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FINAL EVALUATION OF MUSAWA CORE PROGRAM

2016 – 2019

Assessment of Achievements

13 October 2019

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List of acronyms

BoD:	Board of Directors
CSO:	Civil Society Organization
ED:	Executive Director
FM:	Finance Manager
GA:	General Assembly
GD:	General Director
HCC:	High Constitutional Court
HJC:	High Judicial Council
HRBA:	Human Rights Based Approach
MoU:	Memorandum of Understanding
NGO:	Non-Governmental Organization
NRO:	Netherlands Representative Office
ONA:	Organizational Needs Assessment
PA:	Palestinian Authority
PCBS:	Palestinian Central Bureau of Statistics
PLC:	Palestinian Legislative Council
PNGO:	Palestinian NGOs Network
PWD:	People with Disabilities
ToR:	Terms of Reference
ToC:	Theory of Change
WBGS:	West Bank and Gaza Strip

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Introduction and Context

Introduction

MUSAWA has been active for nearly two decades in promoting a state of justice and the rule of law. This vision has been articulated into the objectives of ensuring respect for the rule of law, securing the positive separation of powers in the three branches of government, assuring quality practice of law, and guaranteeing that Palestinian law is accessible, fair, effective and accountable. These objectives have been addressed through multiple activities including monitoring and documenting violations by the judiciary and the legal profession, researching and advocating for progressive changes in current laws to align with international and human rights law, building the capacity of legal professionals and law students, improving legal literacy in the community, raising awareness of the rule of law and providing legal aid to oth the public.. MUSAWA's work is grounded in its commitment to the Universal Declaration of Human Rights and the associated Treaties and Covenants which the Palestinian Authority has acceded to.¹ MUSAWA conducted an Organizational Needs Assessment in July 2015 which established some milestones for October 2016 and also developed a series of 4 key results to be achieved by 2019. The achievements of the 16 milestones set for October 2016 were examined in a separate review. These milestones addressed organizational and institutional development goals including structure and operations, financial strategy, gender mainstreaming, and performance measurement systems. The 4 key results to be achieved by 2019 were stated as:

1. MUSAWA's internal (management) structures will have improved and its capacities will have increased, so that its institutional sustainability is safeguarded;
2. MUSAWA will have raised the quality and effectiveness of its work, through the adoption of a Theory of Change ToC), a result-based approach, and a proper monitoring, reporting and evaluation system;
3. MUSAWA's financial and fundraising strategy will have led to a diversified and more sustainable funding base;
4. MUSAWA's watchdog role has had a significant impact on the performance of the justice institutions with record of success stories.

Context: Challenges Facing the Palestinian Justice Sector

Following the Declaration of Principles on Interim Self Government Arrangement of 1993 (Oslo Agreement I), the consolidation and approximation of various legal systems operative in the State of Palestine have faced critical challenges. During the stage of institution and nation building, and within the context of the prolonged Israeli occupation since the year 1967, the development of democracy, an independent justice sector, and the adherence to the rule of law faced unique problems. The absence of a democratic process in Palestine and the continuous failure to reach a comprehensive solution for the Israeli-Palestinian conflict, combined with the internal conflict between the leading two Palestinian political powers (Fatah and Hamas) caused discontent not only in the peace process, but in the whole political system. Although Palestinian reconciliation was agreed upon in May 2011 and the talks resumed recently, efforts to create a Unity Government between Hamas and Fatah political factions and announce elections have failed until now.²

² The Palestinian Center for the Independence of the Judiciary and the Legal Profession (MUSAWA) and The Faculty of Law, University of Montreal, Canada, Programme Document: Entrenching the Culture of Rule of Law in Palestine (2018 – 2022)

As identified in the Palestinian National Justice Strategy (2017 – 2022), efforts to advance the rule of law in Palestine continue to face challenges, including but not limited to: the democratic deficit that profoundly affects the capacity, accountability and perceived legitimacy of the state's justice and security apparatus; the absence of a clearly defined separation of powers and accountability between the three pillars of the justice sector (The High Judicial Council, The Public Prosecution and the Ministry of Justice), resulting from the lack of respect of judicial independence and lack of commitment by executive branch for the enforcement of court rulings, or interference in the judiciary's work; the obstacles to full realization by the Palestinian people of their basic human rights and fundamental freedoms; and gender inequality and stereotypes that are deeply entrenched in legal, social and political norms.³

The stagnation of both the peace building process and national reconciliation efforts have all hindered recent efforts to strengthen the rule of law. While technocratic solutions have made positive inroads towards improving institutional capacities, strengthening services and advancing access to justice and security, many of the fundamental preconditions for sustainable rule of law development have yet to be realized. In its National Policy Agenda (2017 – 2022)⁴, The State of Palestine has identified policy interventions to adhere to improving access to justice in Palestine (pp. 40), including the need to strengthen and implement human rights legislation, ensure a fair, transparent, efficient and independent judicial system, ensure effective implementation of court decisions, ensure integrated delivery of and fair access to judicial services, particularly for women and children, and strengthen the institutional capacity and organization of the justice sector. However, the prolonged political rift has led to a politicized justice system, especially the judiciary, in both West Bank and Gaza Strip, which highlights the importance of a public lobby to reunify and rebuild the justice system.

The last Public Perceptions of Palestinian Justice and Security System report published by UNDP in 2018⁵ shows a slight progress in the perceptions of the public towards resorting to civil courts as the quickest and best way to regain rights. The same is the case in the public's view on the transparency and the integrity of the performance of court and Public Prosecution's staff, as well as their perception on the neutrality, integrity and fairness of the Palestinian judiciary in comparison to other Arab countries, and in the success of the Palestinian state to maintain the independence of the judiciary. However, the overall results show that the Palestinian public aims for a remarkable progress in this regard. In the West Bank, for example, the percentage of the public who believe that the Palestinian state has succeeded in maintaining the independence of the judiciary is 30.5%, which means that around two-thirds of the Palestinian public believe otherwise. The survey also shows that 25.4% of the respondents in the Gaza Strip believe that the Palestinian judiciary enjoys impartiality..

Key Recent Developments

The following summarizes the key developments that have bearing on the justice sector.

Laws by decree

Laws have been made by presidential decree, the legality of which has been questioned, and which Hamas has refused to recognize. As of July 2019, the number of laws by decree issued by

³ Ibid

⁴ https://eeas.europa.eu/sites/eeas/files/npa_english_final_approved_20_2_2017_printed.pdf

⁵ MUSAWA - The Palestinian Center for the independence of the Judiciary and the Legal Profession, The Fifth Legal Monitor Report (Executive Summary), December 2018.
<http://www.musawa.ps/uploads/4c22a4f657ce65d2aaf1e3517b1e49be.pdf>

the President is equivalent to three times the number of laws passed by the Palestinian Legislative Council (PLC) during its first ten-year constitutional term. Moreover, the Gaza-based PLC has issued as many laws as the number of laws passed by the PLC during its first ten-year constitutional terms. Human rights organizations believe that these laws by decree are part of a systematic policy to control the three authorities and pave the way for power absolutism⁶.

Establishing the High Constitutional Court

In April 2016, President Abbas issued a presidential decree to create the High Constitutional Court (HCC). The nine-member body, which would have supremacy over all lower courts, was the subject of wide legal criticism, because its members never took the oath in the presence of the Speaker of the PLC. It was also created during the current Palestinian political division with membership confined to a single political faction.

Although the creation of the HCC was foreseen in the Palestinian Authority's Basic Law, the timing and context of its activation was generally seen as a means of further constraining dissent and creating a mechanism to anoint a future successor to the PA presidency. This impression was reinforced by the HCC conduct with decisions that favoured expanding the President's authorities. These include backing the President's decision to postpone municipal elections in October 2016 and ruling that these could no longer be held in Gaza given a lack of judicial guarantees from the Hamas-backed court system; upholding the President's authority to revoke the parliamentary immunity of his Fatah rival Mohammad Dahlan and of four of his supporters in the PLC in November 2016. The establishment of the HCC gives the President vast power, and could be considered a step towards imposing Executive control over all branches of the judiciary.

The National Committee for the Development of the Justice Sector

In September 2017, the President issued a Presidential Decision to establish The National Committee for the Development of the Justice Sector, which has been tasked with developing an inclusive vision for the development of the justice sector.

Judges criticized the creation of the committee itself, and the Judges' Association issued a press release on the matter, emphasizing that the formation of the Committee jeopardizes the integrity and independence of the judiciary. Palestinian human rights had varying views of the stance taken by the Judges' Association at the time.

A controversial recommendation by the Committee led to the 15 out of the 27 Palestinian Supreme Court judges submitting collective resignations in protest against proposed legal amendments deemed to be undermining the independence of the judiciary.

Dissolution of the PLC

In December 2018, a decree was issued by the HCC dissolving the PLC and calling for holding legislative elections in six months. This decision was justified by the President's spokesperson as a way to reach fresh elections and was considered a positive move in that direction. However, critics considered the step a further attempt by the Executive to consolidate power over all of the PA's institutions and further curtailing any opposition.

⁶ Al Haq, 2017. <http://www.alhaq.org/advocacy/topics/palestinian-violations/1443--qq->

Dissolving the High Judicial Council (HJC) and amending the Law on the Judicial Authority

In July 2019, the President issued two laws by decree. The first one to dissolve the HJC and assign a transitional council for one year. This law by decree was informed by the recommendations of the National Committee for the Development of the Justice Sector, which was established by decree described above. The second law amended the Law of the Judicial Authority, reducing the retirement age of judges to 60 years.

On the basis of this law by decree, the transitional council will be in charge of restructuring the next permanent HJC, and it will also develop draft legislation to amend judicial laws. The President has given the transitional council, a term of one year to exercise these very broad powers. Supporters of this move believe the decision to be a positive step towards the reform of the justice sector that has been facing increased criticism over the poor performance of the Palestinian judiciary. Critics of the move, however, consider the dissolution of the HJC a blatant interference in judicial affairs and independence of the judiciary in form and substance and a violation of the principle of separation of powers,

The second law by decree to amend the Law on the Judicial Authority resulted in the abrupt retirement of 52 judges in the West Bank and Gaza Strip, including all 35 judges of the High Court. In addition, more than ten additional judges are expected to be forced into retirement in the coming year.⁷ It was later abolished.

Palestinian Civil Society Freedom and CSOs

The laws by decree related to Civil Society and the functioning of its organisations have been enacted without due consultation with civil society itself. Among the more significant of these laws was the new Electronic Crimes Law, which President Abbas issued by executive decree in July 2017.

CSOs and relevant coalitions have played a pivotal role in lobbying and advocating for human rights in Palestine. CSO advocacy played an important role in resolving the teachers' strike in the West Bank in 2016. The strike began as a protest against low wages and the government's failure to meet commitments made after a previous strike. Following the PA authorities' heavy-handed response to the strikers, several CSOs issued statements declaring support for the right to peaceful assembly, and calling on the PA to initiate a dialogue with the strikers. The resolution of the strike, which included a pledge by the President to implement a 10-percent raise and to review the agreement that resolved the 2013 Teachers' Strike, was considered a victory for nongovernmental forces and the efforts of CSOs.

However, CSOs' advocacy efforts and impact continue to be limited by the ongoing absence of the legislative council. The absence of the PLC removes a crucial avenue for public lobbying and engaging directly with legislators. Moreover, the dependence of the CSO sector in general on foreign donor support has led to the deterioration of CSOs' financial viability due to the reduction of donor support. This has led to the weakening of the sector, placing it at risk.

⁷ However this decree law was abolished by the constitutional court lately, so the retired judges were back to their positions and then some were sent home based on a decision made by the transitional HJC backed by the president.

Evaluation Purpose and Methodology

Evaluation Purpose

Using the MUSAWA Organizational Needs Assessment (ONA) of July 2015, the present evaluation was a stock taking of the achievements of MUSAWA's core program. This review assessed to what extent MUSAWA has achieved its current institutional and program outputs against the 16 set milestones agreed with the Netherlands Representative Office (NRO) in line with the ONA.

The evaluation also investigated the major challenges to their achievements, and how these could best be overcome. MUSAWA also wanted to understand how – and in what ways – the strategies and internal measures it has developed since the (ONA) have contributed to the desired end results for 2019, and, drawing on lessons learned, adjust its strategic planning to overcome shortcomings in its next phase of operations (2020 -2022)

MUSAWA's set milestones set by October 2016 are:

- An Internal Operations Manager has been contracted;
- The General Assembly's (GA) membership has been extended to Gaza;
- MUSAWA's bylaws will be changed in order to ensure that Gaza will be represented in the Board of Directors (BoD) in future elections;
- A monitoring unit has been established internally;
- MUSAWA's organizational structure is operative and key positions are occupied;
- MUSAWA has structured meetings in place; internally and with its governing bodies;
- Gaza and Ramallah offices are working more closely together, and clear lines of communication now exist;
- MUSAWA has adopted the Human Rights Based Approach (HRBA) at all levels;
- MUSAWA has developed gender mainstreaming strategies at all levels;
- MUSAWA has developed a financial strategy and has begun to implement it;
- MUSAWA has developed a fundraising strategy and has begun to implement it;
- MUSAWA has begun to work according to Results-Based Management (RBM), based on the ToC;
- MUSAWA's Core Program interventions are monitored and evaluated, according to the monitoring and evaluation strategy;
- MUSAWA will adopt a more analytical approach when it comes to reporting, in order to measure the impact of its program;
- MUSAWA has an operational internal reporting system;
- MUSAWA has updated its procedure manuals and now adheres to them.

The desired end results by 2019 are:

1. MUSAWA's internal (management) structures will have improved and its capacities will have increased, so that its institutional sustainability is safeguarded;
2. MUSAWA will have raised the quality and effectiveness of its work, through the adoption of a ToC, a result-based approach, and a proper monitoring, reporting and evaluation system;
3. MUSAWA's financial and fundraising strategy will have led to a diversified and more sustainable funding base.
4. MUSAWA's watchdog role has had a significant impact on the performance of the justice institutions with record of success stories

Methodology

The evaluation team (ET) used a mix of quantitative and qualitative methods in this assignment. The quantitative aspect allowed us to bring a measure of 'objectivity' to the process by analyzing empirical

data on results and process, quantifying staff perceptions on internal organizational changes (brief survey), and also quantifying stakeholder and beneficiary perceptions on key issues of relevance, impact and sustainability. The qualitative aspect (focus groups, key informant interviews - KIIs) allowed the team to explore in some depth common issues of interest across MUSAWA's coalition partners, CBOs and legal professionals working in the justice sector, government officials, donors and potential donors and MUSAWA's staff, management, BoD, and GA members.

The ET used a mixture of fieldwork and desk review, developing appropriate information gathering tools employed at different levels and with different groups within the program to collect both qualitative and quantitative data for assessing progress towards achieving program and institutional results. This involved focus group discussions (FGD), KIIs with MUSAWA staff and management, Board members, stakeholders and partners and other relevant key actors. In addition, the team distributed a short survey among staff and GA and Board members. This allowed for cross-validation of the findings as the evaluation progressed and, equally important, contributed to a higher buy-in of the evaluation findings by all stakeholders involved.

The evaluation was coordinated closely with MUSAWA. The lists of proposed interviewees were shared with MUSAWA during briefing meetings conducted before fielding. The ET were responsible for seeking inputs from relevant stakeholders, the compilation and analysis of the information received and the drafting of a brief but comprehensive report.

The evaluation answers the questions detailed in the Terms of Reference using evidence of changes occurring in MUSAWA's institutional capacity, performance – and capability to measure this - and in the resulting improved performance of justice sector institutions and satisfaction of beneficiaries with program interventions. The evaluation used the criteria of relevance, efficiency, effectiveness, impact, sustainability.

Key questions in the ToR	How these were answered
RELEVANCE	
Relevance of program design and mechanisms in the Palestinian context	Analysis of qualitative data from stakeholders to understand extent of alignment of program with national policy
Relevance of the interventions for the target groups	Evidence from target groups (legal professionals, beneficiaries of legal counselling and awareness interventions, coalition partners, volunteers (Lawyers for Rule of Law), and justice sector CBOs of the extent to which priority needs are being met. Evidence of to what extent target groups were involved in project design and monitoring.
EFFICIENCY	
Assessment of the programs implementation approach, mechanisms, regulations and tools	Evidence from program documents (work plans, procedural manuals, projects and budgets, organizational processes), beneficiaries and partners of implementation process of project activities.
Efficiency of achievement of program outputs	Review of program progress reports and qualitative evidence from beneficiaries and partners as to time and cost efficiency of interventions.
EFFECTIVENESS	

Success of the program for the target groups	Analysis of evidence from target groups of perceived overall program successes
Success of the program in developing the capacity of partners and target groups	Evidence of increased capabilities (knowledge, skills) of partners/target groups
To what extent the methods and means used during the design of the interventions took into consideration the specific and general context of the beneficiaries and the expertise of other NGOs	Evidence that adequate efforts have been made during the program design phase to properly assess the general and specific context that beneficiaries found themselves in, and to partner with NGOs who could add value to the program.
Extent of beneficiary satisfaction	Analysis of evidence from beneficiary focus groups of satisfaction with timing, content, output and outcomes of project activities in relation to self-empowerment, access to justice, and the improved performance of justice sector institutions.
The extent to which program procedures are in line with transparency and integrity standards	Comparison of international transparency and integrity standards with documented program procedures and verbal evidence from target groups and stakeholders.
What are the good practices/lesson learnt from the overall program that can be taken in consideration in the future	Analysis of recommendations from interviews and focus groups
IMPACT	
Positive changes of the program on Palestinian communities	Evidence from stakeholders of more respect for the rule of law and reduced dependence on informal justice mechanisms at the community level.
Positive changes in beneficiaries	Evidence from beneficiary focus groups and stakeholders interviews of increased confidence in the Palestinian legal system, process and staff, greater access to and use of legal services, increased knowledge of rights, increased capability to act, increased empowerment to act in defense of rights, greater gender equality at household level, or example, less financial and emotional stress
Negative impacts on beneficiaries	Evidence of backlash against women who have acted in defense of their rights, litigants who lost confidence in justice system.
Unplanned effects	As above, but also evidence of positive unplanned effects not documented in the program ToC
SUSTAINABILITY	
Prospects for sustainability of activities	Evidence of local ownership of activities which have continued after the project has ended and the reasons for this. Evidence from stakeholders that costs of continuing activities can be met from local resources. Evidence that the new knowledge and skills gained through capacity development are being used by beneficiaries to
To what extent are programs progressing towards fulfilling the requirements of national policies.	Evidence from project documents (ToC, M&E plans), national policy documents and stakeholders that program outputs and outcomes are aligned with national policy.
To what extent is the program supported by national/local institutions	Evidence from justice sector CBOs, government offices, local government institutions, women's

	organisations that the program adds value for the sector, communities and individuals.
LESSONS LEARNED/CONCLUSIONS	
Analyze areas for improved program planning – setting targets, relevance and capacity of institutions for project decision making and delivery	Review of the program's M&E systems and process, including indicator development, data collection tools and process, reporting and feedback loop, levels of authority for decision-making and making adjustments.
Identify significant lessons learned and conclusions in terms of effectiveness, efficiency, sustainability and networking	These will be drawn from recommendations made during interviews and focus groups, results of the desk review, and other evidence of coordination with like-minded lawyers, other CBOs, and Human Rights Defenders

We reviewed the following program documents:

- Strategic Plan 2016-2019
- Annual Reports, 2015,2016,2017,2018
- News letters
- Organizational Needs Assessment July 2015
- M&E plan and progress reports over the period under consideration,
- Detailed Implementation Time Line
- Beneficiary lists by sex, geographical area and activity
- Previous program/institutional evaluations and reports
- Financial audits for 2016, 2017, 2018
- Financial report for 2019
- Internal financial report for 2019
- BOD and General Assembly financial presentation for 2018
- Finance department annual plan for 2019
- Petty Cash Reports for West Bank and Gaza Strip
- Organigram
- Staff Position Chart
- Concept Notes
- Success Stories

The following table represents the details of interviews and focus groups conducted.

Table 1: List of Interviews and Focus Groups

Interviews	
Name	Position
Majdi Hardan	Head of Human Rights Unit, Ministry of Justice – West Bank
Jamil Sajdieh	Chief Prosecutor, Public Prosecution, Attorney General Office – West Bank
Wadi Razzouk	Netherlands Representative Office
Sharhabeel Al Zaem	Board Member, Gaza
Dr. Nour Shiekha	College of Law – Islamic University
Rana Haddad	Palestinian Bar Association
Cawthar Seder	Palestinian Bar Association

Dr. Seif Alladin Balawi	College of Law – Gaza University
Dr. Ziad Thabet	High Judicial Council - Gaza
Ahlam Tarayra	Executive Director (ED)- former Internal Operations Manager
Marina Qaqish	Finance Manager (FM)
Ibrahim Barghouti	General Director (GD)

Focus Groups		
Category	Location	# Participants
Staff	West Bank	8
Staff	Gaza Strip	3
BoD and GA	West Bank	10
Coalitions and Friends of MUSAWA	Gaza Strip	14
BoD and GA	Gaza Strip	3

Analysis of Results

The report presents the findings in two main sections:

- Progress against set milestones
- Progress against the desired end results

In order to separate the analysis as clearly as possible between the achievement of milestones and the progress towards results and avoid unnecessary repetition in the narrative, the ET has adopted the following approach:

- In the first section, the ET assesses the achievement of the milestone based on document review and interviews with MUSAWA managers, BOD and staff. This is essentially an output analysis based on both quantitative and qualitative evidence.
- In the second section, the analysis of progress towards desired end results is based on analysis of a broader body of qualitative evidence, including document review, interviews and focus group discussions. The analysis is framed against the evaluation criteria and the evaluation questions detailed in the ToR. The analysis includes perceptions of all MUSAWA stakeholders on the extent of results achieved including how the achievement of the milestones has contributed to this.

Progress against set milestones

In this section the ET looks at the progress made against the 16 milestones agreed with the NRO in October 2016. The ET provides a summary table of their assessments followed by analysis of the evidence provided through document review and interviews with MUSAWA managers, staff, BOD and relevant stakeholders.

Summary assessment

Based on the evidence gathered during the evaluation, a summary assessment of achievements against milestones is presented in Table 2 below. This shows that all milestones set have been fully met.

Table 2: Summary of Milestone Achievements

Milestone	Fully met
Governance	
The GA's membership has been extended to Gaza	✓

MUSAWA's by-laws changed to ensure that Gaza will be represented in the BoD in future elections	✓
MUSAWA has structured meetings in place – internally and with its Governing Bodies.	✓
Gaza and Ramallah Offices are working more closely together, and clear lines of communication now exist	✓
Strategies and Program	
MUSAWA has adopted the Human Rights Based (HRBA) at all levels	✓
MUSAWA has developed gender mainstreaming strategies at all levels	✓
MUSAWA has begun to work according to Results-based Management (RBM), based on the ToC	✓
MUSAWA Core Program Interventions are monitored and evaluated, according to the monitoring and evaluation strategy	✓
MUSAWA adopts a more analytical approach when it comes to reporting, in order to measure the impact of its programme	✓
NMUSAWA has developed a financial strategy and has begun to implement it	✓
MUSAWA has developed a fundraising strategy and has begun to implement it	✓
Human Resources Management	
An internal Operations Managers has been contracted	✓
MUSAWA's organizational structure is operative and key positions are occupied	✓
MUSAWA has an operational internal reporting system	✓
MUSAWA has updated its procedure manuals and adheres to them	✓
A monitoring unit has been established internally	✓

Governance Performance Milestones

MUSAWA extended its GA membership to Gaza in 2018 (7 members) and added 2 Gaza lawyers to its BoD⁸. The new Gaza Board members are highly experienced and respected lawyers in Gaza, well connected with all stakeholders in the Justice Sector, represent UN agencies in their dealing with the Hamas authorities and have worked on the issue of reconciliation. Their value-added is high in the context of MUSAWA's mission and increases the opportunities for identifying and publicly flagging strategic key issues in the justice sector that undermine the legality of legal process and reduce the effectiveness of the necessary check and balances in the justice system itself. MUSAWA's by laws have been changed to ensure that Gaza will be represented in the BoD in future elections. This change is not cosmetic. Gaza Board members have been given the space to be active in their oversight role. As executive staff is based in the West Bank, Gaza Board members are involved in some administrative support tasks. For example they are signing Memorandum of Understandings (MoUs) for collaborative activities with Universities and CBOs. They are also performing BoD roles in providing input into strategic planning, and representing MUSAWA in public forums and meetings. Some Board members expressed willingness to invest more of their time in providing support to MUSAWA's activities through using their own networks and high level connections with the Justice Sector institutions, which is a very positive indication of interest in and commitment to MUSAWA's Mission.⁹

⁸ Adv. Sharhabeel Al Zaeem and Islah Hasanieh.

⁹ Records of Board Meeting minutes show that key policy and strategic decisions are taken jointly by the unified Board (West Bank and Gaza)

Internally, a new administrative committee comprised of the GD, the ED, the Financial Manager (FM) and the Public Relations and Fundraising officer has been established in the West Bank office whose work is to take regular stock of progress on priorities in each area of work. The committee meets at least once every week. This regular consultation allows for a more rational work planning and for regular consultation with staff in Gaza.¹⁰ The ED holds bi-monthly meetings with West Bank and Gaza staff to review progress based on written reports and to plan for the next period.

Communication channels between Gaza and West Bank staff has greatly improved. The ED holds bi-monthly meetings with the Gaza staff via Video conference to review activities and collectively plan for the next two weeks of work. The FM is also regularly in contact with Gaza to support financial tracking of activities there. The staffs are more familiar with each other and this has created more opportunities for exchanges.¹¹

Additional analysis on Board and staff perceptions will be included in the next section on progress towards end results.

Strategic Planning and Program Milestones

A HRBA is now evident in program and planning documents and discourse. The 2016-2019 Strategic Plans (SP) highlights the importance of the need to analyse program interventions in terms of Rights Holders and Duty Bearers. MUSAWA has identified articles 7, 8, and 10 of the Declaration of Human Rights as the rights it will focus on.¹² In the Annual Reports of 2017 and 2018, key activities are presented by analysing the work done with Duty Bearers (meetings, memos and position papers sent to Justice Sector officials, published MUSAWA public statements, regular MUSAWA publications) and with Rights Holders (awareness and training workshops for women, lawyers, and in marginalized localities). MUSAWA's operationalization of HRBA can be seen in both its recent trainings¹³, and recent MUSAWA planning documents, which assess the capacities of rights-holders to claim their rights and duty bearers to fulfil their obligations, and then developing strategies to build the capacities of local community members, CBOs and legal professionals. MUSAWA has devoted time to addressing the rights of children, persons with disabilities¹⁴, and women, the rights to freedom of expression and assembly, and violence, torture and the death penalty through creating coalitions to work on the issues, issuing position papers and taking on cases of individual discrimination. The most mature articulation of their commitment to HRBA can be found in MUSAWA's recent program (proposal) document.¹⁵

Interviews with senior staff and FGDs with Board members were replete with references to human rights principles, human rights guaranteed under the Palestinian Basic Law, the importance of state legitimacy for the future development of Palestine, and the need to respect and protect individual human rights in the context of enhancing the accountability mechanisms through which human rights

¹⁰ Interview with ED.

¹¹ Focus groups with Gaza and West Bank staff, Board Members and GA members.

¹² Equality before the law, Human rights are protected by the law, the Right to a trial

¹³ In Gaza, for example, The Dean of the College of Law in one of the partner universities had the highest praise for the workshop MUSAWA conducted on integrating the HBRA into teaching law. The Dean reported that the workshop was "beyond excellent".

¹⁴ An unintended result of moving the Gaza office to another location has meant that the office could be made completely disable accessible. Staff provide training in sign language and notices in the office are also in braille.

¹⁵ The Palestinian Center for the Independence of the Judiciary and the Legal Profession (MUSAWA) and The Faculty of Law, University of Montreal, Canada, Programme Document: Entrenching the Culture of Rule of Law in Palestine (2018 – 2022)

claims are protected. The impact of using the Palestinian Basic Law as a reference point for its work has the effect of providing some overarching framework of common standards for the legal system and its practitioners in both the West Bank and Gaza, explicitly promoting what unites the two areas.¹⁶

The mainstreaming of gender strategies is also progressing well. The SP 2016 – 2019 presents a short but powerful description of what MUSAWA needs to do.¹⁷ The Annual Report of 2018 reports that MUSAWA successfully maintained its policy to have women in decision making positions and an internal gender committee was formed to monitor mainstreaming gender in all of MUSAWA's aspects of work, in daily life and strategic levels. In MUSAWA's most recent programme document (proposal)¹⁸ the issue of gender is integrated into the programme context and, to some extent, into the design¹⁹. Evidence for the progress towards this milestone includes:

- A focus on women's rights in awareness raising sessions (20% of all awareness raising topics are women's rights-related).
- Women comprise 69% of all beneficiaries of legal awareness work.
- Women are overrepresented in MUSAWA's training course participants.
- Gender disaggregated data are kept for numbers of training participants, participants of awareness raising workshops, and legal advice clinics.
- The senior management team (Administrative Team) is gender balanced.
- MUSAWA's staffs are 64% female (67% in Gaza and 64% in the West Bank).
- Public statements are reviewed through gender-lens to ensure that both women and men are included in the narrative as separate categories
- Female staff is responsible for receiving complaints from citizens to ensure promoting the safety and comfort of women as well as men.
- The Vice President of the BoD is female.

In terms of Results-Based Management, MUSAWA has developed a log frame (results chain) for its programming. A schematic ToC to complement and inform the log frame has also been developed. In the very comprehensive Monitoring Plan, indicators have been developed and defined for all outputs and outcomes, baseline figures have been included, frequency of measurement established, data

¹⁶ Interview with Nour Sheikha, Lecturer in Law, Islamic University, Gaza

¹⁷ MUSAWA Strategic Plan 2016-2019, Gender Transformation by Mainstreaming, page unnumbered.

¹⁸ The Palestinian Center for the Independence of the Judiciary and the Legal Profession (MUSAWA) and The Faculty of Law, University of Montreal, Canada, Programme Document: Entrenching the Culture of Rule of Law in Palestine (2018 – 2022)

¹⁹ "In parallel with an insightful improvement within the outdated legal framework, a particular attention should be laid to resolve gender myths and stereotypes that have weakened women's access to rights, authority, resources and knowledge. As such women are often stigmatized when reporting gender-based violence (GBV) to authorities. In addition to the lack of proper specialized services for these cases in the justice system, thus discouraging women to pursue justice. The patriarchal nature of the state institutional and structural systems, and the entrenched patriarchal norms in the Palestinian society, have resulted in the development of discriminatory legislations, policies and practices that undermine women's voices and rights, including the provision of the 1960 Jordanian Penal Code and Family Status law that are not in harmony with international conventions such as CEDAW. Realizing women's human rights implies recognizing and addressing the underlying foundations of gender based inequality, and the root causes of women's human rights violations; challenging structural constraints to equal rights and putting in place appropriate policy and legislations that are in line with human rights principles enshrined in the major UN Conventions." Ibid

sources and methods of data collection are defined, and responsibilities for reporting the data are established.

MUSAWA has made excellent progress in populating useful databases for its monitoring (output) data. These include databases on legal clinics by gender and region; legal memos by response received, and target individual; MUSAWA media work by subject, media outlet. The databases are not integrated into one excel file with tabs. Each are each stand-alone excel files.

Core Program interventions are to monitor according to the log frame, there is some evidence and analysis of the results achieved per outcome in the reports we reviewed. These results are very clearly presented in the SP. Evidence against the outcome indicators is not presented clearly by indicator (stated in the M&E plan) in the Annual Report

The outcome data may be there in MUSAWA's publications (Eye of Justice, Justice and Law), but in the annual report it is not presented up front by outcome indicator as an introduction to the more descriptive output reporting in the report. As a result, the outcomes of the activities do not come across as the main focus of the annual report. This is a matter of presentation of data rather than lack of M&E data.

Financial Resources Management

A robust financial management system and strategy have been developed which now allows for fully informed analysis and decisions to be made. The Annual Budget is fully aligned with project activities, and cost centres have been created for each project, where expenses can be recorded and linked to a specific project, rather than just being recorded as a general expense. Salaries for programme staff have been moved from administrative costs to programme costs, which allows for a clear understanding of programme versus operating expenses. The strong internal controls noted in the ONA 2015 are still in place, and a petty cash review has resulted in tighter control on cash expenditures.

A reporting system is now established and fully operational which allows budget versus actual expenses to be reviewed at senior management and Board levels.

- Bi-monthly financial and narrative report for the ED
- A monthly financial report for the ED and GD
- A quarterly financial report for the BoD in the form of simple excel sheet with Budget and Actuals together with a power point presentation on expenses

A cost saving (rationalization) strategy is also in place to promote longer term sustainability through implementing such measures as liquidating non-essential assets (cars), reducing rental costs by downsizing the office in Gaza, conducting Strategic Planning and training sessions in-house through the use of the video conference facility, and reducing print runs for publications.

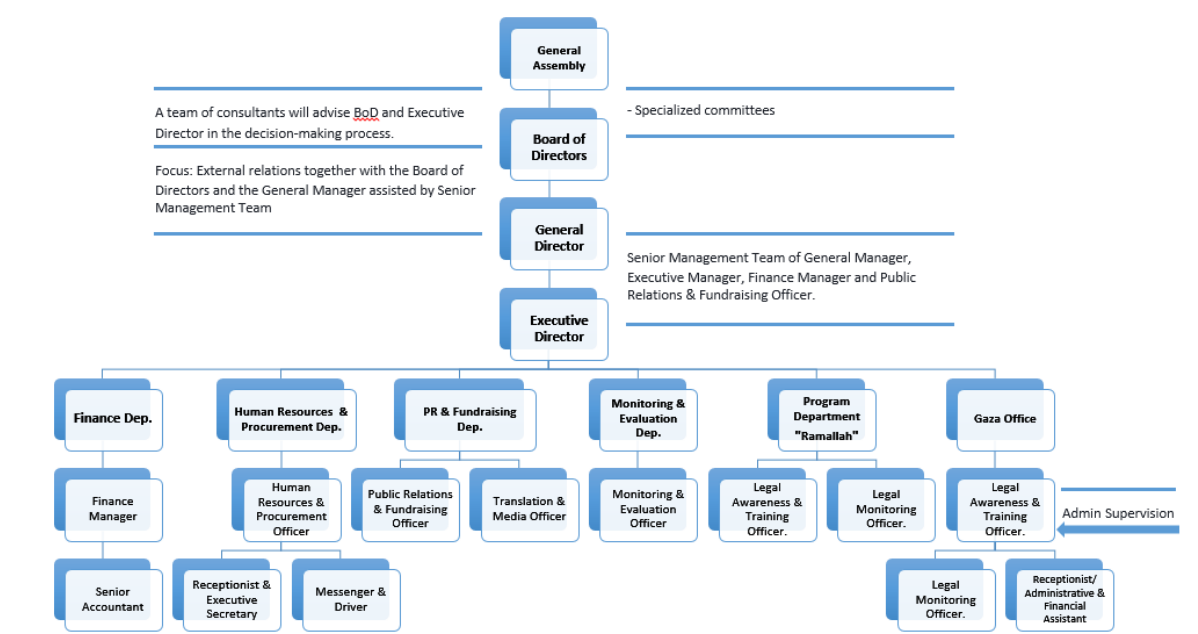
MUSAWA has developed a strategy for fund raising and is beginning to implement this. MUSAWA is dependent on donations for its work. Efforts have been made to diversify the funding base by reaching out to non-traditional donors like universities for its core Rule of Law activities so that the current

projectization of its work can be reduced and a more long term and flexible approach to its core activities can be implemented.²⁰

Human Resource Management

An Operations Manager²¹ was appointed in April 2017 after two previous and short-lived appointments. The Manager is an excellent fit for the position, demonstrating solid management and compelling inter personal skills. She has also has a strong personal commitment to the Mission of MUSAWA. MUSAWA's new organizational structure is operational and all key positions are filled. Horizontal integration is achieved through an Administrative Team composed of senior managers, who provide guidance to staff under their supervision. The Organisational Chart (2017) is presented below.

Chart I: MUSAWA Organisational Chart



An internal reporting process is in place for both operations and finance. The ED meets on a daily basis with the GD to check daily organisational priorities and the Administrative Team meets on a weekly basis to review progress against the work plan. Managers work directly with their departmental staff on implementing their specific duties. There is a fully detailed Action Plan against which progress is tracked. The financial reporting process has been detailed above.

MUSAWA has written rules and regulations and procedures governing internal controls (Board committees), HR policies, Anti-corruption policy, Financial and fundraising strategy, Social media strategy, Communication and Networking strategy, and Transport policy. These are updated as changes are agreed by the BoD and are accessible to all staff in soft copy on the MUSAWA server.

²⁰ MUSAWA manages a series of small donations focused on very specific aspects of its work which does not allow the flexibility it needs to manage its core programme. Current pipeline funding proposals are more strategic, and – if funding is successful - would allow for the implementation of a more efficient and effective long term planning approach detailed in the SP.

²¹ Now ED.

New policies, procedures and strategies have been developed over the past 2 years by the FM in consultation with the BoD to fill the gaps in documented procedures.

Progress against the desired end results

In this second section, the ET presents analysis of progress towards each of the desired end results. The analysis is based on primarily qualitative evidence, including document review, interviews and focus group discussions. Analysis of data from a survey carried out with MUSAWA staff, and members of the BoD and GA is included to illustrate qualitative analysis where relevant. The analysis is framed against the evaluation criteria and the evaluation questions detailed in the ToR. The analysis includes perceptions of all MUSAWA stakeholders on the extent of results achieved including how the achievement of the milestones has contributed to this.

Progress towards achieving Result I

Result	Assessment rating
MUSAWA's internal (management) structures will have improved and its capacities will have increased so that its institutional sustainability is safeguarded	Result fully achieved with continuous improvement planned and on-going work

Baseline status from ONA 2015

In the Organizational Needs Assessment of 2015, although an organizational chart was not presented as evidence, it was clear from the narrative of the report that management structures were rigid and hierarchical and governance was weak. The participation of the BoD in the work of the Organization was low, although within the legal parameters provided for NGOs like MUSAWA. The BoD had limited input into annual planning and policy, administrative and financial issues, oversight of actual activities and little – if any – communication with MUSAWA staff with the exception of the ED, who made all decisions.

Internal mechanisms and process for organizing, allocating and implementing the work of the organization were not systematic or transparent. There was very limited delegation of responsibilities and authorities below the level of the then Director. There was only one specialized committee – the legal committee – for bringing expertise and experience together in one place, public representation was haphazard (and by default fell to the ED), and levels of trust were absent.

As a result, the leadership and vision of the organization rested with one person, staff were not motivated, an essential layer of middle management was missing, and the BoD was weak and could not effectively hold the Executive to account for programming and expenditures,

Changes since 2015 ONA

Structure and Processes: The management structure has been flattened, rationalized and is now more gender-balanced with women occupying 50% of senior manager positions. The flattening of the structure has had two important results.

'I learn from the (GD) every day. He also does apologize for overreacting. Staff feels more relaxed, I can see it on their faces'. - Interview, Executive Director

'Musawa is more nimble now; participation of staff is now practiced. Many of my opinions do not fly now.' – Interview, General Director

Firstly, the Executive Director (ED) took full responsibility for the day-to-day management and setting of work priorities, hence allowing the GD to focus on technical legal work.²² The relationship between the two is one of real professional trust and cooperation. This took some time to build, and there were some difficult periods but during interviews both expressed a great level of comfort with the arrangement. The ED is building her knowledge of the legal context through the working relationship. Differences are debated openly with respect and patience. The GD for his part now recognizes that things had to change more to team work, and that MUSAWA now functions better as an Organisation based on team work; he acknowledges the courage it took for him to “open up”.

The FM is a second key component of these changes. She has been able to integrate the changes needed to make the financial system more professional and more responsive to the needs of the BoD and the staff. These changes were initially strongly challenged by the GD, but as he gradually opened up to change – driven in no small part by donor insistence – the system was put in place and is now fully operational with bi-monthly, quarterly and annual reporting for Managers and the BoD and as-needed consultations with staff in West Bank and Gaza so that they can track their activities efficiently.

‘The important thing is that you say something to the (ED) and the (FM) and then a year later, you see the improvement’ – Interview with NRO

These internal changes were noted and commended by staff, Board members and NRO, who maintain regular oversight of MUSAWA’s activities and institutional development efforts.

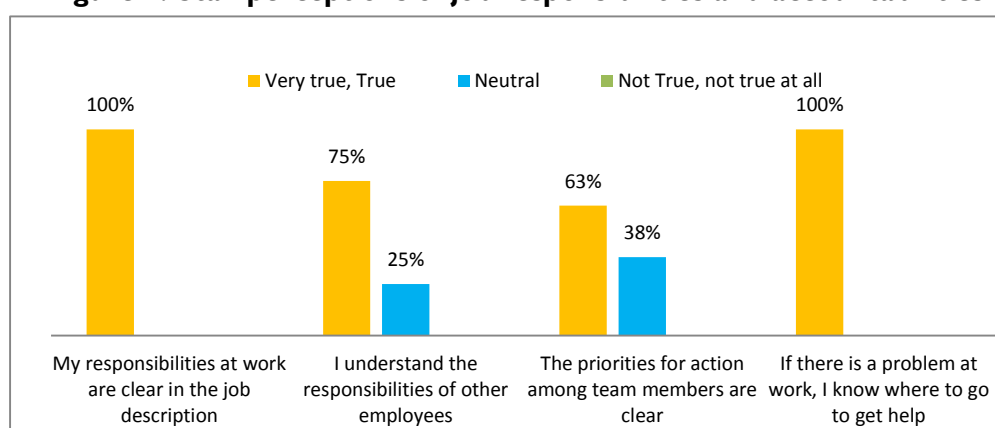
Secondly, there is an improved horizontal integration across senior management and the staff. This has resulted in, as one stakeholder put it, “MUSAWA has now become a learning Organisation”. Senior staff in particular is very responsive to guidance and oversight.²³ The working environment is now very positive. Staff has felt these changes most strongly. One staff member, who quit high school, reported that he was so inspired by his work at MUSAWA (as a Driver and Cleaner) that he was encouraged to return to school and subsequently enrolled in law school²⁴. The more positive working environment is helping staff to manage the stress of their work. In a separate FGD with Gaza staff, they reported that work flows have improved, frustrations created by lack of clarity in job descriptions and responsibilities had been fully mitigated, and that they felt “better” because now they believe that they are fully involved in the new systems. They positively noted the bi-monthly discussions with the ED based on their regular two weekly Gaza activity report which sets the plan for the coming period.

The survey with staff shows that the majority of staff is clear about their responsibilities and those of others, they collectively set their organization’s priorities for action in a team setting, and that all staff knows who to ask for help if they have a problem (Figure 1).

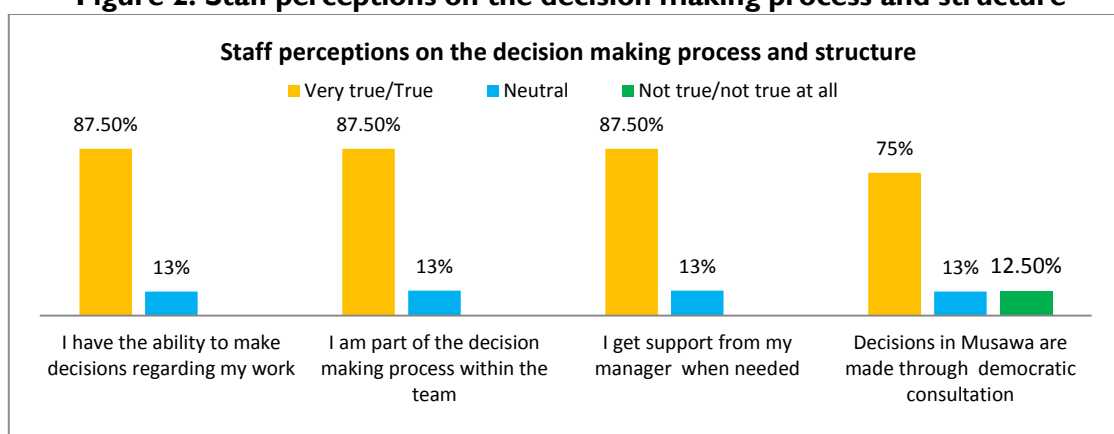
²² Initially the ED was recruited as an Operations Manager, but very quickly took on the responsibilities of day to day management of the programme as well as operations, which was a very heavy load. When the FM came on Board, the operation manager was promoted to ED and all routine administrative functions were transferred over to the FM.

²³ Interview with Wadi Razook, NRO

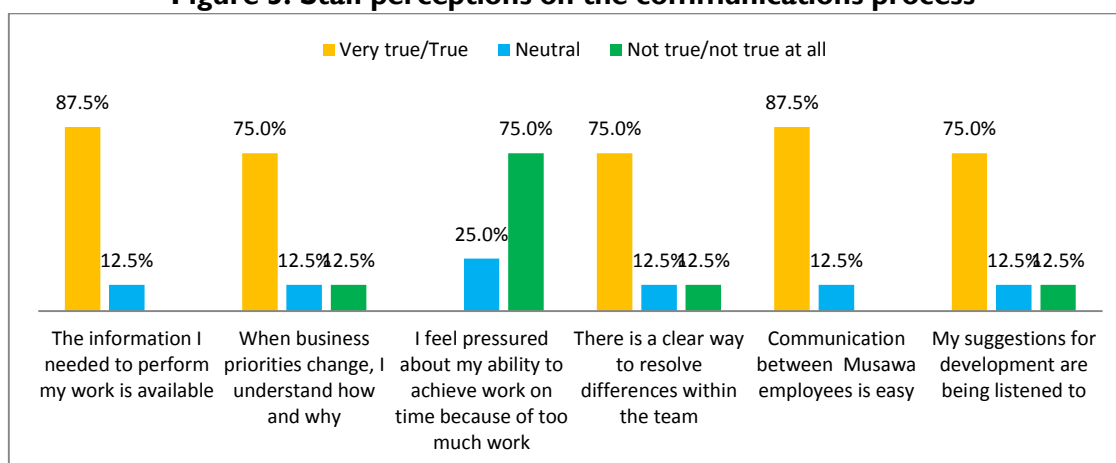
²⁴ He is now a law student at Birzeit University and works part time at Musawa as a Receptionist and Executive Secretary.

Figure 1: Staff perceptions of job responsibilities and accountabilities

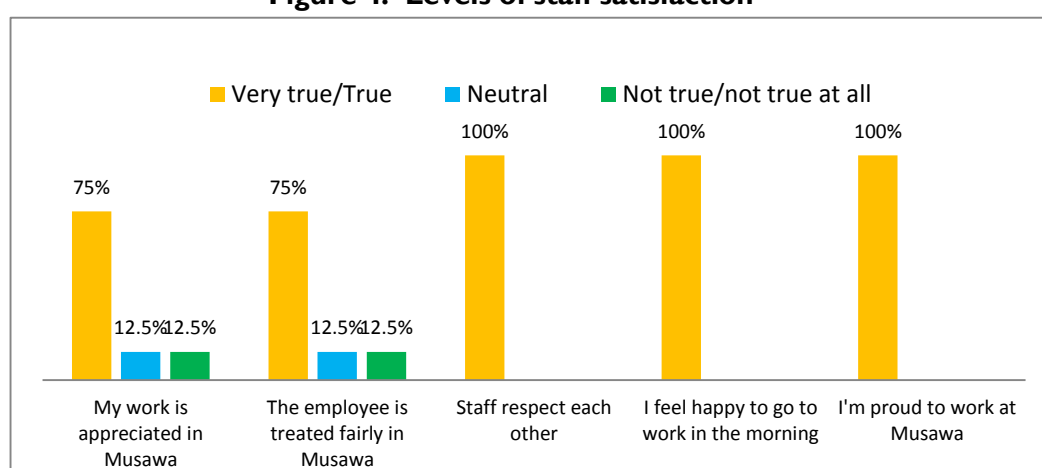
The majority of staff also feels that they are empowered to make decisions in their own work, and are part of the decision-making process at team level. Most staff also believes that decisions within MUSAWA are made by democratic consultation (See Figure 2 below).

Figure 2: Staff perceptions on the decision making process and structure

The survey also shows that the majority of staff feels that the communications process inside MUSAWA is smooth and effective and that their suggestions for changes are listened to and are being addressed at the Senior Management level. Also, the findings show that most staff does not feel they have too much work and they can achieve their tasks on time (Figure 3).

Figure 3: Staff perceptions on the communications process

The survey findings show that all staff believes that employees respect each other, are happy to go to work in the morning and are proud to be working at MUSAWA. The majority of staff also feels that their work is appreciated and that they are treated fairly (Figure 4).

Figure 4: Levels of staff satisfaction

The practical effects of this new organizational culture are also significant. Connections between the Board members in WBGS, between the West Bank staff and the Gaza staff, and between the GD and the staff are now more open and respectful. The BoD (WBGS) has clearer information of MUSAWA's activities and financial situation. They also have the opportunity to provide expert advice to both the staff and managers, which happens on a more regular basis than before. Commitment of staff is strong and shared values are more apparent.

'Connections between WB and GS are improving step-by step' – Board member, West Bank

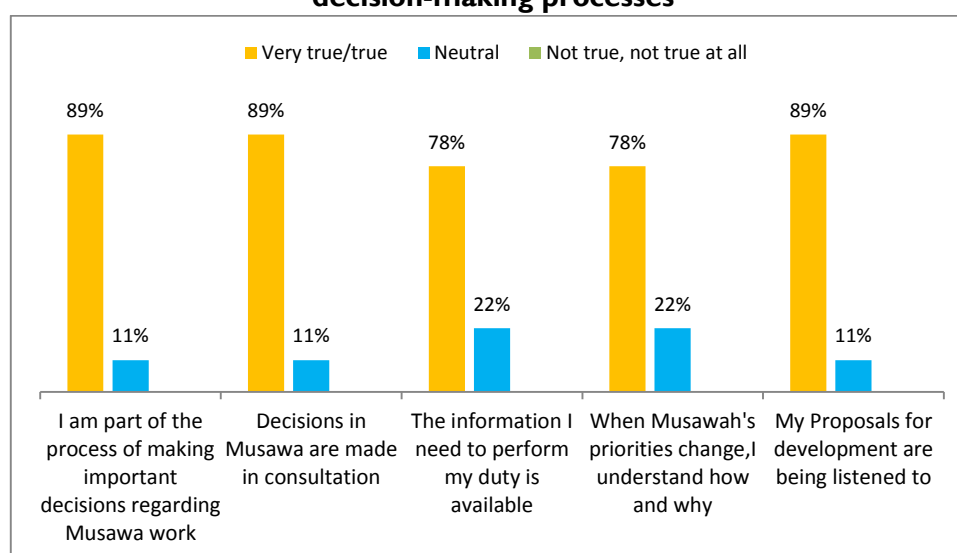
The BoD is now more engaged in governance (see section above on Governance Milestones). Coordination between West Bank and Gaza on dates for Board Meetings and participation in activities is not easy as Board Members – because of their own often onerous professional commitments - are often unavailable or travelling. The BoD now has input into annual planning and policy making, administrative and financial issues, oversight of actual activities and is part of a clearly articulated and understood decision-making process on the content and style of public statements. The expansion of

the BoD membership to Gaza 2017 was a very positive step. The new members are highly respected and well connected public figures, with extensive professional experience in the field of law and human rights. Activities in both areas – WB and GS – are regular and numerous, The level of activities seems to be a little higher in Gaza²⁵ than in the West Bank, despite the perhaps habitual perception that the reverse is true for organisations with HQs in the West Bank.

The expansion of the BoD and GA members to Gaza was a very significant change for Gaza staff themselves, as it enabled Executive decisions to be carried out in Gaza rather than waiting for the West Bank office to action MoUs with partners. Staff have also benefitted from the input of the BoD into their work. Staff discuss obstacles in their work with Board members who also “open doors” for them with the most senior levels of justice sector personnel. This has enabled the staff in Gaza to make what they term a “quantum leap” in their monitoring work with the justice system.²⁶

A survey conducted with a sample of BoD and GA members showed that 89% felt they were involved in important decisions and decisions are made in consultative manner. A lesser majority (78%) felt that they had enough information to perform their duties and know how and why changes are made in MUSAWA’s priorities. Figure 5 below illustrates.

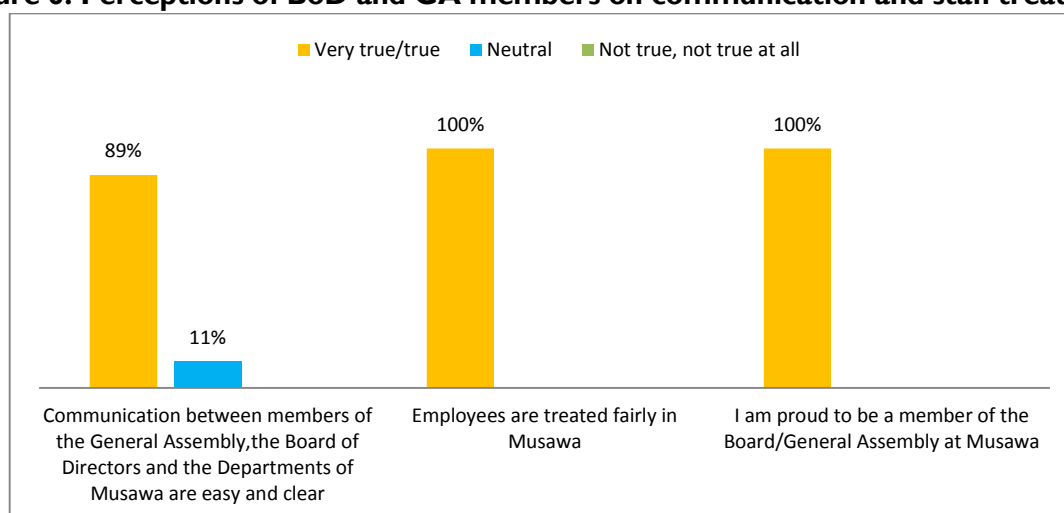
Figure 5: Perceptions of BoD and GA members of information flow and their role in decision-making processes



The majority also felt that communications between MUSAWA and its governing bodies was easy and the process was clear. All were proud to be associated with MUSAWA. Figure 6 below illustrates.

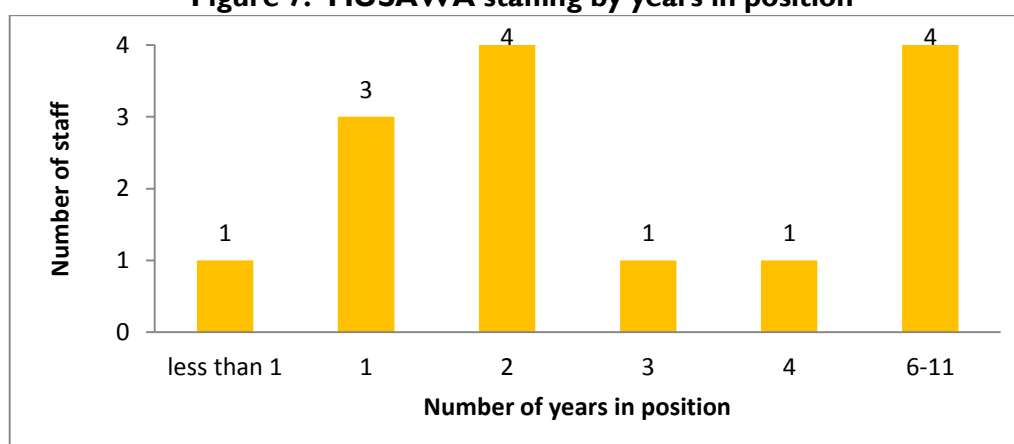
²⁵ The ET have noted an intensification of activity in Gaza (mostly workshops) during the past year compared to the West Bank based on a review of Petty Cash reports (April, May, June, July ,2019) and analysis of beneficiary data presented above.

²⁶ FGD with Musawa Gaza Staff.

Figure 6: Perceptions of BoD and GA members on communication and staff treatment

Staff Capabilities: Fifty percent of MUSAWA's current staff in the West Bank office is relatively new to the Organisation with tenures ranging between 5 months to 2 years. These include the ED and FM, the Human Resources Officer, the M&E Officer and the Executive Secretary. While staff in the two senior positions (Executive and Finance) are well qualified and experienced, the other newer hires will still need training, particularly, from the point of the view of achieving the results expected. Programme staff has been with MUSAWA for much longer periods of time. MUSAWA's ability to secure more highly qualified experts is compromised by the relatively low level of salaries paid compared with other organisations in the sector.²⁷

The balance between established and newer staff tilts towards newer intake as figure 7 below illustrates. This is more pronounced in the West Bank, with Gaza staff having relatively more in-house experience.

Figure 7: MUSAWA staffing by years in position

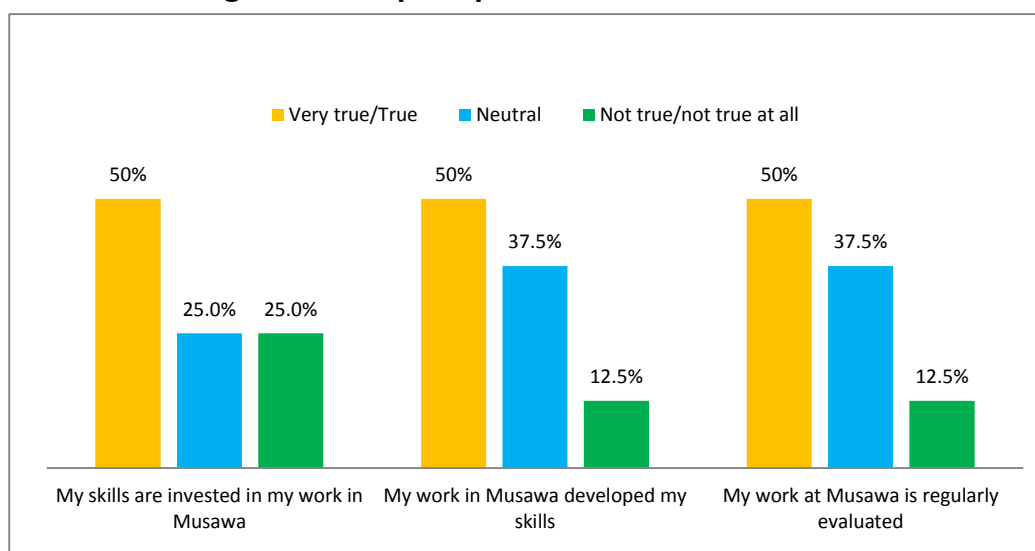
The fit between the requirements of the position and the skills of the incumbent are not always well aligned, partly because of lack of experience due to age (some staff are recently graduated students) and partly because of lack of relevant practical training. As the survey results show (above Figure 4),

²⁷ Both AMAN and ICHR pay higher salaries

all staff show a strong commitment to MUSAWA's vision and are clearly anxious and willing to learn new skills.

New hiring, training and re-allocation of tasks and responsibilities are ongoing. Two full time dedicated Legal Monitoring Officers have been recruited in the past 2 years to enable a greater focus on monitoring work. Some of the purely administrative responsibilities of the ED have been successfully transferred to the FM to allow the ED to focus more fully on support to programming and reporting duties. The human resource position has been re-filled in the last two month, the current incumbent being promoted to this position from her previous position as Executive Secretary. FGDs revealed that staff appreciates the increased specialisation of their roles. The human resource and M&E are still in the orientation period and are fully occupied with organising demands for training, staff requests/complaints and familiarising themselves with the systems in place and how to develop them, particularly in relation to the outcomes of the M&E plan. Figure 8 below illustrates some of these points.

Figure 8: Staff perception of their skills and use



Progress towards Result 2

Result	Assessment rating
MUSAWA will have raised the quality and effectiveness of its work, through the adoption of a ToC, a result-based approach, and a proper monitoring, reporting and evaluation system.	Result largely achieved. More work is needed on operationalizing and refining the M&E system and process, but all other elements have been achieved. Suggestions for further improvements are included in the Recommendations below.

In this section, the ET assesses how MUSAWA has addressed the issue of quality and effectiveness through assuring the relevance of its programmes, their efficiency, and the validation of their effectiveness through a monitoring, reporting and evaluation system

Baseline status from ONA 2015

The ONA in 2015 reported that MUSAWA's programs were linked to its broad organizational objectives, but that there was no annual planning process to set programming strategy. Instead, the on-going projects tended to drive the strategies themselves. There was limited M&E reporting, no M&E system existed, no Results Based framework had been developed to allow for an M&E plan to be established, no targets were set for the volumes of activity expected. Reporting was based on activities rather than outcomes and, as a result, the reports were descriptive rather than analytical, with no analysis of the effectiveness of the activities or their impact.

Changes since 2015**Relevance of current programming**

In 2016, MUSAWA launched a consultative planning process with what the ET assesses as solid planning tools and approaches in 2016 which resulted in an SP for 2016-2019. The plan included an analysis of the problems in the Justice sector and their underlying causes, a stakeholder analysis which delineated the most important targets for MUSAWA's interventions, and a gap analysis which identified where the focus of interventions should be for changing capacities of rights holders and attitudes and behaviours of duty-bearers.

The SP is well aligned both with MUSAWA Goals and Objectives, the Palestinian National Development Plan 2014-2016²⁸ and the Justice Sector Strategy 2014-2017²⁹. The strategies proposed address some of the key challenges facing the Palestinian justice sector through a series of linked

²⁸ Enhanced ability to provide access to justice is one of the good governance and institutional sector strategic objectives in the Palestinian National Development Plan. Policy priorities include consolidating judicial independence, to upgrade and enforce laws in line with international standards of human rights, MUSAWA Strategic Plan 2016-2019.

²⁹ The vision of the sector strategy is to strengthen the rule of law, respect for human rights and freedom. It also seeks to improve the performance of justice sector institutions, and the monitoring, reviewing and updating the quality of legislation in force, MUSAWA Strategic Plan 2016-2019.

activities. MUSAWA's analysis of challenges facing the Palestinian justice sector is firmly rooted in external and internal factors.³⁰

Analysis of root causes: The root causes of the problems in the justice sector in MUSAWA's analysis include the occupation; political division; absence of culture of the rule of law; corruption; discrimination of and weak access to justice of women and girls and other marginalized groups; un convened national elections; paralyzed PLC since 2006 (PLC was fully dissolved by the Constitutional Court Law/order in December 2018); no separation of powers; low technical capacity of legal professionals; the immaturity of legal education and training; weak communication and conflict between justice sector institutions in terms of powers and competencies. In its programming, then MUSAWA addresses those causes listed above over which they have some control and influence through advocacy and capacity building interventions.

In its advocacy component, MUSAWA critically monitors the emerging justice system, publishes dissenting opinions on decisions of its stakeholders, and comments on drafts of decrees, laws and bylaws. With regard to capacity building, MUSAWA focuses on public awareness and training of lawyers, including new graduates, thereby strengthening both popular capacities and the inbuilt part of the justice system which has the duty to counterbalance state power, and to monitor the observance of human rights and the rule of law.

Perceptions of stakeholders: All stakeholders³¹ testified to the relevance of MUSAWA's interventions. Some feel that the justice sector – as well the security sector - is now highly politicized and the judiciary and the Public Prosecution in the office of the Attorney General are very vulnerable to partisan control.³² All stakeholders feel that building a public culture of the rule of law and raising awareness of the importance of the independence of the judicial system is critical to the process of building a fair justice system in Palestine. An independent, critical monitoring body is important for fully developed and mature justice systems. In Palestine, where important checks and balances are still weak or missing, all stakeholders interviewed feel very strongly that the existence of MUSAWA is of the utmost importance. All stakeholders noted that the relevance was highly linked to the perceived and actual independence of MUSAWA, which gives MUSAWA strong credibility and perceived transparency.³³ Others noted the role of MUSAWA is even more relevant than before because of the limited PA progress in the justice sector.³⁴ Board members feel that Palestine needs organizations like MUSAWA to 'keep ringing the bell on illegal activities' in the justice sector.

Efficiency of current programming

NRO commented in an interview that they feel that MUSAWA makes efficient use of its resources. This perspective was validated by staff and also by MUSAWA's partner organisations. Although MUSAWA staff and partner organisations are well aware of MUSAWA's critical funding situation, staff feel that this has not been a main obstacle to their work because they are now able to manage all the

³⁰ These include the multiplicity of legal systems prevailing, and the challenges facing the consolidation and alignment of these systems resulting from 2007 the political divide between the West Bank and Gaza, the disruption of the work of the PLC paralyzing its ability to exercise its legislative role and oversight over the Executive authority, and the increase in the violations of human rights that are required by international conventions and that are in line the Palestinian Basic Law.

³¹ Interviews with Donors, Justice Sector officials, MUSAWA BOD, MUSAWA Partners

³² Interviews with doors, MUSAWA BOD and one Justice Sector official who wants to remain anonymous

³³ Interviews with Donors, Justice Sector officials, Musawa BOD, Musawa Partners.

³⁴ Interview with NRO.

work better as a result of the internal organizational restructuring.³⁵ The longest-serving staff member in Gaza commented that the positive change over the past few years was 100% (180⁰) and that he had “never seen things like this before”. Collaborating partners in Gaza say that MUSAWA is “resilient” in the face of a deteriorating funding situation. This adaptability can be seen by their continuous publications and the conducting of legal clinics in Gaza.³⁶

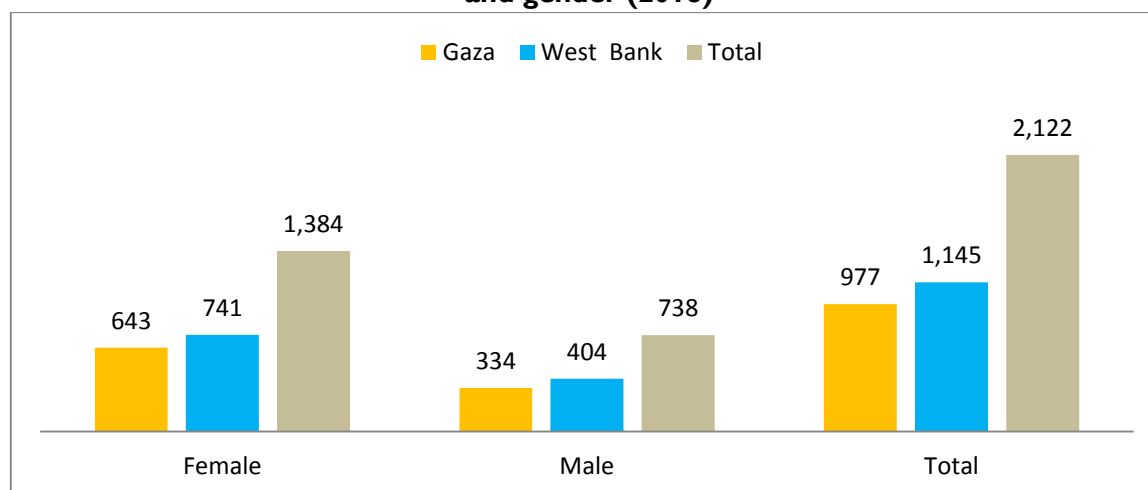
As there are no targets set for outputs in the M&E plan (targets are included in the Work Plan), by looking at the M&E, reporting is not possible to assess to what extent all the planned activities were actually achieved. However, a review of monitoring databases show that activities related to legal awareness, training, and advocacy have been regular throughout the year and represent an impressive accumulation of achievements.

Based on a review of outputs from key activities for the past two years (2017, 2018), MUSAWA has:

- Raised the awareness of 2,972 individual beneficiaries
- Developed the capacities of 409 lawyers
- Issued 150 position papers, legal memos and public statements (1.4 per week)
- Conducted 155 media interviews (television and radio) (1.5 per week)

Based on an analysis of MUSAWA monitoring data, they have been efficient in their gender targeting: women are the most targeted of beneficiaries and women rights are the most common topic for legal awareness clinics (See Figures 9 and 10 below).

Figure 9: Distribution of MUSAWA beneficiaries of legal awareness work by location and gender (2018)

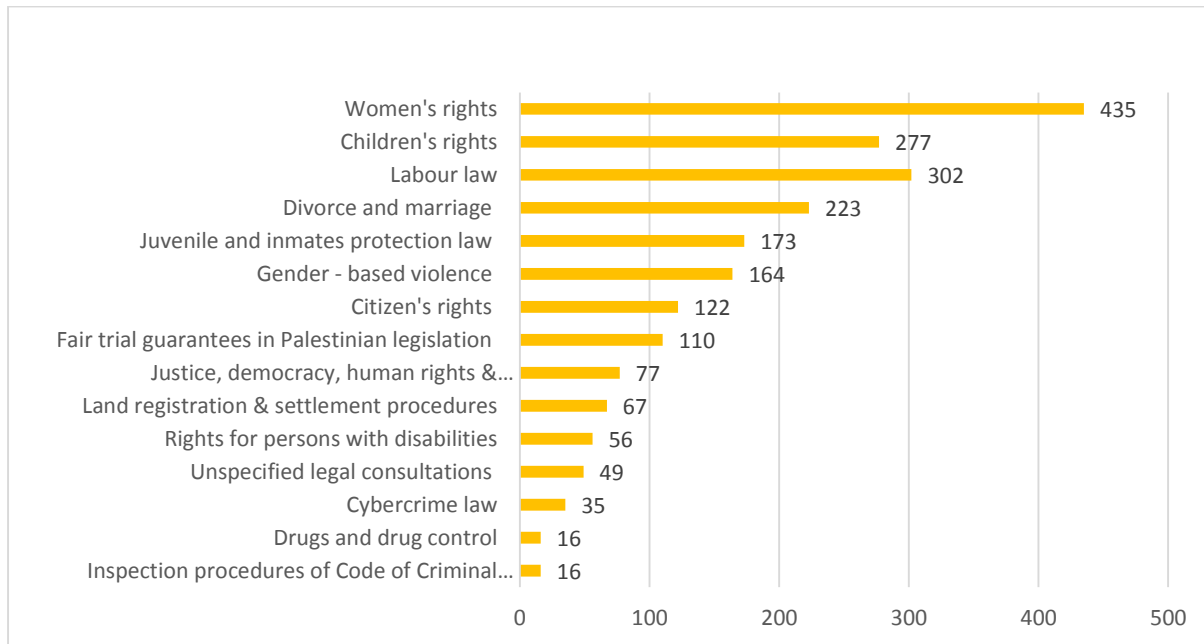


The focus on gender is also evident in the distribution of awareness topics as illustrated in Figure 10 below.

Figure 10: Distribution of beneficiaries by awareness activity topic

³⁵ Focus Group with Musawa Staff.

³⁶ Interview with Dean of College of Law, Gaza University. MUSAWA's AR 2018 notes that, because of funding problems, legal clinics were sometimes held in inappropriate location (kindergartens, or open spaces).



Effectiveness of current programming

The planning framework for programming is holistic and integrated. The goals and objectives are clearly articulated and the scope is well defined. These broad activities are grouped under the goal (Impact) and three objectives (final outcomes) MUSAWA for the 2016-2019 period namely: A state of Justice and Rule of Law in Palestine; Enhanced Equality before the Law and the Judiciary; Enhanced Right to a Fair Trial, and Enhanced Access to Justice. The three intermediate outcomes necessary to achieve the final outcomes and impact are the enhanced capacities (knowledge, awareness, practices) of lawyers and other duty bearers, enhanced capacities (knowledge, awareness and practices) of citizens to claim and exercise their rights, and enhanced internal capacities of MUSAWA and organizational growth linked to the outcomes expected. Activities are developed intended to achieve these outcomes. The plan also included a reflection on the results of ONA 2015 and the improvements needed in the Organisation to increase its impact.

A Results Chain and Logical Framework are presented, which link activities to outputs to outcomes and impact, and a schematic Toc is presented to show how its activities – Human Rights-Based capacity development for empowerment of rights holders and accountabilities for duty bearers lead logically to the outcomes and goal.³⁷ An M&E plan aligned with outputs and outcomes has been developed, with qualitative and quantitative indicators, baselines, frequency of measurement, data sources and data collection methods, means of verification and responsibility for collecting the data. There are no targets set for outputs in the M&E plan. As a result, it is not possible to assess to what extent all the planned activities were actually achieved by reviewing M&E documents. Interviews with staff suggest that some activities were not fully achieved because of the need to scale down efforts because of lack of funds. Outcome data available in MUSAWA's publication Eye on Justice is included in the M&E plan as baseline.

Reports are now organized by outcome. There is still much descriptive data included. There is some integration of the outcome data in Eye on Justice, which could show impacts, but the analysis needs to be deepened. The use of perception surveys with their own beneficiaries to show the satisfaction with activities is not done. The satisfaction of trainees with the training conducted by MUSAWA is now being tracked through the implementation of training needs assessments survey and pre and post training assessment. These surveys show that in 2018, trainees reported an 86% average satisfaction rate with the training received.

In terms of the M&E system itself, MUSAWA has populated very useful databases on some key outputs for monitoring purposes including awareness activities through legal clinics, issuance of legal memos, position papers and public statements, and frequency of media coverage. We were not provided with databases on training and rights violations, but records are kept. The current M&E capacity is limited and is in need of support. The previous M&E officer left after having had a full range of trainings in Results Base Management. The M&E system improvements were not given a high priority during the past two years of institutional development funds, but very significant improvements are already in place which can be built on.

³⁷ Musawa Strategic Plan 2016 – 2109, Section 4.2 Musawa's Results Chain, Figure 1

Progress towards Result 3

Result	Assessment rating
MUSAWA's financial and fundraising strategy will have led to a diversified and more sustainable funding base	Result partially achieved. The elements of a greatly improved financial system and a considered fund raising strategy are in place. This has not yet resulted in a sustainable funding base, a lot of which is to do with the current donor disappointment with progress in the justice sector. Suggestions for ways forward are included in the Recommendations below.

Baseline Status in ONA 2015

The OA 2015 reported that internal financial system and process was well structured and the internal controls and procedures were adequate to prevent fraud. The reporting frequency was not sufficient (monthly basis only), and there was no reporting process to the BoD. The budget and reporting was not aligned with programme objectives.

Changes since 2015

The financial reports reviewed included bi-monthly reports to ED, monthly reports for the ED and GD, and Annual Reports. The BoD is sent a comprehensive Annual Report in narrative and in the form of a power point and quarterly reports, which are cumulative 3 monthly reports.

The financial report Power Point for the BoD (Revenues & Expenses report) is easy to read and to be understood by non-finance people, so it is appropriate for Board members who are not financial experts. It provides both quantitative and qualitative data (analysis) with commentary, which provides further insight and supports the financial figures, leading to better-informed decision making. It also provides useful key performance indicators (such as the % of program-related expenses out of total expenses), which again are very important for informing decision making.

Although the ET cannot attest to the accuracy of the numbers in the reports, we observe that information and data are well-organized and linked to MUSAWA's objectives. They are also easy to read and are automatically connected through the different excel sheets which makes them more reliable and less prone to human error. The reports also follow up and maintain the focus on MUSAWA's financial crisis, highlighting any updates in shortages or surpluses regularly.

Funding strategy: MUSAWA has diversified its funding base by reaching out to more non-traditional donors like Universities in order to improve support to longer term programming and has also embraced new donors like the EU.³⁸ This is an important step in terms of improving MUSAWA's ability to more rationally and flexibly plan its work. Currently, MUSAWA has a number of smaller projects from a range of donors who are active in the justice sector³⁹. Funding to support the core work of MUSAWA only comes from the NRO.

It is notable that funding is now much more difficult in this sector. The lack of MUSAWA's success in fundraising cannot be attributed to MUSAWA's weaknesses in this regard, but it is more to do with donors, who are disappointed with the PAs lack of progress in the justice sector.⁴⁰ MUSAWA tries

³⁸ Focus Group with BoD and GA members

³⁹ Spanish Cooperation, Canada Fund, Italian Cooperation, UNDP

⁴⁰ Interview with NRO

hard to do damage control in terms of reducing its expenses as detailed above in the previous section. However they recognise that the salaries they can offer are not sufficient to secure the more senior and experienced people that are required to support their work. The BoD and GA are well aware that the funding issue is creating a concerning high staff turnover at a time when MUSAWA needs to have sustained investment in its human resources.⁴¹ Despite the impact projectization has on their ability to better plan activities, they are also preparing and submitting proposals in response to Request for Proposals (RFPs). They have also submitted at the request of a Canadian University, a very large proposal for support to the Rule of Law, which will embrace many of their core activities.⁴² The University has positively responded to the quality and effectiveness of the proposal. It is exploring options to secure funding for joint implementation (as stated in their official email correspondences).

Another factor which has impacted MUSAWA's ability to achieve greater financial sustainability is related to its strongly-held view on maintaining its independence and credibility. FGDs with the BoD and GA members revealed that MUSAWA has turned down funds for work which they felt compromised their position as an independent organisation. This is an unusual finding that we feel should be highly commended, despite the negative consequences as it underlies MUSAWA's strong commitment to the independence that it seeks to achieve in its broader work with the Judiciary.

The writing of funding proposals is done by the Public Relations officer in consultation with the rest of the Administrative Team who has previous experience in proposal writing. This is a heavy responsibility in the current challenging funding context.

Progress towards Result 4

Result	Assessment rating
MUSAWA's watchdog role has had a significant impact on the performance of the justice institutions with record of success stories.	Result largely achieved. Stakeholders feel in general that at this point in the evolution of the justice sector institutions and the absence of a legislative function, generating impact is increasingly difficult. Suggestions for ways forward are included in the Recommendations below.

The role of MUSAWA is to influence the justice system to ensure that laws are publicly promulgated, equally enforced, independently adjudicated, and that these laws are consistent with the Palestinian Basic Law and international human rights norms and standards to which the Palestinian Authority has acceded to, add that all persons, institutions and entities, public and private, including the State itself, are accountable to them. MUSAWA also seeks to ensure that the legal process itself adheres to the principles of supremacy of law, equality before the law, accountability to the law, fairness in the application of the law, separation of powers, participation in decision-making, legal certainty, avoidance of arbitrariness and procedural and legal transparency.⁴³

Baseline status in ONA 2015

The ONA concluded that the overall contribution of MUSAWA's work to the justice sector and rule of law had been positive. These positive impacts included increases in capacities of lawyers, publications were good educational tools and essential reference for legal professionals, and stakeholders including beneficiaries felt that MUSAWA made a valuable contribution to justice sector goals. MUSAWA was

⁴¹ Focus Group with BoD and GA members.

⁴² Interview s with IM, GD

⁴³ This definition has been customized for Palestine based on UN definition of the Rule Of Law articulated by UN Secretary-General, 2004 in ' Why, What and How to Measure? A User's guide to measuring rule of law, Justice and Security Programmes", UNDP, 2015

seen by stakeholders as an independent powerful and well-connected organization in the justice sector. Some concerns were expressed about the content (legal monitor) and style of work (polemic and confrontational) which sometimes led to organizational turbulence and reduction of potential impact, the absence of a clear and systematic networking policy with other justice sector NGOs and coalitions, weak follow up with beneficiaries taking legal counsel, and although the connections within the justice sector were strong, they were also more personalized than institutional and personal animosities generated in a divided institutional house had negative and lasting impacts.

Changes since 2015

In this section the ET look at the impact on the performance of justice sector institutions linked to the current justice sector context and the issues addressed by the assessment of 2015. We examined impact through a review of the empirical evidence in MUSAWA documents and stakeholder perceptions. We also assessed the current status of the areas of concern reflected in the ONA 2015, namely: the content and style of public documents, the style of work (polemic and confrontational), networking policy and practice with other NGOs and coalitions, follow up with beneficiaries taking legal counsel, and the institutionalisation of MUSAWA's connections within the justice sector.

The impact of MUSAWA's work must be seen in the context of the overall stagnation and deterioration of the justice system over the past few years, which was noted by all respondents. In reality, due to the absence of the PLC, the division between Gaza and the West Bank and the overall deteriorating political situation, no organization can have a sustainable impact on the judicial sector that can help it achieve its own identified goals. However, as one justice sector official said, *"At least MUSAWA bothers some institutions enough to reduce damages. If I would imagine the country now without MUSAWA, I think it would be in a really bad situation, because everyone else says things are good and perfect! As a watchdog organization, MUSAWA plays a key role, and if they disappear, the situation will get worse"*.

MUSAWA exerts their influence in two main ways: directly, through their lobbying and advocacy work, which draws both on their publications and their daily monitoring of laws and their enforcement⁴⁴; and indirectly through contributing to the mobilisation of popular oversight through its public awareness, and by enhancing the capacities of legal professionals to better defend individual human rights.

Review of documents

Level of activities: Annual Reports show an increased level of activities over the past 3 years in both advocacy and capacity development work. Table 3 below illustrates this (based on selected activity indicators).

Table 3: MUSAWA activities over 3 years by selected activity output indicators

Year	Number of awareness Workshops	Beneficiaries of workshops	Number of training activities	Beneficiaries of training activities	Legal memos sent	Legal memos responses

⁴⁴ Musawa's publications critically analyse legislation and looks at judicial precedents (Justice and Law), gather citizens perceptions of different elements of the justice system (for example, costs of litigation, chances of a fair trial) on a regular basis (Legal Monitor Report), and periodically summaries the violations of rights and does this through receiving and following up on complaints received from citizens regarding the judicial sector (Eye on Justice).

2016	20	461	16	388	19	
2017	49	933	8	141	41	11
2018	74	2039	10	256	45	32

Advocacy activities: These include the monitoring of violations in the legal process, review of current and newly emerging decrees/laws, development of legal memos, position papers, press releases and publications based on the monitoring and review, sending of legal memos to justice sector institutions, TV and radio appearances, and social media activity.

The quality of publications remains high as attested by all stakeholders interviewed. Legal commentaries are reviewed by international legal experts from the region and justice sector officials, and University departments use these as legal reference. An official interviewed stated that MUSAWA played a major role in enriching legal and judicial work.⁴⁵ Publications are used by judges, lawyers and many other relevant stakeholders as they trust MUSAWA's analysis and judgements and believed them to be objective and evidence-based.⁴⁶ This work has a significant and positive impact on the justice sector institutions.

Some publications of MUSAWA are incorporated into University Syllabuses.⁴⁷ The direct advocacy undertaken through legal memos, position papers and press releases is seen by most stakeholders as effective as by itself, especially as it raises the issue of illegality internally for consideration and then publicly. Only two criticisms were raised by judicial officials of MUSAWA's advocacy work. These were that MUSAWA did not focus on the big issues of occupation (albeit, it is not their mandate) and the political divisions. This suggests either lack of knowledge or a mis-reading of the MUSAWA mandate, which is clearly focused on promoting the development of the Rule of Law. MUSAWA believes that the focus on the issue of occupation is not within its mandate and, as such, is beyond their reasonable sphere of influence and control.⁴⁸ In terms of the division, MUSAWA has an initiative to unify and reform the justice system. Currently, MUSAWA leads a project (with Sawasya-UNDP) on strengthening the civil society contribution to accelerate the reconciliation process.

⁴⁵ Interview with Ziad Thabet, HJC, Gaza

⁴⁶ Interviews with Justice Sector Officials

⁴⁷ In 2016, Birzeit University adopted the publication "Constitutional Organisation in Palestine: as an academic course for Graduate Students having previously adopted the Musawa publication on the professional code of conduct for legal professionals.

⁴⁸ See Musawa, Strategic Plan, 2016 -2019.

The very strong and independent position that MUSAWA is seen by all stakeholders as having also has an impact on justice sector institutions. If we take, for example, the number of legal memos issued to justice sector institutions based on complaints MUSAWA receives from groups and individuals on legal violations of rights, and on their own monitoring of the legality of decrees and proposed legislations. Although actual responses from institutions and individual officials are mixed, the fact that replies are given may be an indication that institutions are cognizant that MUSAWA has the ability and resilience to raise the issues in the public domain in their own publications, through press releases and public position papers. This hypothesis was confirmed by all stakeholders interviewed, who testified that justice sector institutions are very wary of MUSAWA's ability to bring issues of illegality into the public domain. One justice sector official believed that such complaints would not be heard if it wasn't for the fact that MUSAWA brought attention to them and tried to ensure they were resolved fairly. He believed that this is mainly due to judicial institutions worrying that MUSAWA would disclose them to the public if they would ignore them.

Based on the interviews conducted under the scope of this evaluation, opinions about MUSAWA's ability to influence judicial institutions to fulfil their obligations as duty bearers are predominantly positive based. Respondents note the changes made in current laws and the amendments and cancellations of decrees that are not aligned with the Palestinian Basic Law and International Treaties. They credit MUSAWA's persistence, and sound legal arguments on issues, as being the reason why other key sector institutions including the Bar Association, eventually realign themselves with MUSAWA.⁴⁹

Capacity building activities

These include the training of lawyers and public awareness-raising. The impact of the regular training interventions was highly commended by stakeholders involved, including the beneficiaries themselves.⁵⁰ The topics addressed in the trainings were felt to be very relevant to their needs. MUSAWA now conducts a training needs assessment with potential trainees to better target the training content. MUSAWA also focuses its work more on young lawyers and to try to prepare them for entering the job market. Training workshops are now evaluated through pre and post evaluation approach, so that impact on skills can be assessed, and trainers capacities noted.

Public awareness-raising is a key component of MUSAWA's activities as it develops capacity for public oversight. The impact of this work is more difficult to assess. MUSAWA does not yet keep systematic records of trainees' perceptions of the training and how it has impacted them but recognise that this is an area for attention. This is closely tied to the needed improvements in their M&E system. Legal awareness workshops are now combined with legal counselling work, but as yet MUSAWA has no way of tracking the impact of counselling services rendered, but understands this is a shortcoming. In terms of reaching the public, MUSAWA has good impact in this regards according to stakeholders, as it constantly simplifies legal matters in order to reach citizens, and it is also praised for its in-house capacities for developing and activating social media interventions to expand the scope of its outreach, and utilizing it to serve its objectives.

⁴⁹ See, for example Musawa success story on memo to Anti-Corruption Commission on accepting of gifts by public servants, Musawa position paper on the decree on Judges retirement age

⁵⁰ Interviews with representative of the Lawyers Union, Gaza; the Dean of the College of Law, University of Gaza; BOD members and judicial officials who had previously been trained by Musawa.

Concerns noted in ONA 2015

Style of work:

MUSAWA's strong positions have sometimes been seen as unnecessarily confrontational, but this perception might have more to do with the style of language and delivery, rather than the content and analysis contained in the position papers. MUSAWA has reflected on both the style and content of its advocacy work and has concluded that the language of memos, position papers and press releases should be framed not as demands for action but rather as calls to account. In this way, MUSAWA's contributions can be framed clearly within the parameters of the Palestinian Basic Law and the other international treaties that Palestine has acceded to. This consistent position of the need to align legislation and legal process with the Palestinian Constitution and International law is what sets MUSAWA apart from Palestinian Human Rights Institutions and gives MUSAWA its unique niche.

Partnerships and coalitions

MUSAWA works with a number of coalitions to increase the impact of its work. Some of these coalitions have been proactively launched by MUSAWA, and some MUSAWA has joined and has helped lead. Some coalitions only last as long as the specific action undertaken. Finding common ground with other organisations working in the justice sector has been to some extent compromised by the competition between organisation for the shrinking funding available, which does not always allow for authentic discussions to be held or decisions based on transparent consensus to be forthcoming.

Despite these challenges, MUSAWA has always continued to disclose their professional opinion despite any potential backlash from influential parties in the country. This, as noted above, has distinguished MUSAWA from other organizations, that might mediate their positions in order to avoid confrontation with the judicial authorities. Finding common ground is thus sometimes problematic with other organizations, especially when coalitions are large, poorly managed and embrace a variety of interests. MUSAWA created coalitions of lawyers to support their work in monitoring violations. In 2018 it extended its partnerships to CBOs so that monitoring work can be further expanded.

Legal outreach interventions: MUSAWA advanced the scope of its delivery strategy for this work based on feedback received from beneficiaries. Legal awareness workshops are now combined with legal counselling work. Follow up on provision of legal counsel is not done so the impact here is still unknown.

Concentration of legal expertise with the GD: MUSAWA's positive impact is a result of strong legal expertise. In the ONA 2015, it was felt that this legal expertise which informs MUSAWA's interventions, is primarily concentrated in the GD. Currently, the GD is supported by a team of legal monitoring officers in both Gaza and the West Bank. They are mainly responsible for writing legal memos and other documents which are then discussed and finalized with the GD. The product is then reviewed by legal experts in the BOD and GA. In many cases, significant changes have been made to MUSAWA's position through this review process. Moreover, the BOD members use their significant legal expertise in reviewing and issuing statements and key legal documents in the name of MUSAWA.

Qualitative evidence gathered shows that opinions of MUSAWA among stakeholders are never characterized by neutrality. MUSAWA is strongly championed by rights holders. All duty bearers interviewed acknowledged the impact of MUSAWA. Some see the impact very positively because of the perceived positive influence in improving legal processes and laws, and some see the impact more

negatively, framing MUSAWA's work as an 'unnecessary interference'. One respondent said: "we are monitored by public institutions, we are open, and why do they need to monitor our work?"⁵¹ Because of the negative image of the Justice system that MUSAWA is perceived to be promoting. The mixed opinions among Justice Sector officials reflect the divisions in opinion on what the Rule of Law means and its level of existence in Palestine. However, the impact of MUSAWA's work is certainly felt among officials in both the WB and GS.

Conclusions and Recommendations

The following section provides the conclusions and the recommendations of the evaluation (which are organized around the four key results).

Conclusions

- MUSAWA continues to play an essential role in the rationalization, enforcement and development of the Palestine legal system. It does that in spite of the major challenges facing the legal system and the surrounding political, economic and institutional environment.
- As the conditions deteriorate and the challenges intensify, and within a declining influence of Palestinian civil society, MUSAWA manages to preserve its relevance, visibility, leverage and impact in the discourse and actions influencing the legal system and process.
- While the work and internal governance and management of CSOs is witnessing major setbacks, MUSAWA is showing progress in its internal functioning and management. At the same time, while the role of general assemblies and boards of directors are dwindling in most CSOs, the role of the BoD and the GA is improving within MUSAWA.
- The ET also notices that the political division between Hamas and Fatah had negatively influenced most CSOs. For MUSAWA, the division strengthened their resolve and intensified their work and efforts in face of the new challenges.
- The evaluation concludes that all **Milestones** have been met.
- Improvements are most evident in financial, organizational, management and human resource management, followed by governance with strategies and programmes last but still showing a lot of improvement
- The evaluation concludes that **Results** have been fully achieved (1), largely achieved (2), or partially achieved (1).
- Reasons for gaps in achievement were mostly outside the realm of control of MUSAWA. While fully stipulated in the context section earlier, the following is a reiteration of the key reasons:
 - Deterioration in sector context and limitations on the role of civil society within the regression in the level of democracy in the political system.
 - Retrenchment of donors from the sector which is influencing most organizations and negatively the ability of civil society in general and legal and human rights organizations in particular to play their expected and potential role.
 - Independence comes at a price where for MUSAWA to keep its role as a watch dog and a vigilant monitor of the legal system and process, it is expected that they will face some resistance among elements within the political regimes in both Palestinian regions.

⁵¹ Interview with HJC official, Gaza

- The full impact of the ongoing reforms was not yet fully felt as the cycle for staff turnover and additional legal and M&E expertise still need more efforts and consolidation.
- The potential to utilize available human resources and support elements within (BoD, GA, legal staff) and outside of the organization (supporters present in many government and non-government organizations) continues to be significant.

Recommendations

Result 1 – Internal Management Structures and Capacities

- The profound legal expertise within MUSAWA should continue to be expanded within and outside of MUSAWA. MUSAWA should continue to develop the capacities of younger legal experts within its organization to become the future holders and implementers of MUSAWA's mission, and to maintain its strong held principles along with the legal expertise. In addition, MUSAWA should continue to develop the capacities of law students and graduates in Universities to prepare them for labour market entry.
- All administrative responsibilities should be transferred to FM so that ED can give 100% of her time to operations and programming, including oversight of M&E and reporting.
- MUSAWA to continue to make full use of the connections and experience of their Board members including Board member's abilities to open doors to influential officials at the higher levels of justice sector institutions and donors..
- Additional younger members, especially from Gaza, must be added to the GA.

Result 2 – Programming and M&E

- Review the tools developed internationally for the monitoring of advocacy activities and review the log frame to assess if the activities are sufficient to meet the outputs, outputs to outcomes etc.
- MUSAWA could consider adjusting their outcome indicators that would not require such regular surveys of the general public. Focus more regular surveys on their beneficiaries (trainees, legal awareness clinics) so that decisions on strategy can be better and more regularly informed.
- Revisit the outcome indicators to develop indicators that are more directly linked to expected results.
- As resources allow, report on outcome indicators every quarter, so that programmatic decision making can be informed in a timely manner.
- Clearly distinguish between reporting on results at output level, and results at outcome level in the Annual Report. When presenting the evidence of achievements against the indicators, state the outcome expected, then the indicator (from the M&E plan), then the target, then the achievement. Then present analysis as to what is happening, why it is happening, and what MUSAWA will do about it i.e. if the results are below the identified target, maybe allocate more resources to the strategy, or adjust the target downwards. If above target, maybe adjust the target upwards or reduce resource allocations. If it is on target, celebrate!

Result 3 – Financial and Fund Raising Strategy

- It would be useful to include further information and analysis, such as cash flow projections for the upcoming year or period in the BOD report to provide a forward look.
- Donors should be advised to develop a consortium approach to sustaining the activities of MUSAWA.

Result 4 – Impact

- Involve MUSAWA more fully in the public debates around the justice sector and create more common ground with judicial institutions, NGOs and coalitions on issues.
- Continue to develop proactive networking strategies and monitoring relationships and partnerships (the successful communication with Montreal University is an example).
- Stakeholders recommend, and the ET concurs, that MUSAWA reconsiders its approach of communicating with judicial institutions, with a focus on creating an opportunity for cooperation towards finding solutions and making the needed reforms, as opposed to focus on strong language statements that describe the problem and demand certain actions. While some stakeholders might not be always interested in dialogue, MUSAWA must continue to improve its methods of dialogue to accommodate the varying circumstances and challenges.