian NGO Project" (PNGO) that started in 1997. To this end, NDC continues to successfully drive NGO development firmly into the hands of Palestinian NGOs for social service delivery through this innovative series of projects with each PNGO project building on the success of its predecessor.

The Bank has had a long term engagement through PNGOI, PNGOII, PNGOIII and currently PNGOIV, and has: (a) enhanced the capacity of Palestinian NGOs to carry out social service delivery activities to poor, marginalized and geographically isolated communities; (b) established a sound and transparent management structure for mobilizing and channeling donor funding; (c) institutionalized systems for technical and financial support management and (d) promoted cooperation and information sharing among NGOs and the development partners. PNGOI and PNGOII successfully established a transparent grant-making system for NGOs to deliver social services to vulnerable groups graded as poor or geographically isolated by introducing and promoting a culture of cooperation and information sharing among NGOs. PNGOIII consolidated and institutionalized these achievements through the establishment of the NGO Development Center which emerged out of the Project Management Organization (PMO) within the Welfare Association Consortium, the grant recipient at that time. In 2009, the Bank also provided Additional Financing to PNGOIII to support the recovery of Gaza following the December 2008/January 2009 military operations. Given this achievement, the mandate of the NDC from that point onwards focused on channeling funds to NGOs for service delivery and provision of technical assistance to develop their capacities and practices, and enhance the role of the NGO sector at larger.

1.2 The Palestinian NGO-IV Project (PNGOIV)

The Bank continued its involvement based on its successful experience in social service provision through NGOs and based more broadly on the Bank's role in promoting donor harmonization. PNGOIV is a repeater project that builds on the achievements of PNGOIII and the systems that it has already established for service delivery through NGOs. PNGO IV aims to continue the success of the previous three PNGO projects while improving implementation arrangements and the delivery of key social services to Palestinian communities suffering from deteriorating socio-economic conditions. The project also contributes towards the institutional development of the NGO sector. By focusing on issues such as good governance, accountability and transparency, the project supports the sector in responding to the needs of Palestinians

– especially the poor and vulnerable. Building the capacity of Palestinian NGOs will provide the basis for the long-term and sustainable provision of these services, whilst contributing to equal access to social services for the poor and marginalized.

The total project costs have been estimated at approximately USD8.00 million, with financing of USD2.00 million from the Trust Fund for Gaza and West Bank and Euro5.00 million by the French Development Agency (AFD).

The Trust Fund Grant Agreement was signed on August 2, 2010 and the Project became effective on September 3, 2010. The project closed on December 31, 2013

Project Development Objective

The project objective is: *“to provide social services to those who are poor, vulnerable or marginalized through NGOs and to strengthen the institutional capacity of these organizations.”*

Project Components

Component 1: NGO Grants for Social and Productive Services

The NGO Grants for Social Service Delivery component will provide four different types of sub-grants to NGOs, focusing on sub-sectors and themes where NGOs have a comparative advantage.

The four subcomponents envisaged are:

- **Empowerment Grants:** Empowerment Grants support experienced NGOs in order to improve social services delivery in sub-sectors and themes where NGOs have a comparative advantage. These grants will target vulnerable groups (people with special needs, youth, orphans, women-headed households, etc.) and may also use geographic targeting to identify those in the poorest and marginalized districts (e.g. East Jerusalem, Gaza and communities affected by the Separation Barrier).
- **Mentoring Partnership Grants:** Mentoring Partnership Grants will be provided to support social service delivery by small community based NGOs partnering with experienced NGOs. It enables small NGOs to improve the quality of their social service delivery through knowledge sharing and networking with professionalized NGOs operating on a national scale.
- **Innovation Grants:** Innovation grants will support non-traditional or inherently high-risk types of activities that nonetheless show heightened potential for success and precedent-setting impact. The innovation themes will be identified through consultations with the PA and other key actors (NGOs, networks, experts...etc.) and will serve as a tool for continued sector level dialogue.
- **Emergency Grants to NGOs.** At present no financing for this grant track is envisioned under the proposed program. However, given the volatility of conditions in the West Bank and Gaza, this will remain a key area of intervention that will be further defined in response to a particular emergency.

Component 2: NGO Sector Development:

This component aims to develop the NGO sector as a whole to become more responsive, transparent and accountable to Palestinian communities by setting standards, promoting knowledge sharing and collaboration within the sector, and strategic policy research and planning.

- **Implementation of NGO Code of Conduct:** PNGOIV will further deepen the implementation of the NGO Code of Conduct by developing an incentive system for compliance with the provisions of the Code, including certification. NDC also proposes to strengthen its in-house ability to provide technical assistance to the NGO sector.
- **NGO Sector Coordination and Information Exchange:** This subcomponent will support sector information exchange, promote greater cooperation among NGOs and will support revision of the NGO law.

- **Policy and Research:** This subcomponent will support the implementation and monitoring of the NGO sector strategy and research to map out social service provision by PA and NGOs to identify areas of overlap and identify strategic partnerships so as to minimize duplication, promote synergies, identify gaps with the purpose of ensuring improved social service delivery.

Component 3: Project Management, Monitoring and Evaluation:

This component will strengthen NDC's capacity for project management and monitoring and evaluation and project auditing. The activities under this component are as follows:

- **Strengthening the M&E System:** Development and installation of a customized information management system.
- **Audits (External and internal audit):** This activity will finance the costs of an internal auditor, a new function at NDC, and external audits including spot checks of NGO sub-projects.
- **Evaluations and Impact Assessments:** This activity will finance the costs of necessary evaluations and impact assessments throughout the project.
- **Studies, Technical Assistance and training:** NDC may need to draw on specialized expertise that it does not have on staff during appraisal of grant applications and the implementation of subprojects which will be covered under this activity. Under this activity, NDC will also carry out periodic assessments and studies, including beneficiary impact studies that will ensure that it continually learns from the field.
- **Communications and Outreach:** Develop new communication tools and strategies to clarify its corporate image and improve its visibility.
- **Project Management:** This will cover the costs of grant administration and associated capacity building under the program. This will include capacity building and oversight of subproject implementation.

1.3 Additional Financing for PNGOIV (PNGOIV-AF)

Building on the success of PNGOIV, the Additional Financing explicitly adopted a poverty targeting approach. It specifically addresses geographic areas and households facing poverty or vulnerability to fill a gap in both service coverage and funding in the absence of a state and a developed private sector. The Additional financing aims to move towards a more targeted, inclusive, holistic and results-oriented development approach in order to (i) provide needed social services to poor and marginalized Palestinian s living in unserved and under-served geographic areas where the PA has difficulty providing these services, and (ii) strengthen NGO good governance capacities.

The World Bank extended a grant, an amount of USD5.00 million. The Trust Fund Grant Agreement for PNGOIV-AF was signed on August 26, 2013 and the Project became effective on September 17, 2013. PNGOIV-AF will close on December 31, 2016.

The Project Development Objective was slightly edited from the original project to ***“provide social services through non-governmental organizations (NGOs) to those who are poor, vulnerable or marginalized and to strengthen the institutional capacities of these NGOs”***.

The Additional Financing scaled up the original project and would be used to finance implementation of expanded activities to scale up the project's outcomes and development effectiveness primarily through support for additional demand-driven grants for social services delivered by NGOs, and to continue financing the NGO sector capacity strengthening.

The use of the additional financing grant is summarized in the table below:

Table 1: Use of Funds – Scaling up

Window/Component	Amount (USD million)	Use of Financing
Component 1: Grant making to NGOs for social service delivery Empowerment Grants	3.87	Scaling Up <ul style="list-style-type: none"> • Better targeted to poor Palestinians living unserved and underserved geographic where the PA has difficulty operating • Direct links to PA-level and local level development plans; ‘Piloting of innovative cross-sectoral, coordinated NGO proposals
Component 2: Strengthening the capacity of the NGO sector Implementation of the NGO Code of Conduct Compliance System	0.94	Scaling Up <ul style="list-style-type: none"> • Actual roll-out of PNGO IV piloted Code Compliance System, in cooperation with the NGO Umbrella Networks.
Component 3: Project Management, Monitoring and Evaluation	0.19	Scaling up <ul style="list-style-type: none"> • Disaggregated measurement of gender & youth issues during subproject design, implementation and monitoring • Component-specific costing
TOTAL	5.00	

1.4 The Implementation Completion Report

The purpose of the ICR is to provide a complete and systematic account of the performance and results of the project, and capture and disseminate experience from project design and implementation. The ICR is a self-evaluation of the performance of both the World Bank and NDC.

NDC has the responsibility to prepare its own ICR and to assist in the preparation of the Bank’s ICR.

II. Objectives of the Assignment:

The objectives of the NDC ICR are to assess:

- (a) the degree to which the project achieved its development objective and the outputs as set out in the project documents;
- (b) identify other significant outcomes and impact; and
- (c) determine prospects for compliance with relevant WB safeguards and business policies.

The ICR will provide the data and analysis to substantiate these assessments, and identify the key lessons learned from implementation.

The NDC ICR should contain the following:

- i. An assessment of the project objective, design, implementation and operational experience;
- ii. An assessment of the outcome of the Project against the agreed development objective;
- iii. An assessment of the NDC's own performance during the evolution and implementation of the Project, with special emphasis on lessons learned that may be relevant in the future;
- iv. An assessment of major factors, within and outside NDC's control, affecting implementation and achievement of outputs;
- v. An assessment of the relationship with the NDC's partners (from project identification to completion) during the evolution and implementation of the project, including the effectiveness of the relationships with the PA, the WB and other partners; and
- vi. Proposed arrangements for possible future operations of the project.

III. Scope of work

The Consultants shall be deemed responsible for undertaking the following tasks:

- a) Review of relevant documentation provided by NDC. These documents will be made available at the start of the assessment, and others upon request or as needed;
- b) Comprehensive review and analysis of all evaluations undertaken by NDC.
- c) Interviews with NDC, the World Bank and relevant donors.
- d) Interviews with NDC's relevant staff in order to assess their feedback on NDC's work.
- e) Interview of other stakeholders (municipalities, PA, other NGOs, private sector, resource persons).

The Consultant is obligated to use a variety of tools for gathering data and collection of information including review and analysis of the existing secondary literature (NDC evaluations, reports, etc.) and primary data collection (interviews, surveys, workshops, focus groups) as needed.

IV. Consultant's qualifications

NDC is seeking the services of a Senior Expert (Consultant) with a graduate degree from an accredited university in a relevant field. The Consultant has to be a specialist in development with specific focus on the NGO sector and management thereof whilst retaining in depth knowledge of Palestinian civil society and the Palestinian context.

More specifically, the Consultant should possess the following qualifications:

- Considerable experience and proven track record in similar assignments;
- Solid analytical, research and report writing skills with high capabilities of reading and analyzing different documents in a short period of time;
- Extensive knowledge in results-based management evaluations and participatory monitoring;
- Excellent interviewing skills;
- Knowledge of World Bank standards and procedures.

V. Time frame

The assignment is expected to be carried out over the period from August 15, 2016 to November 30, 2016.

Task	Level of effort (days)
Review of Key documents	4
Preparation and submission of inception report	4
Interviews/meetings with the NDC team the Bank and other stakeholders	5
Field research/focus group discussions with selected NGOs (West Bank and Gaza)	15
Analysis of findings	5
First draft report	5
Final report	2
Total	40

VI. Key Deliverables

The Consultant is required to present the following:

1. An inception report detailing the methodology and work plan within two weeks of signing the contract with NDC.
2. A draft ICR by November 10, 2016
3. Final ICR by November 30, 2016.

The final report structure should include, but not necessarily limited to, the elements outlined below:

- 1- List of Acronyms**
- 2- Project Background**
- 3- Development Objectives and Design as outlined in the Project Appraisal Document**
 - a. Project Original Components

- b. Project Actual Components
- 4- Project Achievements and Outputs in Comparison to the Objectives**
- 5- Major Factors Affecting Implementation and Outputs**
 - a. Factors Outside NDC's Control
 - b. Factor's within NDC's Control
- 6- Assessment of the World Bank's Performance (to be assessed by NDC)**
 - a. During Preparation
 - b. During Implementation
- 7- Conclusions**
- 8- Lessons Learned**
- 9- Annexes**

VII. Document

The Consultant will be provided with the following documents for review:

1. Project Appraisal Document; Palestinian NGO-IV Project, May 27, 2010.
2. Project Paper: Additional financing for the Palestinian NGO-IV Project, July 2, 2016.
3. Semi-annual Reports (SARs) submitted by NDC to the World Bank and AFD.
4. World Bank's Supervision Mission Aide Memoires
5. PNGOIV Operations Manual