

Ex Post-Evaluation Brief

PALESTINIAN TERRITORIES: Restoration of the historic centre of Hebron



Sector	Other social infrastructure: Employment Policy and Labour Administration (CRS: 16020)	
Programme/Client	Restoration of the historic centre of Hebron - BMZ No.: 2001 65 936*	
Programme executing agency	Hebron Rehabilitation Committee (HRC) with support from United Nations Development Program (UNDP)	
Year of sample/ex post evaluation report: 2013/2013		
	Appraisal (planned)	Ex post-evaluation (actual)
Investment costs (total)	EUR 1.79 million	EUR 1.79 million
Borrower contribution	EUR 0.00 million	HRC operating costs
Funding, of which budget funds (BMZ)	EUR 1.79 million EUR 1.79 million	EUR 1.79 million EUR 1.79 million

* random sample 2013

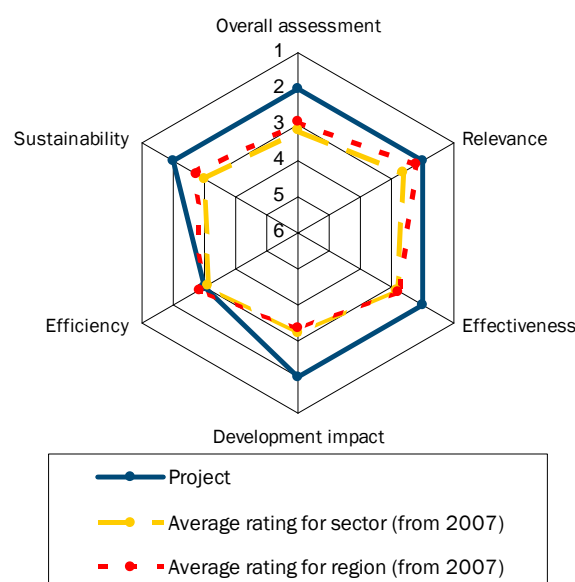
Short description: The project covered the rehabilitation of 66 apartments in 21 buildings in the historic centre of Hebron, as well as the construction and/or rehabilitation of the associated basic infrastructure (water, sewerage, electricity, land improvement). The programme was to be implemented in a labour-intensive way in order to create temporary employment and income opportunities. It was designed to preserve historically valuable structures and to foster the permanent settlement for Palestinian families in need.

Objectives: The primary goal of the project was to contribute to the rehabilitation of buildings, as well as to the social and economic revival of the historic centre of Hebron and to its protection from further occupation by Jewish settlers. Furthermore, the project was designed to socially and economically foster the peace and reconstruction process in the Palestinian Territories. The programme objective was to preserve historically valuable structures and to foster the permanent settlement of Palestinian families in need in a specific area in the historic centre. The indicators (primary goal and programme objective) comprised the medium and long-term use of housing by the target group, a positive preservation assessment on the project and a proportion of wage expenses as part of investment costs of at least 25%. **Target group:** Palestinian families in need who were candidates for tenancy in the restored apartments and Palestinian land owners whose long-term rights are secured.

Overall rating: 2

Points to note: By creating housing, the measure has contributed to resettling a total of 6,000 Palestinians (German contribution 240 people in 66 apartments) and to preserving and/or re-opening Palestinian businesses in the previously largely abandoned historic centre. By reconstructing the infrastructure and revitalising the historic centre, the measure has successfully prevented further expansion of the Jewish settlement areas in the Palestinian Territories. The measure also mitigated high unemployment at the time of the second Intifada with its high degree of labour-intensive works (60%). Furthermore, the project has a significant degree of relevance to development policy with regard to crisis prevention, peace-keeping and human rights. The project's development policy goals have been achieved and exceeded.

Rating by DAC criteria



EVALUATION SUMMARY

Overall rating: 2

Relevance

The programme was in accordance during planning and is in accordance today with the goals of the National Development Plan of the Palestinian Authority. The return and permanent settlement of Palestinian families in the historic centre of Hebron, as well as its social and economic revitalisation and the accompanying protection of valuable historic buildings enjoy the highest political priority of the Palestinian Authority (2011-2013 National Development Plan) as a civilian contribution to the defense of the Palestinian State Territories.

During project implementation at the time of the second Intifada, unemployment in the Palestinian Territories was very high and measures for short-term employment were an important political priority for the economic and social stabilisation of the Palestinian Territories. This direct effect of the project continues to be relevant with unemployment still at 20 %. However, employment effects from labour-intensive measures are naturally transitory in nature. Furthermore, the creation of living space for needy families, due to high population growth (+3.1 % p.a.), then and now, is one of the socio-political challenges for the Palestinian Authorities, although it ranks behind the goals mentioned. The preservation of historically valuable building stock is an additional goal.

The project is not in line with the country concept for the German development cooperation with the Palestinian Territories, but is in line with the general direction of German development policy, which is geared toward conflict prevention and peace-keeping, since additional land occupations by Jewish settlers and the corresponding reactions of the Palestinian population are being reduced. The rehabilitation of the "German quarter" took place in concert with activities of other donors (Great Britain, Ireland, Canada, Kuwait, the Netherlands, Norway, Austria, Poland, Saudi Arabia, Sweden, Spain, etc.) and was coordinated by the executing agency, the Hebron Reconstruction Fund (HRC). The project has a short results chain with respect to poverty because it creates housing for families in need and due to being labour intensive. Given the numerous incidents, well-documented by the HRC, against Palestinian property and individuals and frequent cases of discrimination at check-points, the measures are interpreted by the Norwegian side primarily as steps to protect human rights, which also appears to be plausible based on local observations.

The assumed results chain, according to which the preservation of historically valuable building stock and permanent settlement of Palestinian families in need in the historic centre (outcome), implemented with the help of local workers, contributes to the social and economic revival of the historic centre of Hebron and thus to protection against further occupation (impact), was plausible. The underlying analysis is still coherent and comprehensible today. However, the precise contribution to the social and economic

fostering of the peace and reconstruction process in the Palestinian Territories remains difficult to quantify.

Sub-Rating: 2

Effectiveness:

The programme objective was the preservation of historically valuable building stock and the permanent settlement of Palestinian families in need in a specific area in the historic centre, as well as the temporary creation of employment and income opportunities with as high a proportion of wage labour as possible (> 25%).

The relevant target indicators were to a great extent exceeded by the end of the project, as has been validated by the evaluation results. Achievement of the programme objectives defined during project appraisal can be summarised as follows:

Indicator	Status
Assessment of monument preservation is positive.	<i>A project-specific monument preservation assessment of the project on the German side could not be presented. The Hebron Rehabilitation Committee has, however, been distinguished for its cultural heritage activities in Hebron's historic centre on the whole locally by the Yasser Arafat Achievement Award, as well as internationally by Spain's King Juan Carlos with the well-known Aga Khan Award for architecture.</i>
One year after completion 90 % of the apartments have been given to the target group (Palestinian families in need).	<i>At this time, 63 of the 66 rehabilitated apartments (95 %) are occupied by Palestinian families in need. The remaining three units are being occupied by suitable families from an HRC waiting list that includes a total of approximately 100 families. Due to the socially equitable selection of families in need by the HRC, as well as the persistently difficult living conditions in Hebron's historic centre, only people in need were still found in the well renovated apartments.</i>
Share of wage costs exceeds 25 % of total costs.	<i>This indicator was exceeded with wage costs amounting to 60 % of total costs. According to a detailed listing by the HRC, a total of 36,618 working days were requested via a sub-contractor as part of the project. This figure is well above the reference values for monument rehabilitation (30-35 %) and in particular can be traced back to poor access to the historic centre for vehicles and machinery. Delays during the second Intifada also resulted in additional work and a higher utilisation of labour. Additional employment effects have arisen from the use of local construction materials (50-60 % of materials used), as well as through the use of wages and salaries for</i>

	<i>local products as second round effects that have not been quantified in greater detail.</i>
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As part of the evaluation it has been determined that the achievement of the programme objectives has been exceeded and the programme objective adequately reached.

Sub-Rating: 2

Efficiency

Implementation of the programme was delayed by a total of 14 months, which almost doubled the implementation time compared to the originally planned period (17 months). This delay was due in part to external factors, which were not foreseeable at the start and could not be influenced at a later stage: The second Intifada drastically hampered freedom of movement of people and goods and the companies, workers, suppliers and supervising government representatives participating in the construction were subject to stringent controls. In Hebron there was a curfew for a total of 583 of 1,460 days between 2000 and 2003. While this delay slowed the use of the apartments, an even higher share of wage costs as part of total costs was created by a certain amount of additional work due to the delay, which generated additional income for the local population.

The overall financial profitability of the project cannot be determined due to the non-productive character of the investment. Since the rent-free use of the apartments rehabilitated by the HRC continues to be subsidised by social security payments, the supply of a monthly amount of 100 kWh of electricity, and 8 cubic metres of water for the residents free of charge, there are decreases in allocation efficiency.

In implementing the project, UNDP was integrated with overarching tasks in addition to those of the local executing agency HRC. This proved sensible given the uncertainties arising from the second Intifada and the stabilising influence of UNDP, despite higher costs. For instance, surveillance of the construction sites by UNDP was possible even during curfew periods in Hebron. Since the Palestinian Authority is financially weak and dependent on Israel, the creation of an additional check-point as an administrative alternative was unavoidable. The PA was no longer involved in the implementation of the project, other than through its executing agency, the HRC. The HRC, created by Arafat and staffed by top-class specialists, operates independently of the PA.

A cost comparison as part of this evaluation revealed that, despite the involvement of UNDP, the costs for rehabilitating the historic centre in Hebron were favourable compared to other international rehabilitation measures and are roughly at the level of average costs for historic centre renovation in Hebron by the HRC. This represents good value given the comparatively higher level of rehabilitation (above all compared to the rehabilitation measures implemented earlier by Arab donors). The comparatively low unit labour costs during the period of especially high unemployment in the early years after the start of the second Intifada could

have contributed to this; at the same time, it speaks to the high degree of relevance of job creation precisely at this time (and thus the high degree of effectiveness of the individual components).

Sub-Rating: 3

Impact

The primary goal of the project was to contribute to the rehabilitation of buildings, as well as to the social and economic revival of the historic centre of Hebron and to its protection against continued occupation by Jewish settlers. Furthermore, the project was designed to socially and economically foster the peace and reconstruction process in the Palestinian Territories.

The appraisal report contains only a relatively rough indicator at the level of the overarching development goal, which was replaced by a new indicator in the course of the evaluation, in order to be able to better measure the protection of the historic centre prior to the occupation and the social and economic revitalisation of the historic centre based on the number of residents.

Indicator	Status
The number of Palestinian residents in the historic centre increases from 400 to at least 2,500.	<i>The number of Palestinian residents in Hebron's historic centre has risen from 400 prior to the beginning of the activities to currently 6,000. The rehabilitation of approximately 80 % of Hebron's historic centre by the HRC was key.</i>

It is remarkable that the HRC, far in excess of the settlement of approx. 240 individuals in the apartments rehabilitated by the German side, has rehabilitated approximately 80 % of the historic centre between the time it was founded in 1996 and today with parallel investments of other donors and the Palestinian Authority. As a result, the number of Palestinian residents in Hebron's historic centre has risen from a low of 400 to 6,000 again. However, this number still lies substantially below the original level of 10,000 Palestinian families. It should also be noted that some donors have difficulty using their rehabilitation activities in Hebron's historic centre, since the rehabilitated units are within the Jewish settlement areas now or are too close to the border of the Jewish settlement areas and can not be reached by Palestinians.

During the course of the evaluation, it was established that the new indicator for achievement of the primary goal has been met and now more adequately captures the primary goal. The executing agency has succeeded in making a substantial contribution to preserving the Palestinian tradition in Hebron with the resettlement of 6,000 individuals in the historic centre of Hebron. Since settlement policy and land capture is fundamentally a significant obstacle to peace between the Palestinians and the Israelis, measures that prevent further land capture by Jewish settlers can in principle be viewed as peace-building. Based on this notion, this

measure is also recognised as promoting the peace process, even though the question remains as to whether the settlement of poor and socially vulnerable families in an environment shaped by daily discrimination (*inter alia*) is appropriate.

Sub-Rating: 2

Sustainability

The construction quality of the houses and apartments, as well as the basic infrastructure, was high in general. All units were in generally good condition even eight years after the handover to the HRC, the executing agency. In one case it was noted that additional building measures on the roof of a home had destroyed the claim to cultural heritage. This criticism was submitted to HRC, which will ensure the removal of the additions.

The houses are still not occupied by the owners due to poor living conditions in Hebron, but continue to be rented at symbolic prices to socially vulnerable families. Due to the lack of profitability, allocation, administration and maintenance of the apartments is taken care of by the executing agency, the HRC. This situation favours maintenance of the investment, since the HRC has sufficient funds from ongoing support from international donors.

The peace-building impact of the activities depends on the maintenance of the apartments and their use by Palestinian families. As with Israeli housing development, both are only guaranteed until further notice if public funds are made available for the project, which, due to the high political priority of the project for the Palestinian Authority, is highly likely.

Sub-Rating: 2

Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being relevance, effectiveness, efficiency and overarching developmental impact. The ratings are also used to arrive at a final assessment of a project's overall developmental efficacy. The scale is as follows:

1	Very good result that clearly exceeds expectations
2	Good result, fully in line with expectations and without any significant shortcomings
3	Satisfactory result – project falls short of expectations but the positive results dominate
4	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
5	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
6	The project has no impact or the situation has actually deteriorated

Ratings 1-3 denote a positive or successful assessment while ratings 4-6 denote a not positive or unsuccessful assessment

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability): The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The overall rating on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Ratings 1-3 of the overall rating denote a "successful" project while ratings 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (rating 3).