

BIR-ZEIT UNIVERSITY
FACULTY OF GRADUATE STUDENTS

**PROGRAM EVALUATION CONDITIONS AT THE PALESTINIAN NON-
GOVERNMENTAL ORGANIZATIONS**

تقييم البرامج في المؤسسات غير الحكومية الفلسطينية

AMJAD AMIN GHOSHEH

JUNE 22,2005

CHAIRPERSON OF SUPERVISORY COMMITTEE: DR. GRACE KHOURY

MEMBER OF SUPERVISORY COMMITTEE: DR. SAMIR AWAD

MEMBER OF SUPERVISORY COMMITTEE: DR. FAHOOM SHALABI

**THIS THESIS WAS SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE
MASTER DEGREE IN BUSINESS ADMINISTRATION**

FROM THE FACULTY OF GRADUATE STUDENTS AT BIR-ZEIT UNIVERSITY, PALESTINE

**BIR-ZEIT UNIVERSITY
FACULTY OF HIGHER EDUCATION**

**PROGRAM EVALUATION CONDITIONS AT THE
PALESTINIAN NON-GOVERNMENTAL ORGANIZATIONS**

تقييم البرامج في المؤسسات غير الحكومية الفلسطينية

AMJAD AMIN GHOSHEH

APPROVED BY:

**DR. GRACE KHOURY
(CHAIRPERSON OF SUPERVISORY COMMITTEE)**

**DR. SAMIR AWAD
(MEMBER OF SUPERVISORY COMMITTEE)**

**DR. FAHOOM SHALABI
(MEMBER OF SUPERVISORY COMMITTEE)**

June 22,2005

ACKNOWLEDGMENTS

First of all thanks to God for enabling me to complete this research. The blessings of God have always filled my life with happiness and joy, accomplishing this research is a gift from God that I will always appreciate.

I would like to express my gratefulness and thanks to my mother Khawlah and my father Amin. Mother without your encouragement I would not have started this research.

I would like also to express my deep thanks to my wife Anoud for her continuous support and encouragement. I thank you Anoud for all the time you have spent alone with our sons Amin and Omar.

Very special appreciation and respect to my supervisor, Dr. Grace Khoury for all the support, interest, guidance, and deep insights. Dr. Grace your assistance was beyond expectations and I thank you for all what you did.

Finally I would like to thank all of those who helped me in this research, especially the East Jerusalem YMCA staff and management that assisted me in doing the practical part of this research.

CONTENTS

<u>Title</u>	<u>Page</u>
ACKNOWLEDGMENTS	iii
CONTENTS	iv
LIST OF TABLES	viii
LIST OF FIGURES	ix
ABSTRACT (Arabic)	xi
ABSTRACT (English)	xii
CHAPTER ONE: INTRODUCTION	
1.1 Overview	1
1.2 Rational and the need for the research	2
1.3 Research Assumptions	4
1.4 Purpose of the research	5
1.5 Limitations of the research	6
1.6 Methodology	7
1.7 Organization of the Work	9
CHAPTER TWO: NON-GOVERNMENTAL ORGANIZATIONS IN THE PALESTINIAN CONTEXT	
2.1 Introduction	12
2.2 History of Non-Governmental Organizations	13
2.3 Definition of Non-Governmental Organizations	14
2.4 Categories of Non-Governmental Organizations	17
2.5 A step backwards	19
2.5.1 First Palestinian Intifada	20
2.5.2 Oslo Accord and the peace era	20
2.5.3 Second Palestinian Intifada	22
2.6 Palestinian NGOs Characteristics	24
2.6.1 Numbers of PNGOs	25
2.6.2 Funding of PNGOs	26
2.6.3 Programs of the PNGOs	27
2.6.4 Referential bodies of the PNGOs	29
2.6.5 Performance of the PNGOs	30
2.7 Accountability at the PNGOs	31
2.8 Conclusion	31
CHAPTER THREE: PROGRAM EVALUATION AT NON- GOVERNMENTAL ORGANIZATIONS	
3.1 Introduction	34
3.2 Program Definition	37
3.3 Program Evaluation	39
3.4 Reasons for Evaluating Programs	41

3.5 Difference between Program Evaluation and Program Monitoring	44
3.6 Types of Program Evaluations	47
3.7 Program Evaluation Stages	50
3.8 Program Evaluation Timing	51
3.9 Evaluators	52
3.10 Planning Program Evaluation as Part of Program's Life Cycle	53
3.11 Collecting Data for Program Evaluation	54
3.12 Evaluation Conditions at the PNGOs	57
3.13 Conclusion	58

CHAPTER FOUR: RESEARCH METHODOLOGY

4.1 Introduction	61
4.2 Background on Research	61
4.3 Methodology Implemented in this Research	65
4.3.1 Secondary Data Collection	65
4.3.2 Questionnaire Preparation	66
4.3.3 Pilot Testing	68
4.3.4 Sampling and the PNGOs Network	70
4.3.5 Distribution and Collecting of Questionnaires	72
4.4 Difficulties and Limitations of the Research	75
4.5 Data Analysis	77
4.6 Conclusion	78

CHAPTER FIVE: RESEARCH FINDINGS AND ANALYSIS

5.1 Introduction	79
5.2 Profile of Sample PNGOs and General Monitoring and Evaluation Characteristics	81
5.2.1 Organizations Headquarters and Branches	81
5.2.2 Geographical Coverage	82
5.2.3 Start of Operations	83
5.2.4 PNGOs Major Fields of Activities	84
5.2.5 Targeted Groups	85
5.2.6 Governing Body	86
5.2.7 Funding Sources and Operational Budgets	87
5.2.8 Sample PNGOs Self Assessment of their Roles in the Palestinian Society	89
5.2.9 Assessing the Needs of the Targeted Groups	90
5.2.10 Importance of having a Monitoring and Evaluation System	91
5.2.11 Specialized Monitoring and Evaluation Unit or Person at the PNGOs	92
5.2.12 Preparing Monitoring & Evaluation Plan Before Implementing Each Program	93
5.2.13 Programs Completed During the years 2003 and 2004	97
5.2.14 Characteristics of the Most Significant Program Completed during the years 2003 and 2004	97
5.2.14.1 Programs Types	97

5.2.14.2 Number of Direct Beneficiaries	98
5.2.14.3 Total Budgets	98
5.2.15 Basis for selecting the most significant program	99
5.2.16 Evaluation of the Most Significant Programs	100
5.3 PNGOs that Did Not Evaluate their Most Significant Program that was	100
Completed During the Years 2003 and 2004	
5.3.1 The Need for Evaluating Programs	101
5.3.2 Restrictions that Prevented those PNGOs from Evaluating their Programs	101
5.3.3 Conditions that Requires an Organization to Evaluate a Program	102
5.3.4 Evaluating any of the Programs Completed during 2003 and 2004	103
5.3.5 Investing Resources for Evaluation	103
5.4 PNGOs that Evaluated their Most Significant Program Completed During	103
the Years 2003 and 2004	
5.4.1 Reasons for Evaluating the PNGOs Programs	104
5.4.2 Preparing the Evaluation Terms of References	105
5.4.3 Evaluation Level	106
5.4.4 Evaluation Major Concerns	107
5.4.5 Techniques Used for Collecting Program Evaluation Data	109
5.4.6 When was the Program Evaluation Conducted	110
5.4.7 Evaluators	111
5.4.8 Beneficiaries Participation in the Evaluation Process	112
5.4.9 Language of the Evaluation Report	113
5.4.10 Dissemination of the Evaluation Report	114
5.4.11 Program Evaluation Cost	116
5.4.12 Major Problem Faced while Evaluating Programs	116
5.4.13 Program Evaluation in General	117
5.5 Overall Analysis and Addressing the Research Questions	118
5.5.1 Percent of PNGOs Conducting Scientific Program Evaluation	118
5.5.2 Program Evaluation as Part of Programs Life Cycle	121
5.5.3 Why Programs are Not Evaluated at Some PNGOs	122
5.5.4 Program Evaluation Characteristics at the PNGOs	123
5.5.4.1 Programs' levels Evaluated at the PNGOs	123
5.5.4.2 When Programs are Evaluated at the PNGOs	124
5.5.4.3 Who Evaluates Programs at the PNGOs	125
5.5.5 Benefiting from the Conducted Programs' Evaluations	127
5.5.6 Stakeholders Involvement in the Evaluation Process	130
5.6 Conclusion	133
CHAPTER SIX: CONCLUSIONS AND RECOMMENDATIONS	
6.1 Summary and Conclusions	135
6.2 Implications of the research	142
6.2.1 Implications on the PNGOs Sector	142
6.2.2 Implications on the Donors community	143
6.3 Research Recommendations	144

6.4 Contribution to the Theoretical Knowledge	147
6.5 Contribution to the Practical Knowledge	148
6.6 Recommendations for future researches	148
BIBLIOGRAPHY	150
Appendix 1: Questionnaire (English Version)	155
Appendix 2: Questionnaire (Arabic Version)	164
Appendix 3: Questionnaire's cover letter to PNGOs from the researcher	174
Appendix 4: Questionnaire's cover letter to PNGOs from Bir Zeit University	175

LIST OF TABLES

<u>No</u>	<u>Title</u>	<u>Page</u>
Chapter 2		
2.1	Types & Numbers of Program conducted by the PNGOs	28
Chapter 3		
3.1	Main differences between Monitoring and Evaluation	46
3.2	Evaluation Data Collection Methods	56
Chapter 5		
5.1	Position of person filling vs. Method of filling the questionnaire (Cross Tabulation)	81
5.2	Locations of Headquarters of the surveyed PNGOs	82
5.3	Distribution of referential bodies according to the how they were chosen	87
5.4	Surveyed PNGOs operating budget during year 2004	89
5.5	% of the surveyed PNGOs according to who prepares the M & E plan for programs	94
5.6	% of the surveyed PNGOs according to checking and discussing the progress in implementing the M & E plan	96
5.7	% of the surveyed PNGOs according to the periods for discussing the progress in the M & E plan (every xx months)	96
5.8	% of who is preparing or participating in preparing the evaluation terms of references at the surveyed PNGOs	105
5.9	% of surveyed PNGOs using each data collection technique for program evaluation	109
5.10	% of surveyed PNGOs according to timing of conducting their program evaluation	110

LIST OF FIGURES

<u>No</u>	<u>Title</u>	<u>Page</u>
Chapter 3		
3.1	Evaluation Main Concerns	50
Chapter 4		
4.1	Comparison between numbers of analyzed questionnaires with those filled according to the filling techniques	75
Chapter 5		
5.1	Distribution of surveyed PNGOs based on geographical coverage	83
5.2	Distribution of the surveyed PNGOs according to the start year of operation	84
5.3	Major Fields of operations of the surveyed PNGOs	85
5.4	Number of the surveyed PNGOs targeting each group of the Palestinian Society	86
5.5	Percentage of surveyed PNGOs different funding sources, and largest source during years 2003 and 2004	88
5.6	How surveyed PNGOs reached to the assessment of its role in the Palestinian society	90
5.7	Percentage of surveyed PNGOs using each needs assessment technique	91
5.8	% of the surveyed PNGOs according to whom the M & E plan is presented	95
5.9	Details of most significant programs completed at surveyed PNGOs during 2003/2004	98
5.10	Bases for selecting most significant programs completed during 2003/2004 at the surveyed PNGOs	99
5.11	% of surveyed PNGOs evaluating their most significant program that was completed during 2003/2004	100
5.12	% of PNGOs analyzing each of the program levels during their evaluation	107
5.13	% of surveyed PNGOs tackling each of the major concerns of a program evaluation	108
5.14	Program Evaluators at the surveyed PNGOs	112
5.16	% of surveyed PNGOs submitted/presented program evaluation report to that party	114

ملخص

كلمات مهمة: فلسطين، منظمات غير حكومية، برامج، تقدير، مراقبة، تقييم، مستفيدين، مانحين.

عبر السنوات، نمت المنظمات غير الحكومية الفلسطينية لتشكّل جزء مهم من تطور الشعب الفلسطيني. ومنذ بدء الانتفاضة الفلسطينية الثانية ازداد وبشكل دراماتيكي دور وأهمية هذه المنظمات وذلك لزيادة حجم معانات المجتمع الفلسطيني وازدياد الموارد المالية المتاحة لهذه المنظمات حيث يوجد حالياً ما بين 800 إلى 1500 منظمة غير حكومية ناشطة في الضفة الغربية وقطاع غزة. إن التقييم في قطاع المنظمات غير الحكومية من الخطوات المهمة من أجل تحقيق المسائلة، وبغياب نظام تقييم معد جيداً لا تستطيع هذه المنظمات تزود المستفيدين وأصحاب الصلة بمعلومات موثوقة حول انجازاتها. هنالك على الأقل 35 نوع من أنواع تقييم البرامج والعديد من الأساليب الكمية والكيفية لجمع المعلومات المتعلقة بالتقييم. وعلى الرغم من كون المنظمات غير الحكومية الفلسطينية موضوع بحث للعديد من الدراسات والأبحاث، إلا أن موضوع تقييم البرامج في هذه المؤسسات نادراً ما أُشير إليه. يهدف هذا البحث إلى دراسة ظروف تقييم البرامج في المنظمات غير الحكومية الفلسطينية والتي تم الانتهاء من تنفيذها خلال العامين 2003 و 2004 وذلك من أجل أولاً التعرف على المنظمات التي تقوم بتقييم برامجها ولماذا تقوم بذلك وثانياً من أجل التحقق من الميزات الأساسية لهذه التقييمات.

من أجل تنفيذ هذا البحث وجمع معلوماته قام الباحث باستخدام مجموعة من مصادر المعلومات الأولية والثانوية حيث مستخدماً أسلوب الاستبانة كأداة رئيسية لجمع المعلومات. بعد تطوير الاستمارة الخاصة بالبحث تم اختيارها للتأكد من وضوحها ومن أجل انجازها بشكل نهائي. وقد تم اختيار شبكة المنظمات الأهلية الفلسطينية كمجتمع للبحث ولكن وبسبب مجموعة من المحددات تم دراسة فقط أعضاء الشبكة في الضفة الغربية والقدس. قام الباحث بتوزيع 59 استمارة على 59 منظمة غير حكومية في الضفة الغربية والقدس حيث تمت إعادة 51 استمارة معبأة (نسبة الإرجاع 86.4%) وقد تم تحليل 49 استمارة من هذه الاستمارات.

بعد القيام بتحليل نتائج البحث، تبين أن معظم المنظمات غير الحكومية الفلسطينية تقوم بأنشطة مختلفة من أجل تحديد فوائد برامجها المنفذة. وبالرغم من أن هذه المنظمات تعتبر ما تقوم به هو تقييم للبرامج؛ إلا أنه تبين أنه وفي بعض الحالات فإن ما ينفذ من تقييمات غير معتمد على أساس علمي ولا يتم بشكل شمولي ولا يعكس المستويات من التقييم التي تسعى هذه المنظمات لتطبيقه؛ كذلك فإن ما هو معمول به لا يجيب على الاهتمام أو المجالات الرئيسية التي يسعى التقييم للإجابة عليها. على الرغم من ذلك فإن معظم هذه المنظمات تقر بأهمية تقييم البرامج وتعتبره جزء من دورة حياة البرامج التي تقوم بتنفيذها. أما فيما يتعلق بالمنظمات التي لا تقوم بتقييم برامجها فإن نقص الموارد المالية هو السبب الرئيسي الذي يمنع القيام بهذا التقييم. إن المنظمات غير الحكومية الفلسطينية تستفيد على الصعيد المؤسسي من التقييمات التي تقوم بها وعلى الرغم من ذلك فإن معظم هذه المنظمات تحتفظ بنتائج هذه التقييمات لنفسها وللممولين ولا تقوم بنشرها للعلن.

Abstract

Keywords: Palestine, Non-Governmental Organizations, Programs, assessment, monitoring, evaluation, beneficiaries, donors.

Over the course of the years, Palestinian Non-Governmental Organizations (PNGOs) developed to be an important part of the Palestinian Society Development. Since the start of the Palestinian Second Intifada, the role and responsibilities of the PNGOs has increased dramatically due to the increased suffering of the Palestinian Society and the increased financial resources available for these organizations. There are between 800 and 1500 active PNGOs in the West Bank and the Gaza Strip. Evaluation at the NGO sector is one of the major steps taken to achieve accountability. In the absence of a well-designed evaluation system, organizations can not provide stakeholders with reliable data on their achievements. Program evaluation can include a variety of at least 35 different types and different quantitative and qualitative data collection methods. Despite the fact that PNGOs have been the subject of several studies and researches; yet, the issue of program evaluation at these organizations was rarely tackled. The purpose of this research is to undertake a synthesis research on program evaluation conditions at Palestinian Non Governmental Organizations (PNGOs) for the Programs that were completed in the years 2003 and 2004. In order, first, to identify PNGOs that are conducting program evaluation and why, second, to investigate the main features of these evaluations.

To accomplish this research and in order to collect its data, the researcher used a combination of primary and secondary data sources, and all of that was done in the natural environment of the PNGOs. A questionnaire was used as the main data collection tool, and after developing it, the researcher used pilot testing for finalizing it. Members of the Palestinian Non-Governmental Organizations Network were selected as the elements of the survey, and due to some limitation West Bank organizations, including Jerusalem, were only studied. The researcher distributed a total of 59 questionnaires on 59 PNGOs in the West Bank, including Jerusalem, while 51 filled questionnaires were collected back (response rate 86.4%) and out of these 49 were analyzed.

After analyzing these research results, it was found that most of the PNGOs conduct several activities to assess the benefits of their implemented programs. Although these PNGOs consider what they are doing as a program evaluation, it was found that in some cases what is done is not a scientific and full scale evaluation that reflects the levels of program evaluations these organizations seek to conduct and the major concerns they intend to study. Nevertheless, most PNGOs acknowledge the importance of program evaluation and consider it as part of their program's life cycle. For the PNGOs that are not evaluating their programs, limited financial resources is the major reason for not conducting these evaluations. PNGOs do benefit from the program evaluations that are conducted. They benefit to a certain limit on the organizational level both conceptually and instrumentally. However, PNGOs are still keeping the evaluation results and finding to them and the donors in most of the cases and they are not publishing them.

CHAPTER ONE

INTRODUCTION

1.1 Overview

Over the last Century and up to date, Palestinians have been facing the strongest challenge in their Nation's life, a challenge that has affected all aspects of life, economic, social, educational, health...etc. The British Military Mandate ended with a war between Arabs and the Jewish military militias that led in 1948 to the creation of the Israeli State over 78% of the Palestinian historical homeland. That was not the end; in 1967 Israel occupied the remaining parts of Palestine.

The last two decades witnessed major events in the Palestinian/Arab Israeli conflict. During those two decades, Palestinians flamed two national uprisings that called for the liberation of their land, and the creation of their own Palestinian state. The first Palestinian Uprising (Intifada) erupted on December 1987, and with it, Palestinians entered a phase that was called "restricted development or development for sustenance, resistance, and construction" (Bissan 2002; Abdulhadi, 1997). The flame of this uprising (Intifada) went down after the signing of the Oslo accord between the Palestinian Liberation Organization (PLO)

and Israel in 1993 and the creation of the Palestinian National Authority (PNA) on parts of the West Bank and Gaza in 1994.

The Second Palestinian uprising erupted on September 28, 2000. At that day, Palestinians across the West Bank, Gaza, and inside Israel went into protests against the visit of Ariel Sharon to Al Aqsa Mosque and these protests developed to become what came to be called Intifada Al Aqsa. Since that date and up to now, Palestinians social and economic conditions in the West Bank and Gaza dramatically deteriorated due to the Israeli incursions, curfews, severe travel restrictions, mass arrests, collective punishments, house demolitions...etc. By December 2002, 60% of Palestinian population became poor based on the World Bank classification (World Bank Report, 2003). Since that and until now the whole Palestinian Society has been living in crisis that seems to be endless.

1.2 Rational and the need for the research

The huge Palestinian Society needs over the years of the struggle against the Israeli occupation were accompanied with the creation of numbers of grassroots organizations, charities, and civil society groups working to alleviate the suffering of the people and trying to enhance and develop their living style and conditions. Moreover and for the same purpose, several international humanitarian aid and foreign governments' development agencies had their own intervention in the West Bank and Gaza.

The creation of the Palestinian National Authority led to a dramatic increase in the number of the Palestinian Non-Governmental Organizations, 37.6% of the active PNGOs were created after the signing of the Oslo Accord and the creation of the PNA (Shalabi, 2001). During the last five years, Palestinian Non-Governmental Organizations witnessed a tangible increase in the size and the programs implemented in the West Bank and Gaza. That increase came as a result of the unprecedented Israeli aggression on all aspects of the Palestinian life and the consequent great suffering of the Palestinian Society. Moreover, the change in the political relations between foreign countries, specially the United States of America, and the Palestinian National Authority supported the desired role of those PNGOs.

Wide variety and large number of humanitarian aid and developmental programs are implemented across the West Bank and Gaza. However, it is felt that parts of these programs are absorbing improperly the resources allocated for the Palestinian Society and in some cases they are stealing that money (Samarah, 2003). Some of the implemented programs suffer from lack of planning, miss management, inefficiency, lack of durability and sustainability, targeting minor problems, ...etc (Muhsen, 1997). Smith (1995), talks about the widely spread rumors that several members of the PNGOs are personally benefiting from their organizations either directly through defalcation or indirectly through contracts and jobs that are set on an unprofessional criterion. The above mentioned behavior led to what Barghouthi (1994) called “Dakakeen (Shops)” instead of organizations. This was summarized

by Jiryas (1995: 37) “The overall result is ineffective development work and weak impact on the community compared to the amount of money spent”. This feeling along with the requirements of the various international donors led to an increased demand for systems and techniques that allow beneficiaries, implementers (organizations), and donors to assess the benefits and importance of the implemented programs.

Despite the fact that the issue of Palestinian Non-Governmental Organizations has been discussed and studied extensively by many local and international research institutes, yet the issue of program evaluation at these PNGOs was rarely touched. In the few cases where it was raised, researchers dealt with the issue in a very shallow manner and did not provide solid information on what is being done. They only assured the importance of evaluation, and called on all PNGOs to start evaluating their programs. The lack of information on what is exactly being done in the Palestinian Non-Governmental Organizations with regard to program evaluation raises the importance of conducting this research.

1.3 **Research Assumptions**

The researcher has been working in the Palestinian Non-Governmental Organization sector for the last six years. Working on the program management level provided him with an in depth perspective on the management style at his own organization and on many other PNGOs operating in the West Bank and Gaza. His continuous work with the PNGOs sector helped him to form a better

understanding on the program evaluation condition in that sector. The researcher has the following assumptions on program evaluation conditions at the Palestinian Non Governmental Organizations:

- 1- The percentage of PNGOs conducting a systematic program evaluation is low.
- 2- Most Program Evaluations that have been conducted are mainly driven by donors' requirements.
- 3- PNGOs lack the capacity and the resources to conduct self-evaluation of their programs.
- 4- Recommendations and outputs of the conducted evaluations have limited impact on the on going programs or the planning of the up coming ones.
- 5- The role of the various stakeholders in the PNGOs evaluation is limited with a little participatory approach.

1.4 Purpose of the research

The purpose of this study is to undertake a synthesis research on program evaluation conditions at Palestinian Non Governmental Organizations (PNGOs) for the Programs that were completed in the years 2003 and 2004. In order, first, to identify PNGOs that are conducting program evaluation and why, second, to investigate the main features of these evaluations.

In details, the research answers the following questions related to the program evaluation conditions at the PNGOs:

- 1- What is the percent of the PNGOs that are conducting evaluation for their programs?
- 2- Is program evaluation considered as part of the program life cycle at PNGOs?
- 3- Why programs are not evaluated at some PNGOs?
- 4- At what level programs are evaluated, when, and by whom?
- 5- Do PNGOs benefit from the currently conducted evaluations?
- 6- What is the role of the community and specially beneficiaries in the program evaluation process?

1.5 Limitations of the research

The researcher expected at the start of the research to face some obstacles and limitations that may affect the quality of the conducted research. The early defining of these obstacles enabled him to adopt strategies that ensure no or little effects for these obstacles on the research results.

The following are the main limitations and difficulties that were encountered while implementing this research:

- 1- The absence of a clear and approved definition of the term “Non Governmental Organization” that leads to an undefined number of PNGOs.
- 2- There is no complete and accurate directory for the existing PNGOs. In order to select the PNGOs, the researcher should either depend on personal

data collection or on the existing directories with all the uncertainty it contains or use some of the existing groups of PNGOs such as the PNGOs Network.

- 3- The current political and movement restrictions will create enormous difficulties in reaching all the surveyed PNGOs. This may force the researcher to send some of the questionnaire by Email or Fax.
- 4- The difficulty in setting meetings with the representatives of the selected PNGOs to fill the research questionnaire.
- 5- The unclear vision of the PNGOs on the Program Evaluation issues, which may lead to inaccurate responses in the filled questionnaire.
- 6- The sensitivity of the raised issue. Taking into consideration that most of the provided fund for these organizations comes from outside resources; providing negative information about their organizations may affect the fund they receive.

1.6 **Methodology**

Reaching a clear understanding on the program evaluation conditions at PNGOs requires, first studying the overall monitoring and evaluation conditions of these organizations, and then having an in depth look on the conducted program evaluation. That is to have some closer look on organizations that are not evaluating their programs to have their perspective and to conclude what is preventing them from doing so. At the other side, to have a closer look at organizations that are actually evaluating their programs, to have their perspective and to conclude what is actually implemented, on what level, by whom, and what

benefits does this evaluation have on their programs and on their organizations as a whole.

Accordingly, the research was divided into the following phases:

Phase I: The researcher conducted a literature review in order to study the published books, journals, and articles that have addressed the issue of program evaluation in general and those that have discussed in a way or another the issue of PNGOs and their evaluation.

Phase II: Based on his experience and the literature review the researcher prepared a questionnaire to address the main issues related to this research. This questionnaire was divided into three parts. Part one provided general information on the organization and its monitoring and evaluation characteristics. Part one ended with a question asking if the organization evaluated its most significant program that has ended during the years 2003 and 2004. If the answer was NO, then the organization was requested to fill part two of the questionnaire. Part II seeks to provide a deeper look on why they did not conduct that evaluation, what is needed for these PNGOs to be able to conduct program evaluations...etc. If the answer of the last question in section one was YES, then the organization was asked to fill part three of the questionnaire. Part III seeks to provide a deeper look on what approaches are used to evaluate these program, at what level, who is conducting the evaluation, why, when...etc.

Phase III: After finalizing the research questionnaire, a pilot testing was conducted. The questionnaire was provided to four PNGOs to fill it in order to test

it and modify all what is needed. Based on the results of the pilot testing of the questionnaire, the final version of the questionnaire was developed.

Phase IV: The researcher selected the Palestinian Non-Governmental Organizations Network (PNGO NET) as a population for his survey and after finalizing the questionnaire, it was distributed on them.

Phase V: The questionnaire was then entered to the computer and analyzed using the SPSS software to reach the findings and conclusions of the research.

Phase VI: After analyzing the questionnaire, the results were used to write the research report including presenting the research findings, conclusions, and recommendations.

1.7 Organization of the Work

This research was divided into six main chapters and each chapter consisted of several sections and some section was divided into subsections. The following is brief preview of the contents of each of the research chapters:

- Chapter one provides the reader with a better understanding for the environment of the research. The chapter begins with a brief overview on some of the major events that passed on the Palestinian Society, followed by the rational and the need for the research, then the problem statement and assumptions of the research. Next, the purpose of the research is clarified and the limitations for reaching the set purpose of the research are identified. Finally, the methodology that was implemented for conducting the research is presented.

- Chapter two of this research discusses issues related to the Palestinian Non-Governmental Organizations sector. The chapter starts with discussing the history of non-governmental organizations, then the definition and categories of the PNGOs followed by the history and development of PNGOs. Afterwards, the main characteristics of the PNGOs under the current Intifada are discussed.
- Chapter three of this research discusses program evaluation in general. The chapter starts with a briefing on the development of the evaluation concept followed by defining program evaluation in the non-governmental sector. Then the purpose for conducting an evaluation is presented, its main types, and the stages of program evaluation followed by several evaluation-related topics including evaluation timing, evaluators, and life cycle. Collecting data for program evaluation is thoroughly discussed, and the chapter is concluded with facts on program evaluation conditions at the PNGOs.
- Chapter Four discusses the methodology implemented in this research. The first section of the chapter discusses the concept of research including its definition and the data collection methods. Then the researcher presents the methodology implemented in his work relating it to the scientific research approach that was earlier presented. The research questionnaire, its content and its pilot testing is then thoroughly discussed. Then the actual implementation of the questionnaire distribution and collection are presented followed by the conclusion of the chapter.

- Chapter Five presents the research findings and analysis. The chapter starts with analyzing the quality of the collected data. Section one presents and analyzes the findings related to the general characteristics of the surveyed PNGOs and their monitoring and evaluation systems. Section two presents and analyzes the justification of the PNGOs that do not evaluate their programs. Section three presents and analyzes the characteristics of the conducted program evaluations at the PNGOs. Finally section four of this chapter presents the general conclusions of the research findings and then answers the six questions raised at the beginning of this research.
- Chapter Six draws the final conclusion and recommendations of the research. The chapter begins by providing a summary for the content of all the research chapters and provides the final conclusion of the research. Then the chapter presents the implication of the research followed by the recommendations. The contribution of the research to the practical and theoretical knowledge is presented followed the researcher's recommendations for future studies.

CHAPTER TWO

NON-GOVERNMENTAL ORGANIZATIONS IN THE PALESTINIAN CONTEXT

2.1 Introduction

Over the course of the years, Palestinian Non-Governmental Organizations (PNGOs) developed as part of the Palestinian society development under the Israeli Occupation. These Organizations, which came as a natural extension from the Civil Society Organizations in the Arab World, have witnessed major changes since the first Palestinian Intifada and the creation of the Palestinian National Authority (PNA). Many definitions have been given to the term PNGOs, which can be summarized in a permanent structurally separated body that is not seeking for profit and has a minimum level of voluntary participation. Since the start of the Palestinian Second Intifada, the role and responsibilities of the PNGOs has increased dramatically due to the increased suffering of the Palestinian Society and the increased financial recourses available for these organizations. This in tern has affected the characteristics of these organizations in terms of sizes, programs, funding...etc.

2.2 History of Non-Governmental Organizations

The history of non-governmental organizations in the Arab World is related to charitable societies and associations, which in turn has a legacy that is traced back into history. Although the name non-governmental organization is relatively new, still these charity organizations have been active years ago providing services and support for poor and marginalized sectors of the society.

Literature shows that Religious Associations, both Christian and Muslim, were the first to appear in the Arab World in the Nineteenth Century, in Egypt 1821, in Tunisia 1867, in Iraq 1873, and in Lebanon 1878 (Kandil, 1995). In Palestine, most of the early-established associations were Christian such as “Iris of Zion” Association (Sawsanat Sahion) in 1877, and Al-Gheerah Association that was established during the same Period (Salim, 1999 & Palestinian Encyclopedia Part II 1984, in Shalabi, 2001: 59).

The nature, objective, and activities of these organizations have witnessed great changes over the years. This is not surprising since these organizations have been in direct contact with their communities that in turn have witnessed great changes. From charities providing social care, food, and other support during the Ottoman rule and the start of the Foreign Occupation for parts of the Arab World, into a social and political movements fighting for the identity and the liberation from the different occupiers, these organizations have dynamically changed. After the end of the direct military occupation of the Arab world, except the Israeli occupation of

Palestine, these organizations entered a new stage with different goals and different perspective from the society.

“The concept of “philanthropy” and social care, which once constituted the major justification for most projects within this sector (Third Sector) were being gradually replaced by the concept of development and community participation” (Kandil, 1995: 10). Due to the changes in their goals, objectives, and activities over the course of the years, and the different cultures and environment these organizations operate in, different naming were given to these organizations. When referring to the literature that argues related issues, you will find names such as; Charitable Societies, Private Voluntary Organizations, Third Sector, Civil Society Organizations, Non-profit organizations, Non-Governmental Organizations...etc.

Through out this study, the term Non-governmental organizations (NGOs) will be adopted since it is the best to describe these organizations in the Palestinian context especially after the creation of the Palestine National Authority in the West Bank and the Gaza Strip. Moreover, most scholars that have discussed the issue of Palestinian Organizations have used that name.

2.3 Definition of Non-Governmental Organizations

Reaching a consensus on defining the Non-governmental Organizations seems to be a difficult and problematic matter. This is attributed to different reasons;

among these are the changes that had happened to these organizations over the course of the years due to the changing conditions of their community. Another reason is the cultural differences among nations and scholars who have argued this issue and their perspective for the exact role of these organizations. Another important reason is the wide spectrum of goals, programs, and activities these organizations are conducting. We should keep in mind that any body or organization that is neither governmental nor private sector, and even parts of the private sector can be called a non-government organization, leaving us with a large group of organizations, and trying to embrace all these organizations in one definition means summing up oranges and apples.

According to Kandil (1995: 24) “Associations and private institutions are Private Voluntary Organizations (PVOs) which have some social objectives and which may be active in a specific type of activity (such as caring for the disabled) or in a number of activities (such as caring for children, the disabled, and other charity work)”. The Social and Economical Committee of West Asia (1999) sets the five main characteristics of NGO. These characteristics are; an organizational structure, an independent body that has a civil initiative and is independent in management and movement, has a legal character, has a working plan, and is capable to operate. Hamzeh (1999) adopts in here study the definition of Salmon and Anheire that defines NGOs as those organizations that apply to the following conditions: non-Governmental, activities are managed by its members independently from any external sides, official and legal, has no profit intentions,

not affiliated at any political party (non-factional), has at least a minimal level of voluntary work.

In her effort to define NGOs, Dr. Affandi (2001) sets the following characteristics for an organization to be a non-governmental organization:

- Has a formal structure that seeks to last
- Generally not seeking for profit,
- Has no structural ties with government although it can receive assistance from the government,
- Self governing,
- Established based on voluntary participations,
- Not directly involved in political activities.

Shalabi (2001), in his research for mapping the Palestinian NGO's in the West Bank and the Gaza Strip, and also Azzam (2001) adopted nearly the same characteristics for defining the Palestinian NGOs. They set the following characteristics for an organization to be an NGO:

1. “An official rational reality”. That means that the organization is instituted to a certain degree, which distinguishes it from a temporary grouping of individuals.
2. It must be independent, structurally separated from the government, having a juridical personality, administrated and governed by itself, i.e. it is ready and capable to control its activities. It must not be governed by any outside forces.
3. It has no profit intentions. Its goals do not include securing profit for its leaders and managers. In case it intended to have some profit, this profit must be used for serving the goals for which it was established.
4. It includes a reasonable degree of voluntary participation, either in its administration or activities. Total or partial voluntary participation in the Board of Trustees or Administration represents a good indication on that.
5. It must be non-inheriting, i.e. membership is voluntary, and not based on blood connection such as tribal relations.
6. Non-representative, i.e. membership is not limited on a certain sector that seeks to defend interests and privileges, such as student’s or workers unions.
7. It should not be a political party, i.e. not basically linked to political actions such as a lever to a political position. However, that does not mean that the organization must not be interested in education and political awareness targeting a certain social change, also it does not imply that organizations should not be established by a Political Party”.

2.4 Categories of Non-Governmental Organizations

In order to reach a better understanding and definition of Palestinian NGOs, the two main categories of NGOs must be examined. A review on the available literature leads to the conclusion that there are two main categories of NGOs: the Grassroots Organizations and the Intermediary Organizations. Jiryas (1995: 19) adopts another terminology for the main two groups of PNGOs “NGOs functions in the world are categorized in similar ways to PNGOs, as Walters (1993) demonstrated, as either Membership Organizations who help themselves or Service Organizations who help others”. Hamzeh (1999) divides NGOs into three main categories: Facilitation Organizations, Direct Social Intervention Organizations, and Rejection Organizations.

According to Hamzeh (1999), the major difference between Intermediary Organizations and the Grassroots Organization is attributed to the difference in their financial structures and responsibilities. Grassroots Organizations are requested to clarify their activities in front of their members, while Intermediary Organizations are not obliged to do so. Samarah (2003) draws a separation line between Intermediary Organizations and the Grassroots Organizations such as political parties, labor unions, women and students unions, societies, and associations. Since these organizations [Grassroots] have grown from and to the society, they have a general assembly that pays membership fees, and accordingly it is locally organized and funded.

Pearce (1995) mentions another major difference between grassroots organizations and intermediary organizations related to the social structure of each of them. According to her, Grassroots organizations are composed mainly from people with defined interests and identities according to the social class, sex, origin, or cultural background that are forced, by a need, to organize and represent. While the intermediary organizations are usually composed from middle society level individuals that have chosen for a political or a humanitarian reasons to work with (or for) the poor and marginalized.

In the Palestinian context, Barghouthi (1994) categorized the Palestinian NGOs based on their nature and history of their formation into five main categories: Charitable and cooperative societies, Popular Organizations, Development organizations and institutes, research and human rights institutes, and institutions and groups for the defense of the rights and interests of special interest groups. The World Bank Report (1999) collects the Palestinian NGOs in two main categories: the welfare organizations and the specialized professional committees and development NGOs.

2.5 A step backwards

During the Palestinian history, Palestinian civil organizations played two major roles, the first is strengthening and enabling the Palestinian Society, and the second is struggling against the Israeli occupation (Abdel Hadi, 1997). The last two decades of the last century were the most sensitive of all. “The eighties constituted a special era in the history of the Palestinian civil organizations. We

specially mention the year 1982, which is the date of exit of Palestinian Liberation Organization (PLO) from Lebanon and the declaration of the West Bank and the Gaza Strip as the central arena of Palestinian national struggle... new organizations then fully concentrated on the development and political aspects as opposite to relief functions. These organizations worked on establishing more democratic structures than those existing in the charitable societies” (Abdel Hadi, 1997: 67). In order to discuss some of the main characteristics of Palestinian Non-Governmental Organizations during the current Palestinian Intifada, it is important to go a step backward to have a brief overview on the characteristics of those NGOs over the last two decades.

2.5.1 First Palestinian Intifada

On December 1987, the first Palestinian Uprising (Intifada) erupted, and a new phase of Palestinian struggle was initiated, consequently Palestinian NGOs entered a new stage. A stage that was called by Abdel Hadi (1997) & Bisan (2002) as restricted development or development for sustenance, resistance, and construction. This stage has witnessed important and qualitative changes in the development objectives and programs of Palestinian civil society organizations.

According to Barghouthi (1994: 3) “The [First] Intifada led to the substantial expansion of institutional and organizational activities in the area, including the development and growth of research and study centers”. By 1992, Palestinian NGOs “operated 60% of the health care facilities, managed 100% of all pre-school

facilities, and 100% of all rehabilitation facilities. Furthermore, between 1984 and 1992 NGOs implemented 78% of all new development projects” (Barghouthi, 2000: 57).

2.5.2 Oslo Accord and the peace era

With the signing of the Oslo Accord between the Palestinian Liberation Organization (PLO) and Israel in 1993, and the creation of the Palestinian National Authority (PNA) on parts of the West Bank and the Gaza Strip in 1994, Palestinian Non-Governmental Organizations entered a new stage of uncertainty. Bisan study (2002) mentioned that in spite of the elapse of seven years to the signing of the Oslo Accord and more than six year on the creation of the PNA; Palestinian Civil Organizations are still in the evaluation stage. They are still studying the new emerging situation and attempting to specify clear objectives, programs, and policies that will ensure the reinforcement and continuity of their role and their transformation to a higher level of organizations that fits with the large responsibilities placed on them.

The establishment of the PNA weakened the role of the PNGOs as relief providers as the PNA started taking over some of that role. Consequently, a dispute was created between the PNGOs and the PNA that raised the need to clarify the relation between the two parties (Ladadweh, 1999). As a result, a new role emerged for PNGOs in advocacy and lobbying to impact public policies (Shalabi, 2000). Moreover, the financial resources and funds available to the PNGOs were

affected dramatically (Sullivan, 1995). Barghouthi (2000: 57) stated that “Immediately following the installment of the PNA, the PNGOs witnessed a drastic drop in project funding. According to the World Bank, foreign aid to NGOs that in 1993 amounted to a total of US\$220 million plummeted to a mere US\$74 million in 1997, a drop of 66%. This has led to the close of hundreds of kindergartens and no less than 60% of non-governmental clinics in rural areas”.

As a result of all these changes, PNGOs shifted towards professionalism and institutionalism in order to meet donor’s requirements and be able to compete for receiving part of the declining financial support. A new group of PNGOs emerged to meet the new stage requirements as it appears from the fact that 37.6% of the existing and active PNGOs were established after the creation of the PNA (Shalabi, 2001).

2.5.3 Second Palestinian Intifada

On September 28, 2000, *Ariel Sharon*, the current Israeli Prime Minister and the Israeli opposition leader in the Israeli Parliament at that time, made a provocative visit to Al Aqsa Mosque in Jerusalem City. Palestinians across the West Bank, the Gaza Strip, and inside Israel went on protest against that visit. These protests came as the flame for the explosion of the Palestinian Second Uprising or what came to be called “Intifadet Al Aqsa”. The social and economic conditions in the West Bank and the Gaza Strip have been dramatically deteriorating after Intifadet Al Aqsa. Israeli incursions, curfews, severe travel restrictions, mass arrests,

collective punishment, house demolitions and asphyxiating economic policies have led to unprecedented levels of poverty and unemployment. “Average per capita real income is now [during 2002] 30% below what it was when the Gaza-Jericho Agreements was signed in 1994” (World bank Report, 2002: V).

Intifadet Al Aqsa again created new conditions in the West Bank and the Gaza Strip that affected the whole Palestinian Society including PNGOs. PNGOs entered a new and critical stage in the Palestinian History, and they were forced to go back again to address relief and humanitarian needs of the Palestinian society. Addressing those needs by the PNGOs replaced partially or totally the developmental directions and programs that have started to emerge after the creation of the PNA. “With increasing level of hardships, PNGOs have again stepped forward to provide essential services, much as in the first Intifada. They have played a prominent part in providing health services and supporting farmers who have lost land, capital or market access. PNGOs have also been used by donors to channel in-kind and cash assistance to the poor and to families of those killed or injured”. (World Bank Report, 2003: 56)

Since the start of the second Intifada, both the responsibilities and the desired role of PNGOs increased clearly due to two reasons. The first was the unprecedented Israeli aggression on all aspects of the Palestinian life and the consequent great suffering of the Palestinian society as a whole that increased dramatically the needs of the people. The second reason was the changes in the political relations

between foreign countries, specially the USA, and the Palestinian National Authority. A change that led to the deviation of a large portion of the assistance provided by Foreign Countries from the PA towards NGO's working in the West Bank and the Gaza Strip.

“Although no significant efforts has been made to collect information on total funding provided to the NGO sector in 2002, a rough estimate of total donor funds disbursed by or through NGOs suggests a total of about US\$120 million, most of it through international or large Palestinian NGOs, and perhaps a third of it in the form of food aid or medicine” (The World Bank Report, 2003: 50). Based on the donors' data, the PNGOs that received the additional funding from donor tend to be the large and better-established PNGOs such as the Palestinian Agricultural Relief Committee (PARC), Palestinian Red Crescent, and Palestinian Medical Relief Committee (PMRC). This is due since such PNGOs have a higher capacity to attract funding, while their service coverage is greater than that of the smaller PNGOs (The World Bank Report, 2003).

Both the increase of the need for humanitarian aid and developmental programs, and the increase in the available resources have led to an unexpected expansion in the sizes and variety of programs offered by NGO's in the West Bank and Gaza. According to the World Bank Report (2002: 57), “Most of the 53 [Palestinian] NGOs surveyed (70%) indicated that they have introduced new activities to cater to the emergency”.

2.6 Palestinian NGOs Characteristics

Unfortunately, it is hard to reach a decisive up-to-date description for the characteristics of the PNGOs during the current Intifada. Despite the fact that the PNGOs have encountered great changes, yet, all the well-designed studies on these characteristics were conducted at the eve of the second Intifada, at least for the knowledge of the researcher. The characteristics of the PNGOs and the affects of the Intifada remains an important topic for future researchers hoping that this study would help, at least partially, in providing some of the characteristics of PNGOs under these conditions.

2.6.1 Numbers of PNGOs

As a consequence for the absence of a clear and approved upon definition for the term PNGOs, there is no exact and approved upon count of these PNGOs. Each of the conducted studies on the PNGOs reached to a different number that can be justified based on the study definition for the term PNGOs, that is if they have even gave a definition for PNGOs in their study. According to the World Bank Report (1999), there are between 1,000 and 1,500 NGO in the West Bank and the Gaza Strip, Barghouthi (1994) takes about 800 PNGOs, Abdel Rahim (2000) states that there are 1000 PNGOs registered in the Palestinian Interior Ministry, and Ladadweh (1997) mentions 1,200 PNGOs.

Both the Palestinian Economic Policy Research Institute and Bisan Center for Research and Development conducted two separate studies on the PNGOs in mid 2000, the first study concluded that there are 926 active PNGOs in the West Bank and the Gaza Strip (Shalabi, 2001), while the second concluded that there are only 794 PNGOs (Bisan, 2001). To conclude, we can say that there are at least 800 active PNGOs in the West Bank and the Gaza Strip, and that figure can rise up to 1500 based on the adopted definition of each study.

2.6.2 Funding of PNGOs:

Funding of the PNGOs is a critical and important topic especially with the high amount of donor support. “Since October 1992, donors pledges have resulted in US\$6.5 billion in commitments and some US\$4.4 billion in disbursement to the West Bank and the Gaza Strip. At US\$195 per person annum since 1994 aid flows to the West Bank and the Gaza Strip represents one of the highest levels of per capita official development assistance anywhere in the world” (World Bank, 2002:V). Yet, this is not the subject of this research, what is worth being added here is that 46.8% of the total PNGOs funding is coming from outside sources including Arab and Foreign Governments and individuals, in addition to that 6.9% from Palestinians living inside Israel and abroad (Shalabi, 2001). In total, more than half of the Palestinian NGOs funding (53.7%) is coming from outside the West Bank and the Gaza Strip. Since the beginning of the Intifada [Intifadet Al Aqsa] donors have provided an unprecedented level of international financial

commitment with average of US\$315 per person per year (The World Bank Report, 2003).

Afandi (2001) mentions three factors that raise the danger of the increasing dependence of the NGOs on foreign aid support. The first is the differences in the agendas of the Foreign Donors and local NGOs visions and directions, forcing NGOs at the end to fit with the Donors desires, or what Barghouthi (1994) called it, the danger of derailing. The second is the fear that the foreign donor support will end up as fortune source for managers and workers of the NGOs in the absence of strict and clear NGOs accountability systems. The third is its negative effects on fundraising abilities and increasing the local funding of these NGOs.

2.6.3 Programs at the PNGOs

As mentioned earlier, the Palestinian ever-changing conditions and working environment had strong impacts on the PNGOs. The last twenty years or so witnessed major shifts in goals and objectives of the PNGOs. According to Shalabi (2001), the areas in which PNGOs act are diversified, and that is a proof on the diversified and spread goals of these organizations. Bisan (2002) set three facts, which are still valid, that directs the goals and objectives of the PNGOs. The first is the existence of the Israeli Occupation on large parts of the West Bank and the Gaza Strip. The second is the existence of the Palestinian National Authority on some parts of the West Bank and the Gaza Strip. The third is the fact that most jurisdictions have moved to the Palestinian Authority even on those parts ruled by

Israel. There is a correlation and harmony between the visions and goals of the PNGOs and implemented programs and activities (Bisan, 2002).

On 2000, there were about 3084 (see the table) different programs implemented in the West Bank and the Gaza Strip. These Programs were diversified which is a positive sign, however, it was found that there is no concentration on clear programs from the side of each organization (Shalabi, 2001). Many PNGOs were conducting programs that were not related to the organization's main goal and objectives.

Table 2.1
Types & Numbers of Program conducted by the PNGOs

	Program Type	Number of Programs
1.	Children Activities	354
2.	Charitable Aid	291
3.	Elders Care	42
4.	Family Organization	51
5.	Cultural, Scientific, literary	497
6.	Rural Development	104
7.	Aid	55
8.	Environment and water	34
9.	Health services	224
10.	Human rights	78
11.	Disabled care	94
12.	Vocational training	234
13.	Women affairs	150
14.	Educational	312
15.	Religious Activities	110
16.	Research Activities	81
17.	Lobbying Activities	50
18.	Sports & Youth Activities	264
19.	Other Programs	59
	Total	3084

Source: Shalabi (2001: 117)

Since the start of the Second Palestinian Intifada, PNGOs modified their goals and objectives toward aid and relief, struggling at the same time to maintain a certain limit of developmental objectives. This fluctuation between developmental and relief objectives has affected the implemented programs and activities in these organizations, since these programs and activities must be directed by those goals and objectives. It is clear that the above programs division has changed giving extra attention and care towards aid and relief programs leading to an increase in their numbers and sizes on the account of development and community empowerment programs.

2.6.4 Referential bodies of the PNGOs:

The subject of authority/referential at the PNGOs is part of the management in these organizations, which is a wide and diversified topic that can't be covered in this research since it includes among other topics Public Administration, Financial Management, Human Resources Management, Program Management. Therefore, this section of the chapter will only tackle the facts of governing bodies at the PNGOs. According to the Palestinian Law of Societies and Civic Organizations, these organizations are obliged to be governed by two bodies at least. The first body is the General Assembly that is responsible for regulating and governing the organization, while the second body is management and is responsible for managing the daily operations of the organization.

With regard to the first body and according to Shalabi (2001: 27), 70.6% of the PNGOs have a General Assembly, and that is mostly the case in the Charitable

Societies, Sports Clubs, and Youth Clubs [the Grassroots Organizations]. On the opposite side, it was found by Shalabi (2001) that 29.4% of the PNGOs don't have these general assemblies, and that is mostly the case in development organizations, study centers, women centers, in addition to Tithing "Zakat" Committees and Aid Organizations [the Intermediate Organizations]. Close results and nearly the same conclusions came by Bissan (2002) were they found that 78% of the PNGOs have a General Assembly, and 22% of the PNGOs have a Board of Trustees.

With regard to the Second body and according to Bissan (2002), 43.5% of the PNGOs refer back to the General Director in the operational aspects of their organizations, 36.7% of these organizations have an Executive Committee to refer to, and 15.5% have a Board of Directors to refer to. Shalabi (2001) found that 94.2% of the PNGOs have an Administrative Committee, and that 70.4% of these Administrative Committees are elected (the case of traditional/grassroots organizations), while 23.9% of the PNGOs Administrative Committees are appointed by the Board of Trustees (the case of new/intermediate organizations), and 5.7% of the PNGOs are partially elected and appointed.

2.6.5 Performance of the PNGOs

Bissan (2002) set nine major indicators for verifying good governance at the PNGOs. Proving the existence of these issues at an NGO proves their good governance. Those indicators were:

1. Referential Body/Board.

2. Bylaw for regulating the work of the Referential Body.
3. A Program document.
4. A document Clarifying the Administrative Structure and Job Description.
5. A Management System.
6. A Financial System.
7. Annual financial and managerial reports.
8. Staff appraisal system.
9. A clear follow-up, monitoring, and evaluation system.

2.7 Accountability at the PNGOs:

Accountability is the mechanism by which individuals and organizations are responsible in front of recognized authority or authorities and are accordingly held responsible for their acts. Although accountability is a substantial component for gaining legitimacy, yet, researches unanimously agree that leaders and members of private and public organizations seek to avoid being subjected to accountability (Edwards & Hulme, 1995). Being subjected to accountability means that you are obliged to submit full and correct reports on your activities to a higher authority (Friedman, 1992). According to Edwards & Hulme (1995), Effective accountability requires goal setting, transparency in relation and decision-making, generating honest reports on the used resources and what has been accomplished, **evaluation processes** that enables the authority (authorities) to judge on the adequacy of the accomplished results, and a tangible mechanism for accounting those in charge.

2.8 Conclusion:

Over the course of the years, Palestinian Non-Governmental Organizations (PNGOs) developed as part of the Palestinian society development under the Israeli Occupation. These Organizations, which came as a natural extension from the Civil Society Organizations in the Arab World, have witnessed major changes since the first Palestinian Intifada and the creation of the Palestinian National Authority (PNA). Many definitions have been given to the term PNGOs, which can be summarized in a permanent structurally separated body that is not seeking for profit and has a minimum level of voluntary participation. Since the start of the Palestinian Second Intifada, the role and responsibilities of the PNGOs has increased dramatically due to the increased suffering of the Palestinian Society and the increased financial recourses available for these organizations. This in turn has affected the characteristics of these organizations in terms of sizes, programs, funding...etc.

As a consequence for the absence of a clear and approved upon definition for the PNGOs, there is no exact and approved upon count of these PNGOs. There are at least 800 active PNGOs in the West Bank and the Gaza Strip, and that figure can rise up to 1500 based on the adopted definition of each study. Since the beginning of the Intifada [Intifadet Al Aqsa] donors have provided an unprecedented level of international financial commitment with average of US\$315 per person per year (The World Bank Report, 2003). Since the start of the Second Palestinian Intifada, PNGOs modified their goals and objectives toward aid and relief, struggling at the

same time to maintain a certain degree of developmental objectives. It is clear that the PNGOs programs division has changed giving extra attention and care towards aid and relief programs leading to an increase in their numbers and sizes on the account of development and community empowerment programs.

Accountability is a substantial component for gaining legitimacy and researches unanimously agree that leaders and members of private and public organizations seek to avoid being subjected to accountability (Edwards & Hulme, 1995). As it was shown above, evaluation at the NGO sector is one of the major steps taken to achieve both good governance and accountability. In the absence of a well-designed evaluation system, organizations can't provide stakeholders with reliable data on its achievements of the organization. 83.6% of the sample PNGOs answered that they have a clear follow-up, monitoring, and evaluation system (Bisan, 2002); however, Bisan (2002) draws the attentions to the dispute among PNGOs on the professionalism and quality of the implemented monitoring and evaluations systems, concluding that this process is only at the beginning.

What is program evaluation at the Non-Governmental Organizations, why is it conducted, how, when, by whom, and other topics will be the subject of the third Chapter of this research.

CHAPTER THREE

PROGRAM¹ EVALUATION AT NON- GOVERNMENTAL ORGANIZATIONS

3.1 Introduction

Non-governmental organizations work from their mission to identify several overall goals that must be reached to accomplish their mission; each of these goals often becomes a program. These programs are structured, funded, and implemented assuming that they achieve the goals for which they were created; and in the most appropriate manner. Program evaluation serves as a mechanism that tests these assumptions and verifies for the various stakeholders what is actually taking place at these programs. Examining the performance of implemented activities is a general case; all organizations should continuously examine the performance of their implemented activities. Private sector companies monitor their investments according to business principles, such as return on investment, return on equity...etc. Public and non-governmental organizations may be unable to use these business principles; nevertheless, they can measure their performance by using a variety of monitoring and evaluation systems (Wellons, 2002).

¹ For simplicity the term Program will be used in this research to refer to program or project.

The notion of evaluation has been used a long time ago. According to Booth, Ebrahim, & Morin (2001), the Chinese had a large functional evaluation system as long as 2000 BC. Although human beings have been attempting to solve their social problems for centuries, program evaluation in the United States began very late during the mid to late 1960s. “One lesson we learned from the significant investments made in the 1960s and ‘70s was that we didn’t have the resources to solve all our social problems. We need to target our investment. But to do this effectively we needed a basis for deciding where and how to invest” (Sanders, 1998: 5). Recently, the attention on evaluation increased; international organizations and donors' community started to be aware of the importance of having an evaluation system that could address their concerns on programs they are funding. The World Food Program WFP (2002) explained some of its policy innovations regarding monitoring and evaluation, and these included:

- Operations should be regularly and systematically monitored and evaluated.
- Operations lasting longer than a year must be evaluated, either through a self- or independent evaluation.
- Monitoring and evaluation are to focus on results and be equally supportive.
- Evaluation should lead to corrective management actions or changes to corporate guidelines or policies.

Such changes in policy toward evaluation came after years of underestimating the importance of having a solid evaluation system for implemented programs. Lal Das (1998: 2) draw the attention to this by saying “NGOs performance and outcome need to be examined from the perspective of its effectiveness. So far systematic evaluation of performance and the net outcome of NGOs have not been given proper attention either by the NGOs themselves or by the funding organizations. Most NGOs do not undertake evaluation research to assess their performance or outcome. Instead, they present individual “success stories” to justify their performance and while assessing the outcome they present data without giving reference to the baseline. To contribute effectively to sustainable human development, NGOs as well as donor/funding agencies have to recognize the significance of evaluation research”.

Eventually things have changed; for the Operations Evaluation Department of the World Bank (Chakrapani, 2003: 15), “evaluation determines the extent to which operational programs and activities produce desired results”. For the United State Agency for International Development (1997), evaluation is a management tool that plays a vital role in decision-making, accountability, reporting, and learning. It is an important source of information about the performance activities, programs, and strategies. Picciotto (1998) argues that evaluation is in many ways central to the effectiveness of development assistance, since:

- The development assistance community [donor] has turned to results-based management at the project, country, and global levels and that this approach requires solid institutional capacity in countries;
- The partnerships and coalitions among development agencies to help support country programs and institutions also require a common approach to evaluation and assessment; and
- There is a growing need to demonstrate the effectiveness of development interventions to the electorates of industrial democracies.

According to the World Bank (May 2004), any evaluation must apply the following principles in order to have the power to affect decision-making: it must be useful (i.e. its findings must be useful, timely, and geared to current operational concerns), Credible (i.e. evaluation must be perceived as objective, precise, and impartial), transparent (i.e. available for all stakeholders), and independent if conducted by external evaluators (i.e. free of bias). Baird (1998: 11) describes evaluation current status within the World Bank saying that “rather than an imposed requirement of donor agencies, evaluation now becomes a key instrument of good governance and institutional development within our client countries. We all have a responsibility to make sure this function is nurtured and supported, as it has been within our own institutions”.

3.2 Program Definition

Before defining a program, we should clarify the relation between an organization and a program. An organization is the construct in which programs are identified, implemented, and carried out. From this perspective, organizational development is an on going process that optimizes an organization's performance in relation to its goals, resources, and environment, and accordingly; an organization initiates and funds a program on the assumption that it achieves one of its goals. Based on that, a program can be defined as a coordinated approach to explore specific area related to an organization's mission (Booth et. al, 2001). NGOs programs are organized methods to provide certain related services to constituents, e.g., clients, customers, patients, etc. In a not for-profit/non-governmental organization or company, a program is often a one-time effort to produce a new product or line of products (McNamara, 1998). Program approach in operating NGOs is beneficial for all stakeholders. For Governments, Donors and other stakeholders this approach allows them to articulate priorities for development assistance through a coherent framework within which components are interlinked and aimed towards achieving the same goals (UNFPA, tool # 1, June 2001).

According to the United Nations Population Fund (tool # 1, June 2001: 8), "a Program is a time-bounded intervention that cut across sectors, themes, or geographical areas, using a multidisciplinary approach involving multiple institutions, and can be supported by multiple institutions". While the UNESCO (2004:2) defines a program as "a coherent, organized and structured whole, composed of objectives, activities and means".

Programs pass through clear and pre-defined stages that are gathered in the term program life cycle. Program life cycle consists of three main stages Planning, Implementation, and Evaluation; yet, organizations vary in dividing these stages into smaller stages (Smith, 1993). In general, a program has to pass through the following main stages: Programming, Identification, Formulation, Financing, Implementation, and Evaluation.

A Program can be divided into a set of different projects. A project is a time-bounded intervention that consists of a set of planned, interrelated activities aimed at achieving program outputs. A project together with other interventions contributed towards achieving program purpose and goals that in turn are developed to address a specific community need (UNFPA, tool # 1, June 2001).

3.3 Program Evaluation Definition

Program Evaluation is the process of gathering and analyzing information to determine if a program is conducting, or has conducted, its planned activities, and how well it is achieving, or has achieved, its goals and objectives. Each organization gives a specific definition for program evaluation based on their perspective for the process of evaluation at their organizations and what they seek from it. According to the United Nations Population Fund (tool # 2, November 2000: 1), “program evaluation is a management tool, it is a time-bonded exercise that attempts to assess systematically and objectively the relevance, performance,

and success, of ongoing and completed programs and projects. Evaluation is undertaken selectively to answer specific questions to guide decision makers and/or program managers, and to provide information on whether underlying theories and assumptions used in program development were valid, what worked and what did not work and why. Evaluation commonly aims to determine the relevance, efficiency, effectiveness, impact, and sustainability of a program or a project”.

The Center for Development Information and Evaluation at the United States Agency for International Development (Tool # 2, November 1997: 1) defines program evaluation in light of their goal for evaluation stating that it is “a relatively structured effort undertaken selectively to answer specific management questions regarding USAID-funded assistance programs or activities”. While the United Nations Education, Scientific, and Cultural Organization UNESCO (2004: 2) defines program evaluation as “systematic operation of varying complexity involving data collection, observation and analysis, and culminating in a value judgment with regard to the quality of the program being evaluated, considered in its entirety or through one or more of its components”.

The World Food Program (2002: 5) defines program evaluation as “a systematic and objective assessment of an on going or completed operation, program, or policy. The aim is to evaluate relevance, fulfillment of objective, efficiency, effectiveness, impact, and sustainability. An evaluation should provide credible,

useful information that enables incorporation of recommendations and lessons into future project design, management, decision-making and corporate policy”. In tern, the U.S. Environmental Protection Agency (2004: 1) defines program evaluation as “a systematic way to learn from past experience by assessing how well a program is working. A focused program evaluation will examine especially identified factors of a program in a more comprehensive fashion than learning from experience that occurs in a day-to-day work”.

3.4 Reasons for Evaluating Programs

Working in an environment with limited resources, increasingly complex social problems, changing political climate, and a seeming shift in public opinions, resulted in an increased pressure to demonstrate the effectiveness of social programs. Without demonstrating that effectiveness it will be hard to ensure funders, government officials, and the public at large that their investments are worthwhile (Sanders, 1998). A good program evaluation provides an extremely useful tool for all stakeholders to manage ongoing activities, identify successes, and plan effectively for new initiatives and programs, and thus using the allocated resources most efficiently. “The purpose of evaluation research is to improve planning, administration, implementation, effectiveness, and utility of social interventions and human service programs (Rossu & Freeman, 1982). For this, it uses methods and techniques of research to plan social intervention programs, monitor the implementation of programs, and to determine how effectively programs achieve their goals” (Lal Das, 1998: 2). For the U.S. Environmental

Protection Agency (2004), program evaluation determines how well a program is working and why these results are occurring. It can help program managers and staff: identify areas needing improvement as well as those that are working well; design strategies to effectively achieve program goals; and improve program data collection and measurement of results.

The United Nation Population Fund (tool # 2, November 2000: 2) stated two main goals for program evaluation:

- a. “To inform decisions on operations, policy, or strategy related to ongoing or future program interventions;
- b. To demonstrate accountability to decision-makers (donors and program countries)”.

While concentrating on the most important criterion for conducting an evaluation, and that is its usefulness for decision-making, the United Nations Educational, Scientific and Cultural Organization, UNESCO (2004) stated three aims for conducting evaluation, and these were:

- To provide the stake holders with an opportunity to make choices, learn from experiences and provide explanations;
- To determine the importance of a program, taking the opinions of those benefiting from it as a basis;
- To modify a program so that it conforms more closely to the needs to be met in a particular social, political or economic circumstance.

The USAID (November 1997: 2) states the following evaluation purposes:

- Explain unexpected results (positive or negative).
- Determine if customers need are being met.
- Assess net impacts of USAID activities.
- Identify unintended impacts.
- Explore special issues such as sustainability, cost effectiveness, & relevance.
- Make action recommendation for program improvement.
- Distill lessons for application in other setting.
- Test validity of hypotheses and assumptions underlying results frameworks.

The WFP (2002: 4) has the following purposes for its result-oriented monitoring and evaluation system:

- “Greater accountability in the use of resources;
- Greater focus on the achievement of results;
- A clear basis for decision-making, and
- Improved design and implementation through institutional learning and knowledge sharing.”

Evaluation contributes to three basic functions (Braid, 1998: 10):

- “Accountability: making sure that public institutions, and their staff, are held accountable for their performance.

- Allocation: making sure that resources are allocated to those activities which contribute most effectively to achieving the basic objectives of the institution.
- Learning: making sure we learn from our successes and failures, to do things better in future”.

Out of the overall purpose of evaluation, each program evaluation has a specific goal. From this goal the evaluation question is created. Evaluation question (UNFPA, June 2001: 4) is “a set of questions developed by evaluator, sponsor, and/or other stakeholders, which define the issues the evaluation will investigate and are stated in such terms that they can be answered in a way useful to stakeholders”. After answering these questions decisions can be made and actions can be taken. Patton (2001: 332), explained two major uses of evaluation results, and said that, “Instrumental use [of the findings] occurs when a decision or action follows, at least in part, from the evaluation. Conceptual use of findings, on the other hand, contrasts with instrumental use in that no decision or action is expected; rather, it involves the use of evaluation to influence thinking and deepen understanding by increased knowledge”.

3.5 Difference between Program Evaluation and Program Monitoring

Program evaluation is directly related to program reporting and monitoring since a great deal of evaluation data is collected during the implementation of the program through the program’s reporting and monitoring system. “Monitoring is the continuous assessment of project implementation in relation to agreed upon

schedules” (Wellons, 2002: 2). According to the UNFPA (Tool # 1, June 2001: 7) “Monitoring is a continuous management function that aims primarily to provide management and main stakeholders with regular feedback and early indications of progress and lack of thereof in the achievement of intended results. Monitoring tracks the actual performance or situation against what was planned or expected according to pre-determined standards. Monitoring generally involves collecting and analyzing data on program process and results and recommending corrective measures”.

Although monitoring and evaluation are often used together, INTRAC (1999) points out the essential difference between monitoring and evaluation: while monitoring is a continuous assessment and is an integral part of program management, evaluation is carried out periodically both by project staff and beneficiaries and, at times, with the help of external teams. In addition, monitoring ends on the completion of a project, while evaluation may be undertaken over a much longer time. The difference between monitoring and evaluation is clear when talking about result oriented monitoring and evaluation. Since the results oriented monitoring focuses on delivering outputs and tracks outcomes as far as possible, while the result-oriented evaluation uses this information and assesses overall performance, focusing on positive or negative changes in behavior or status of beneficiaries as a result of an operation.

The following table provides details on the main differences in characteristics between Program Monitoring and Program Evaluation (UNFPA Toolkit # 2, November 2000: 3).

Table 3.1**Main differences between Monitoring and Evaluation**

Monitoring	Evaluation
Continuous	Periodic: at important milestones such as the mid-term of program implementation; at the end or a substantial period after program conclusion
Keeps track; oversight; analyses and documents progress	In-depth analysis; Compares planned with actual achievements
Focuses on inputs, activities, outputs, implementation processes, continued relevance, likely results at purpose level	Focuses on outputs in relation to inputs; results in relation to cost; processes used to achieve results; overall relevance; impact; and sustainability
Answers what activities were implemented and results achieved	Answers why and how results were achieved. Contributes to building theories and models for change
Alerts managers to problems and provides options for corrective actions	Provides managers with strategy and policy options
Self-assessment by program managers, supervisors, community stakeholders, and donors	Internal and/or external analysis by program managers, supervisors, community stakeholders, donors, and/or external evaluators

Despite these differences, both monitoring and evaluation supplement each other; when evaluation is conducted during the operation of a program, it supplements monitoring and provide important feedback to management on the relevance of an approach taken, the appropriateness of implementation strategies, and the likelihood that the operation will achieve the intended results (WFP, 2002). On the other hand, a good monitoring system will provide the information that will form the core of any evaluation (INTRAC 1999).

3.6 Types of Program Evaluations

Different types of evaluation exist depending on the nature of the program being evaluated, its status, and purpose of the evaluation. Certain evaluation findings are particularly suited for decision-making use. For example, project managers, staff implementing, and implementing organizations need evaluation findings related to the delivery process and progress towards achieving goals. This type will help them choose more effective implementation strategies. Decision-makers, who oversee programs such as policy makers, board members, and donors, require evaluation findings related to effectiveness, impact, and sustainability. This type of information will enable them to decide whether to continue, modify, or cancel the program. Data generated through evaluation that highlights good practices and lessons learned is essential for those engaged in overall policy and program design. According to McNamara (1998), Program evaluation can include a variety of at least 35 different types, such as needs assessment, cost/benefit analysis, effectiveness, efficiency, formative, summative, goal-based, process, outcome, etc. The type of evaluation depends on what do you want to learn about your program.

The USAID Center for Development Information and Evaluation (2004) divides evaluation into two major types: formative and summative evaluation. Formative Evaluations strengthen or improve the object being evaluated; on the other side Summative Evaluations examine the effects or outcomes of some object. Both types include several categories:

A. Formative evaluation:

1. Needs assessment determines who needs the program, how great the need is, and what might work to meet the need.
2. Evaluability (the ability to evaluate) assessment determines whether an evaluation is feasible and how stakeholders can help shape its usefulness.
3. Structured conceptualization helps stakeholders define the program or technology, the target population, and the possible outcomes.
4. Implementation evaluation monitors the reliability of the program or technology delivery.
5. Process evaluation Assesses the extent to which a program or process is operating as intended and identifies opportunities for improving it. It explores possibilities for benefiting the program by implementing alternative delivery procedures.

B. Summative evaluation:

1. Outcome evaluations investigate whether the program caused demonstrable effect on specifically defined target outcomes.
2. Impact evaluation assesses program net or overall effectiveness in terms of end results, including intended and unintended results.
3. Cost-effectiveness evaluations address questions of efficiency by standardizing outcomes in terms of their dollar costs and values (i.e. what is the cost-benefit ratio of the program).
4. Secondary analysis reexamines existing data to address new questions or use methods not previously employed.

5. Meta-analysis integrates the outcome estimates from multiple studies to arrive at an overall or summary judgment or conclusion on an evaluation question.

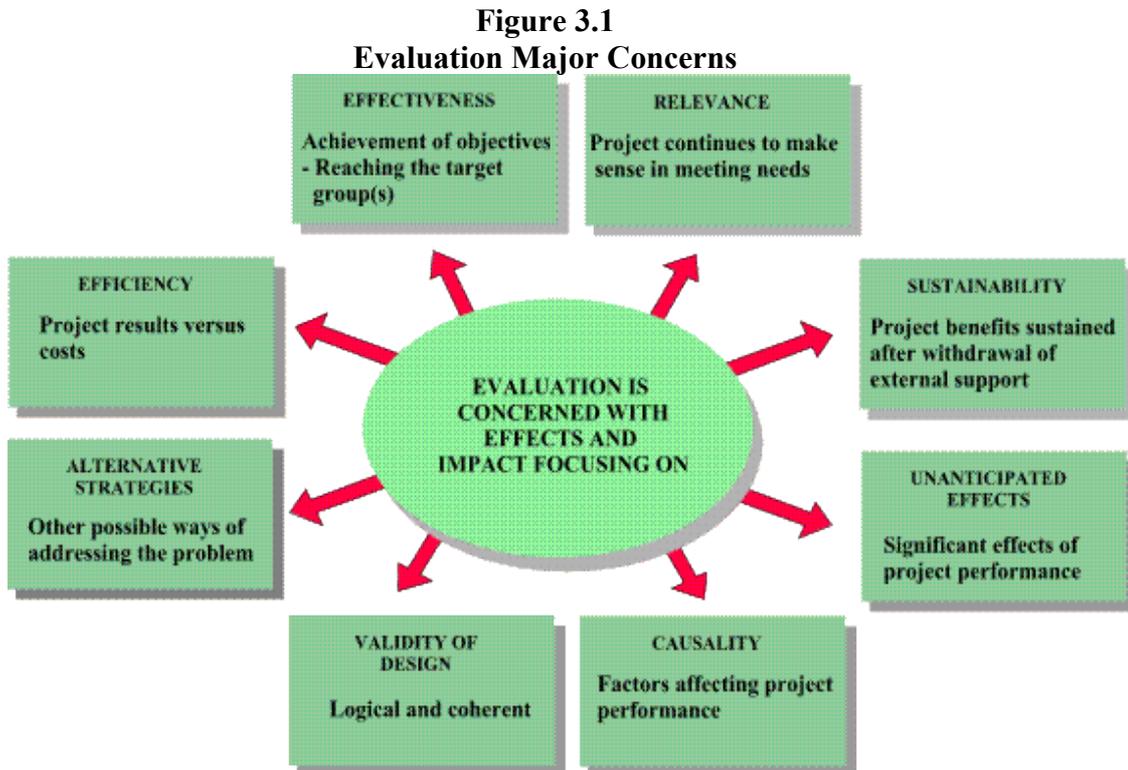
The U.S. Environmental Protection Agency (2004) defines five major types of program evaluation:

1. Outcome Evaluation.
2. Process Evaluation.
3. Formative Evaluation.
4. Impact Evaluation.
5. Cost-Effectiveness Evaluation.

Regardless of the selected type of evaluation, any evaluation should tackle partially or totally some of the following main concerns regarding the evaluated program (UNFPA, December 2000):

- Validity of design.
- Delivery process.
- Performance.
- Relevance.
- Effectiveness.
- Efficiency.
- Sustainability.
- Causality.
- Unanticipated results.
- Alternative strategies.

The following graph provides some details on each of these main concerns:



Source: ILO November 1997

3.7 Program Evaluation Stages

In light of the fact that “there is no single definition of monitoring and evaluation nor standard procedure for carrying them out” (INTRAC 1999: 17); organizations set their own stages for conducting the evaluation. The UNESCO (2004) divides evaluation into the following main stages:

- Formulation of the mandate or terms of references.
- Preparation.
- Implementation.
- Using the findings.
- Assessing the usefulness of the evaluation.

The USAID Center for Development Information and Evaluation (1997) sets the following main stages for conducting an evaluation:

- Decide if and when to evaluate.
- Plan the evaluation.
- Hold a team-planning workshop.
- Conduct data collection and analysis.
- Communicate evaluation results.
- Review and use evaluation results.
- Submit evaluation report.

3.8 Program Evaluation Timing

Evaluation may be conducted at different stages of the program. Based on the stage reached in the program life cycle; the evaluation goal, methodology and results may change. The following is a summary of the various stages in which evaluation may be conducted:

- Several months after program starts.
- Periodically (i.e. 6 months, year...etc).
- Mid-term (half way of implementation).
- End of the program/project (final evaluation).
- A period after the end of the program/project. (The impact over the long run)

3.9 Evaluators

Evaluation is conducted either by individuals, or groups, or agencies, and based on that the type and results may differ. Those individuals, or groups, or agencies, are conducting evaluation based on the Term of References (TOR) that is set by the party that has assigned the evaluation for them. USAID evaluations are categorized into four main types based on who is conducting evaluation (USAID, November 1997):

- 1- Internal or self-evaluations: the operating unit or agency implementing the activity or the program being assessed conducts this evaluation.
- 2- External evaluations: an independent office or expert not directly associated with the activity or program conducts the evaluation.
- 3- Collaborative evaluations: more than one office, agency, or partner conducts the evaluation jointly.
- 4- Participatory Evaluations: multiple stakeholders, often in a workshop format with help of a facilitator, conduct the evaluation.

Chakrapani (2003) divides evaluation into two kinds based on who conducts it: self evaluation conducted by management of programs or activities, and independent evaluation that is conducted by or on behalf of governance bodies that oversee management. For the WFP (2002), independent evaluations, conducted by external evaluators, are undertaken when there is a special management need or if the evaluation can inform the long-term strategy and policy needs, and self evaluations are encouraged as a standard learning mechanism for all operations,

while the mix of evaluations or collaborate evaluation must match resources allocated under the different categories as far as possible.

3.10 Planning Program Evaluation as Part of Program's Life Cycle

Planning for the evaluations should be an integral part of program design. With that, the timely evaluation information will be available to inform decision-making, and at the same time, organizations will be able to demonstrate accountability to its stakeholders. Careful planning of evaluations and periodic update of evaluation plans also facilitates their management and contributes to the quality of evaluation results (UNFPA, tool # 5.1, December 2000). Planning program evaluation depends on what is the goal of evaluation and what is needed to be collected to make major decisions. Usually, management is faced with situations that force them to make serious decisions related to their program or they need to justify their operation for their stakeholders. Decisions are related for example to decrease of funding, ongoing complains, unmet needs, donors requirements...etc. Stakeholders expect from the evaluation to answer their questions or respond to their concerns and at the same time to be efficient. For evaluation to be efficient; it must be short in time and low in cost, and without good planning this will not be attained.

In planning for the evaluation activities, the following concerns must be addressed (UNFPA, Tool # 5.1, December 2000):

- WHY: The purpose of the evaluation, including who will use the evaluation findings and how;
- WHAT: The main concerns and questions which the evaluation should address;
- HOW: The data source and collection methods to be used in the evaluation;
- WHO: Will undertake the evaluation;
- WHEN: The timing of each evaluation;
- RESOURCES: The budget required to implement the evaluation plan.

3.11 Collecting Data for Program Evaluation

The actual implementation of a program evaluation includes three main stages (UNESCO 2004):

- a. Data Collection.
- b. Data Analysis.
- c. Drafting the analytical report.

Once the evaluation goal, concerns, questions, and standards² have been selected, the information that should provide answers to the evaluation questions and concerns should be reviewed. Means of verification, if included and properly stated, for the program Outputs, purposes, and goals are some of the available information to start from. Additional information to be used by the evaluation, include analysis of the implementation process to achieve planned aims, progress

² Evaluation Standards: “A set of criteria against which completeness and quality of evaluation work can be assessed. The standards measure the utility, feasibility, propriety, and accuracy of the evaluation” (UNFPA, June 2001: 4).

and evaluation reports, field monitoring visits reports, technical assessment and survey reports, statistic, research reports, government policy documents ...etc. Analysis of the existing data can be helpful to refine evaluation question, identifying information for the following interviews, and determining what important evaluation data is missing and should be collected by the evaluators (UNFPA, May 2001).

Collecting data for the evaluation is the most important step in the evaluation process. The importance of any evaluation depends basically on the quality of the collected information. Different quantitative and qualitative data collection methods can be used for this purpose. However, there are tradeoffs in the quality of the information. Each of these methods has its strengths and weaknesses and is suitable to answer different types of questions. The more details you get in a certain aspects mean the less information you will get on the remaining aspects, and the larger size of information will lead to the less depth, unless you have an unlimited budget and time, and usually this not the case. Ideally, evaluators use a combination of methods in their evaluation, for example, a questionnaire to quickly collect great deal of data, and then interviews to get more in-depth information. McNamara (1998: 7) provided the following summary for the methods used for collecting evaluation data:

Table 3.2

Evaluation Data Collection Methods

Method	Overall Purpose	Advantages	Challenges
Questionnaires, surveys, checklists	When need to quickly and/or easily get lots of information from people in a non threatening way	<ul style="list-style-type: none"> - Can complete anonymously - inexpensive to administer - Easy to compare and analyze - Administer to many people - Can get lots of data - Many sample questionnaires already exist 	<ul style="list-style-type: none"> - Might not get careful feedback - Wording can bias client's responses - Are impersonal - In surveys, may need sampling expert - Doesn't get full story
Interviews	When want to fully understand someone's impressions or experiences, or learn more about their answers to questionnaires	<ul style="list-style-type: none"> - Get full range and depth of information - Develops relationship with client - Can be flexible with client 	<ul style="list-style-type: none"> - Can take much time - Can be hard to analyze and compare - Can be costly - Interviewer can bias client's responses
Documentation review	When want impression of how program operates without interrupting the program; is from review of applications, finances, memos, minutes, etc.	<ul style="list-style-type: none"> - Get comprehensive and historical information - Doesn't interrupt program or client's routine in program - Information already exists - Few biases about information 	<ul style="list-style-type: none"> - Often takes much time - Info may be incomplete - Need to be quite clear about what looking for - Not flexible means to get data; data restricted to what already exists
Observation	To gather accurate information about how a program actually operates, particularly about processes	<ul style="list-style-type: none"> - View operations of a program as they are actually occurring - Can adapt to events as they occur 	<ul style="list-style-type: none"> - Can be difficult to interpret seen behaviors - Can be complex to categorize observations - Can influence behaviors of program participants - Can be expensive
Focus groups	Explore a topic in depth through group discussion, e.g., about reactions to an experience or suggestion, understanding common complaints, etc.; useful in evaluation and marketing	<ul style="list-style-type: none"> - Quickly and reliably get common impressions - Can be efficient way to get much range and depth of information in short time - Can convey key information about programs 	<ul style="list-style-type: none"> - Can be hard to analyze responses - Need good facilitator for safety and closure - Difficult to schedule 6-8 people together
Case studies	To fully understand or depict client's experiences in a program, and conduct comprehensive examination through cross comparison of cases	<ul style="list-style-type: none"> - Fully depicts client's experience in program input, process and results - Powerful means to portray program to outsiders 	<ul style="list-style-type: none"> - Usually quite time consuming to collect, organize and describe - Represents depth of information, rather than breadth

After selecting the method and technique for collecting the information, and implementing these techniques for collecting information; the collected information must be analyzed and interpreted, and then reported to enable decision makers to use the evaluation and reach judgments. Analyzing and interpreting the collected information involves looking beyond the collected raw data to ask questions about what they mean, what is the most significant findings, and what conclusions and recommendations should be drawn (UNFPA, May 2001). In addition, the collected material need to be analyzed in light of both the initial situation and the indicators used, and then interpret the findings in terms of what they tell us about the possible change which occurred (INTRAC 1999).

3.12 Evaluation Conditions at the PNGOs

The main barriers to developing evaluation systems in developing countries are: poor demand and ownership in countries; lack of a culture of accountability (often related to ethics of corruption); absence of evaluation, accounting, or auditing skills; poor quality of financial and other performance information, and of accounting/auditing standards and systems; lack of evaluation feedback mechanisms into decision making processes; and the need for greater efforts to develop evaluation systems' capacity for sustainability (Keith Mackay, 1998).

Although Palestinian Non-Governmental Organizations have been the subject of several studies and researches; yet, the issue of program evaluation at these organizations was rarely tackled. International organizations and donor

community are usually satisfied with the evaluation conducted for their operating offices in the West Bank and Gaza. In the few cases where this issue was raised, it was raised in a very shallow manner as it was the case with Bissan study where they asked PNGOs one question out of 65 questions of their questionnaire. Bissan question was "Do you have a clear monitoring and evaluation accomplishments and performance system at your organization: Yes or No". While 83.6% of the reporting organizations replied with yes for this question, the study did not have any clear definition for what do they mean by a "monitoring and evaluation accomplishments and performance system".

3.13 Conclusion

Non-governmental organizations work from their mission to identify several overall goals that must be reached to accomplish their mission; each of these goals often becomes a program. These programs are structured, funded, and implemented assuming that they achieve the goals for which they were created. The notion of evaluation has been used a long time ago. Recently, the attention on evaluation increased; international organizations and donors' community started to be aware of the importance of having an evaluation system that could address their concerns on programs they are funding.

Working in an environment with limited resources, increasingly complex social problems, changing political climate, and a seeming shift in public opinions, resulted in an increased pressure to demonstrate the effectiveness of social

programs. According to the United Nations Population Fund (tool # 2, November 2000:1), “program evaluation is a management tool, it is a time-bonded exercise that attempts to assess systematically and objectively the relevance, performance, and success, of ongoing and completed programs and projects”. A good program evaluation provides an extremely useful tool for all stakeholders to manage ongoing activities, identify successes, and plan effectively for new initiatives and programs, and thus using the allocated resources most efficiently. “The purpose of evaluation research is to improve planning, administration, implementation, effectiveness, and utility of social interventions and human service programs (Rossu & Freeman, 1982).

According to McNamara (1998), Program evaluation can include a variety of at least 35 different types, such as needs assessment, cost/benefit analysis, effectiveness, efficiency, formative, summative, goal-based, process, outcome, etc. The type of evaluation depends on what do we want to learn about the program. Regardless of the selected type of evaluation, any evaluation should tackle partially or totally some of the following main concerns regarding the evaluated program (UNFPA, December 2000): validity of design, delivery process, performance, relevance, effectiveness, efficiency, sustainability, causality, unanticipated results, and alternative strategies. The actual implementation of a program evaluation includes three main stages (UNESCO 2004): data collection, data analysis, and drafting the analytical report. The importance of any evaluation depends basically on the quality of the collected information. Different

quantitative and qualitative data collection methods can be used for this purpose. However, there are tradeoffs in the quality of the information.

Despite the fact that PNGOs have been the subject of several studies and researches; yet, the issue of program evaluation at these organizations was rarely tackled. International organizations and donor community are usually satisfied with the evaluation conducted for their operating offices in the West Bank and Gaza. The following chapter will provide the methodology implemented in this research for providing a better understanding for the evaluation conditions at these PNGOs.

CHAPTER FOUR

RESEARCH METHODOLOGY

4.1 Introduction

The researcher of this study has been working in the Palestinian Non-Governmental Organizations sector for more than five years. During the last three years, the researcher has been working in monitoring and evaluation of large scale programs implemented across the West Bank and Gaza and in cooperation with several Palestinian Non-Governmental Organizations. In addition, the researcher participated in several monitoring and evaluation training courses and workshops both locally and abroad. All of that helped the researcher chap better his research and provided deeper insights on the research topic. He has investigated a wide variety of book, journals, and articles related to the research. This chapter provides a better understanding on what was done for this research.

4.2 Background on Research

Before explaining in details the research methodology implemented in this research, it is beneficial to give some insight on research approach in general. Sekaran (1992: 4-5) defines research as “an organized, systematic, data-based, critical, scientific inquiry or investigation into a specific problem, undertaken with

the objective of finding answers or solutions to it". In order to enable others interested in knowing about similar issues to do research in similar situations and come up with comparable findings; the research must be done in a scientific manner. Scientific research pursues a step-by-step logical and rigorous method to identify problems, gather information, analyze data, and from that all draw valid conclusions (Sekaran, 1992).

The purpose for conducting any research distinguishes its types; it can be either applied or fundamental. When an organization experience a specific problem, applied research is conducted to apply its finding to solve that current problem. While a fundamental or basic research is conducted to improve our understating of the problem and how to solve certain problems that commonly occur in organizational setting with a more general objective of generating knowledge and understating of the phenomena. The way in which the research is being conducted divides it into another classification. It can be either hypothetic-deductive research that starts with a theoretical framework, formulate hypotheses, and logically deduct from the results of the study, or it can be an inductive research that starts with data in hand and generates hypotheses and a theory from the ground up. (Sekaran (1992), Black (1999))

In general, the scientific method for conducting a research includes four main steps Rochester n.d:

1. Observation and description of a phenomenon or group of phenomena.

2. Formulation of a hypothesis to explain the phenomena.
3. Use of the hypothesis to predict the existence of other phenomena, or to predict quantitatively the results of new observations.
4. Performance of experimental tests of the predictions by several independent experimenters and properly performed experiments.

Collecting research data is a crucial step in any scientific research. The data collected for the research is determined based on three main factors; source of the data, setting of the data collection process, and the methods implemented for collecting the data. The source of the collected data can be either primary or secondary or a combination of both. Secondary data is ready data that can be obtained from secondary sources such as publications, archives, media...etc. While primary data is collected directly from individuals, focus groups, and a panel of respondents specifically set up by the researcher whose opinion may be sought on specific issues from time to time. The research setting also affects data collection; the data can be either collected in the natural environment in which the phenomena occur, or in lab experimental settings (Sekaran, 1992).

The third major factor is the data collection methods used for collecting the research data. There is a variety of methods for collecting data desired for the research and each method provides some insights on the research depending on the nature, depth, and type of the desired information. As mentioned in chapter three of this research, data collection methods are either quantitative or qualitative and

there are tradeoffs for using either ways. Some of the traditionally known methods of data collection include interviews, questionnaires, and observations of individuals and events. With the technology innovations the variety of data collection techniques increased and the use of information technology has added several additional techniques for conducting the above-mentioned methods of collecting research data. For example, interviews can be either face-to-face, by telephone, or by video conferencing, questionnaires can be either filled face-to-face or can be sent through fax or e-mail, also observations can be either done personally or through a videotape or audio recording.

Questionnaires are one of the famous and commonly used quantitative data collection methods. Sekaran (1992: 201) defines a questionnaire as “a pre-formulated written set of questions to which respondents record their answers, usually within closely defined alternatives”, and indicates that the questionnaire is an efficient data-collection mechanism when the researcher knows exactly what is required and how to measure the variables of interest. McNamara (1998) suggests that questionnaires are to be used when we need to quickly and/or easily get lots of information from people in a non-threatening way. Again there are tradeoffs in using questionnaires; some of its advantages include: it can be filled anonymously, it is inexpensive to administer, it is easy to compare and analyze, it can be distributed to many people, it can get lots of data, and also many sample questionnaires already exist. On the other hand, using questionnaires have some

disadvantages; it might not get careful feedback, working can bias response, are impersonal, may need sampling expert, and does not get full story.

4.3 Methodology Implemented in this Research

This research was conducted to improve our understanding and generalize knowledge on what is actually taking place at the Palestinian Non-Governmental Organizations in relation to program evaluation. In collecting the research data, the researcher used a combination of primary and secondary data sources at the beginning of his research, and later on he used primary data sources, and all of that was done in the natural environment of the PNGOs. The researcher conducted a series of non formal interviews with PNGOs directors and local Palestinian evaluators for getting better insight on what is actually taking place at the PNGOs and at the same time he used publications, books and the internet sources for having additional information. On a later stage the researcher used primary data sources in the PNGOs for conducting his research. The researcher used questionnaires as the main tool for collecting his research data. The following sections provide details on what the researcher did while conducting his research.

4.3.1 Secondary Data Collection:

In his efforts for providing better understanding for the insights of his research, the researcher reviewed tens of documents and articles published in books, journals, and on the internet. The researcher visited several libraries in addition to surfing the internet for reaching a better insight. After selecting more than 50 different

references, the researcher divided the secondary data of his research into two parts and he dedicated chapter two and three of his research for that. The researcher employed what he acquired in these chapters in developing the questionnaire that was used for collecting the research data.

4.3.2 Questionnaire Preparation

As mentioned earlier in this chapter, the researcher used the questionnaire technique as a major data collection instrument in his research. The questionnaire was divided into three main sections and included 79 questions and sub-questions that came in nine pages. **Section A** of the questionnaire, which consisted of 4 pages, provided a profile for each of the correspondent organizations. The first half of Section A included general information on each organization and comprised 21 questions and sub-questions. The second half of **section A** concentrated on monitoring and evaluation at the PNGOs and what is conducted in relation to that while implementing their programs. Question A17.1 was a central question in the questionnaire. This question asked detailed information concerning the “*most significant program among the programs that were completed during the years 2003, 2004*”, including if it “*Was evaluated during or after implementation*”. Based on the response for that specific question, the respondent organization has to complete **Section B** only or to skip Section B and complete **Section C** only. Detailed instruction for that was provided at the end of **Section A**.

Section B of the questionnaire was relevant to those organizations that *did not evaluate* their most significant program that was completed during the years 2003, 2004. This section included 16 questions and sub-questions and comprised two pages. This section intended to bring a better understanding on why these organizations *did not evaluate* their most significant program that was completed during the years 2003, 2004. **Section C** of the questionnaire was relevant to those organizations that *did evaluate* their most significant program that was completed during the years 2003, 2004. This section included 22 questions and sub-questions and comprised three pages. This section intended to bring a better understanding for what is actually taking place at these organizations while *evaluating* their programs, in terms of why, what, how, when, by whom these organizations evaluated that program in addition to other relevant information.

Most of the questions of the questionnaire were pre-coded and closed ended. The researcher experience in the PNGOs sector and good knowledge in program evaluation in the non-governmental organizations enabled him to predict the different responses of each question, and accordingly, he placed the expected response in choices. In some questions, the researcher was not confident that the available choices covered all possible responses and therefore, the option “others” was added to allow the respondent organizations to fill their own answer for each question. Closed ended questions are easier to analysis, and at the same time they are easier for presenting the research results. The researcher used some open ended questions too, which allowed respondent organizations to have their own

input while filling the questionnaire. That helped the researcher shape better his analysis, and at the same time it was a sort of validity testing for the responses. In two of the questionnaires' questions, questions A12 and A13, the researcher asked the respondent organizations for defining the terms monitoring and evaluation respectively.

The original version of the questionnaire was prepared in Arabic Language since it will be filled in Arabic. After preparing the Arabic Version, it was revised by an Arabic Language editor at Bir Zeit University to make sure that no language error occurred. After finalizing the questionnaire in Arabic, the researcher translated it into English language. In order to make sure that the translation is correct, the Arabic version and the translation were revised by the researcher's supervisor, Dr. Grace Khoury.

4.3.3 Pilot Testing

After finalizing the questionnaire the researcher pre-tested it. The researcher selected four PNGOs and met with their managers and requested from them to fill the questionnaire. The researcher select four different types and sizes of PNGOs; he chose a development Center, a youth organization, a cultural center, and a human rights organization in order to have different kinds of responses and feedback. Pilot testing was very useful for the researcher for developing the final version of the questionnaire. After filling each of the questionnaires, the researcher asked each organization's directors to assess the questionnaires, and

give his/her feedback and suggestions for modification. Also they were requested to provide their feedback on the language of the questionnaire, and if any changes should to be conducted for reaching a better understanding for any question.

Based on the pilot testing, the researcher conducted a major change in his research. The researcher intended at the beginning of the research to test all programs of the selected PNGOs that were completed during the years 2003 and 2004. Accordingly, he initially requested at the end of Section A to have detailed information on all the programs that were completed during that period and to know if they were evaluated or not. While conducting the pilot testing of the questionnaires, the researcher found that some programs were evaluated while others were not evaluated, and even for those programs that were evaluated; the evaluation approach for some programs was different. Different evaluation approaches were implemented at the same organization depending on the donor of that program, the size of the program, in addition to other factors. This has affected the responses for Section C of the questionnaire that was not dedicated for one program and as a result, it was impossible to understand completely what was implemented at these organizations. After discussing this problem with the selected organizations at that stage, and after consulting the researcher's supervisor, the researcher decided to change this approach. To overcome that problem, the researcher decided to request from the organizations to select "the most significant program" among the programs that were completed during 2003 and 2004 and then study that specific program in terms of program evaluation.

In addition to the above-mentioned modification, the researcher conducted minor changes in the choices of some questions. Also some language modifications were conducted to overcome the ambiguity that appeared in some questions. After conducting these modifications, the questionnaire was ready for distribution.

4.3.4 Selecting the PNGOs Network

As mentioned in chapter two of this research, it is hard to reach a decisive up-to-date description for the characteristics of the Palestinian NGOs. Accordingly, there was no exact and approved upon count and list for these PNGOs. Each of the studies that were conducted on Palestinian NGOs reached a different count that can be justified based on the study definition for the term PNGOs, and their numbers ranged between 800 and 1,500 PNGOs. As a consequence, the researcher had some difficulty in deciding the best sampling approach for conducting his research since taking the whole population of the PNGOs is nearly impossible for the above mentioned reason and the fact that it will be unnecessary, costly, less accurate, and time consuming.

Based on his review for research sampling approaches, the researcher decided that the best approach that could overcome the above problem is to conduct a full survey for a selected group of PNGOs. Based on his reading and experience, he selected the Palestinian Non-Governmental Organizations Network (PNGO NET) as his surveyed group. The Palestinian NGO Network defines itself as “a civil and democratic gathering, which seeks to support, consolidate and strengthen the

Palestinian civil society on the basis of the principles of democracy, social justice and sustainable development. It strives for the attainment of the legitimate national rights of the Palestinian people. It is a Palestinian NGO umbrella organization comprising 92 member organizations working in different developmental fields. PNGO (NET) was established in September 1993, after the signing of the Oslo Accords, with the objective of enhancing coordination, consultation and cooperation among the different sectors of civil society. Since then, PNGO (NET) has become an important component of Palestinian society and serves as an essential coordination mechanism for the NGO sector at the local, regional and international level” Palestinian Non-Governmental Organizations Network By Laws n.d.

Out of the 92 members of the PNGO NET, 60 organizations were located in the West Bank and 32 in Gaza. The researchers did not new any of the Gaza based organizations, and he tried to obtain an Israeli permit for entering Gaza, yet he was denied this right. After consulting with the officials of PNGO NET it was found that many West Bank members of the PNGO NET are operating both in the West Bank and Gaza, while only few of Gaza members of the PNGO NET are operating in the West Bank. Eventually, and after consulting the researcher’s supervisor, the researcher decided to study only members of the PNGO NET that are located in the West Bank and Jerusalem. The researcher received a list of member organizations from the PNGO NET, which included the name, contact person, telephone, fax, and e-mail of each member organization.

4.3.5 Distribution and Collecting of Questionnaires

After selecting the elements of his research, the researcher wrote a cover letter for his questionnaire. The cover letter introduced the researcher and explained the purpose of the study, afterwards the “programs” definition adopted in this research was stated, and finally a confidentiality statement was included. In addition to the researcher cover letter, the researcher attached a letter from the Head of MBA program at Bir Ziet University urging PNGOs to support this research and provide the necessary information. The researcher started distributing the questionnaire on February 27, 2005 and received back the last questionnaire on March 30, 2005.

In total 59 questionnaires were distributed out of the 60 selected surveyed PNGOs. Due to some difficulties and limitations that will be mentioned in the next section of this chapter, the researcher adopted three techniques for distributing the questionnaires. Twenty seven questionnaires or 45.8% of total questionnaires were directly distributed by the researcher himself where he went and met with the director of each organization and personally supervised filling the questionnaire. Nine questionnaires or 15.2% of total questionnaires were distributed through a third party that took the responsibility of distributing the questionnaires and meeting key persons at the surveyed PNGOs in order to facilitate the filling process. The researcher sought the assistance from his work colleagues who worked in the cities of Tulkarem, Nablus, Bethlehem, and Hebron. Twenty three questionnaires or 39% of total questionnaires were sent to the selected

organizations through fax or e-mail. One organization did not receive the research questionnaire since it was closed by an Israeli Military Order. While using the three techniques, the researcher employed effectively his connections network in the PNGOs sector for boosting his efforts and urging the PNGOs to fill the questionnaires and respond back to the researcher.

The personally managed questionnaires were collected directly except for one that was not filled totally during the researcher's visit to the organization and was never returned back by that organization. After distributing the questionnaire, the researcher followed up with the organizations for receiving back the filled ones. Some of the questionnaires were returned within a short time (4-6 days), while the remaining ones were delayed for weeks. The researcher had to make several phone calls and/or send e-mails to encourage these organizations to fill and return back their questionnaires. Eventually part of these questionnaire were returned while the other part was never returned back.

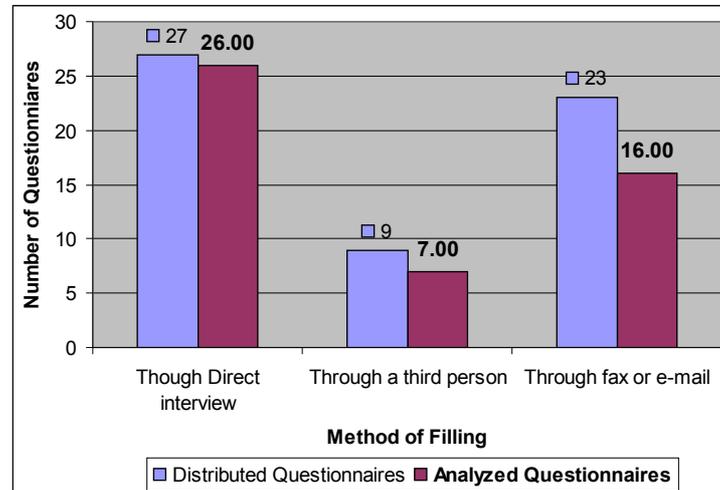
After receiving back the questionnaire from each organization, the researcher reviewed the filled form. In many cases, the researcher had to contact again the organizations asking for clarifications or extra information. The information that was received on the phone was directly used to modify the already received questionnaires. In total, the researcher received back 51 questionnaires out of the 59 questionnaire that were distributed, which represents 86.4% of the total distributed questionnaires or 85% of the selected surveyed PNGOs. The response

rate was relatively high in this research as a result of the researcher personal relations with many of these organizations and for his repeated and continuous follow up with each organization. Out of the 51 questionnaires that were collected, 49 were analyzed and two questionnaires were excluded. The first was excluded since the organizations operations were stopped since the start of the Second Palestinian Intifada and currently they have no programs, while the second was excluded since only Section A of it was filled and the remaining two sections were not filled at all.

Out of the 49 questionnaires that were analyzed, 53.1% were filled directly by the researcher, 32.6% were sent and returned back through fax or e-mail, and 14.3% were filled through a third party. Figure (4.1) compares questionnaires filling techniques with those analyzed.

Figure 4.1

Comparison between the numbers of analyzed questionnaires with those filled



4.4 Difficulties and Limitations of the Research

The researcher initially anticipated some of the difficulties and limitation during his research. This has helped him in mitigating their impact on his study, and thus strengthened the research. The sensitivity of the research topic was a major problem while conducting this research. Program evaluation and its results are directly related to the issue of funding in the non-governmental organization sector, and that appeared in the responses of the correspondent organizations. Despite being very cautious in developing the questionnaire of the study, yet, some organizations were hesitant to cooperate and even some did not respond back at all. Although this reason was never raised by the organizations that did not respond back to the researcher, yet that was apparent through the repeated conversation that was conducted with them, by telephone or e-mail, to encouraging them to respond back.

The overall conditions in Palestine and the movement restrictions that were imposed by the Israeli Occupation Forces affect the researcher ability to move and personally manage all the selected organizations. The researcher was denied the right to visit Gaza; accordingly, the research was implemented only in the West Bank, and Jerusalem. Moreover, some of the selected organizations were located in far areas from the researcher residence and work, such as Tulkarem, Nablus, and Hebron, and it was difficult for him to reach them within the current movement restrictions. Accordingly, some of the questionnaires were managed through a third party that took the responsibility of visiting these organizations to handle them the questionnaires and later on receive back the filled ones.

In some cases, the directors of the selected organizations were traveling out of the country or were very busy handling their work. Accordingly, the researcher was not able to set meetings with them in order to manage personally his questionnaire. The researcher used faxes and e-mails to send them and receive back the questionnaires. Using the fax or the internet to manage the questionnaire was very efficient, yet, some valuable information was lost as a result of not personally meeting those directors.

At some organizations, the directors or key persons did not have a good understanding for evaluation; accordingly, their response to the questions was affected. In some questionnaires, the responses were not consistent with each other despite being personally managed by the researcher. This has resulted in

receiving several heterogeneous responses that were difficult to analyze. Moreover, some organizations selected on going programs as their most significant programs and completed the questionnaire based on them. Therefore, the responses of these organizations did not provide the actual illustration of program evaluation conditions at these organizations.

For some organizations, the program approach was not fully adopted; instead they were having one program at their organization that included various activities and they were receiving their fund for the whole organization rather than program funding bases. Moreover, these organizations counted their programs as continuous programs rather time bonded programs despite the fact that they were receiving their funds according to an annual of three years plan.

4.5 Data Analysis

Due to the fact that the research questionnaire included large number of questions and covered a wide area, the researcher used the Scientific Package of Social Science (SPSS) for analyzing his questionnaire. The researcher has a good knowledge in using SPSS; moreover, he used the support of an SPSS expert for doing the analysis. The SPSS expert assisted the researcher in developing the program used in analyzing the data. The researcher entered the data to the computer, and afterwards another person rechecked the entered data to make sure that no errors occurred. After that, the researcher and the SPSS expert worked on the initial analysis of the data that was used later on by the researcher for fully

analyzing his research and reaching for the research results, conclusions, and recommendations. The researcher used in his analysis tables, frequencies, cross tabulations, in addition to other techniques.

4.6 Conclusion

For conducting this research, a combination of primary and secondary data sources were used at the beginning, and later on primary data sources were used, and all of that was done in the natural environment of the PNGOs. A questionnaire was the main data collection tool, and after developing it, a pilot testing was implemented. The researcher selected the Palestinian Non-Governmental Organizations Network members as the elements of the survey, and due to some limitation only West Bank organizations, including Jerusalem, were chosen. He distributed a total of fifty nine questionnaires at fifty nine Palestinian No-Governmental Organizations in the West Bank, including Jerusalem. The response rate was 86.4% which is relatively a high response rate that was due to the researcher strong personal relation with many directors of the organizations and his continuous follow up with these organizations.

The next chapter provides the results and analysis of the collected questionnaires. Moreover, it analysis the research results and provides answers for the questions that were raised at the beginning of this study. The data is presented using the SPSS through a variety of statistical and analytical techniques.

CHAPTER FIVE

RESEARCH FINDINGS AND ANALYSIS

5.1 Introduction

This chapter presents the research data and findings that were collected through the 49 analyzed research questionnaires. While presenting the data in the same order of the questionnaire, the researcher analyzes it to answer the six questions that were raised at the beginning of this study. The first part of this chapter presents the profile of the surveyed PNGOs and their general monitoring and evaluation characteristics. The second part of this chapter provides the justifications brought by the PNGOs that did not evaluate their most significant program completed during the years 2003 and 2004. The third part of this chapter provides characteristics of the program evaluations conducted by PNGOs for their most significant program completed during the years 2003 and 2004. Finally, the researcher combines all the chapter data and analysis for reaching the general conclusions of this study and answering the six questions raised at the beginning of this study.

Before presenting the findings of this research it is beneficial to bring up two important factors that affected the quality of the data collected for the research.

The first factor is the methodology adopted in filling the research questionnaires that was discussed earlier in chapter four. The second factor is the position of the person that filled the questionnaire at the surveyed PNGOs. The position of the person filling the questionnaire is critical in determining the quality of the response data. The research questionnaires were filled by one of the following three: Board member, top management, or middle management. Given that this research involves studying a very specific topic at the PNGOs, it is important to communicate with PNGOs representatives who have full details on the organization in general and at the same time know about program evaluation and what is actually being conducted at their organizations. Although most of the PNGOs board members know details on the history and programs of their organizations, yet, most of them might not have accurate and detailed information with regard to the monitoring and evaluation of these programs.

The researcher strived to set meetings with top management (General Director or Manager) at the surveyed PNGOs to fill the research questionnaires. As shown in table (5.1), 80.8% of the direct interviews conducted by the researcher were conducted with organization's top management (General Director or Manager).

Table 5.1
Position of person filling vs. Method of filling the questionnaire (Cross Tabulation)

		method of filling			Group Total
		direct interview	through a third person	through fax or email	Col %
		Col %	Col %	Col %	
Position of person filling the questionnaire	referential body	3.8%	33.3%	7.1%	8.7%
	top manager	80.8%	50.0%	78.6%	76.1%
	middle management	15.4%	16.7%	14.3%	15.2%
Group Total		100.0%	100.0%	100.0%	100.0%

Section I:

5.2 Profile of Surveyed PNGOs and General Monitoring and Evaluation Characteristics

The first part of this section provides the profile of the surveyed Non-Governmental Organizations. The second part provides the general monitoring and evaluation characteristics of the surveyed PNGOs.

5.2.1 Organizations Headquarters and Branches

Out of the 49 organizations, the headquarters of 63.3% of the respondents were located in the middle areas of the West Bank, 24.5% were located in Jerusalem, 10.2% were located in the northern areas of the West Bank, and 2% of the respondents were located in the southern areas of the West Bank. It was recognized that most of the PNGOs (87.8%) are located in Jerusalem and Ramallah Districts since they represent the political and economic center of the West Bank. This is shown in table (5.2).

Table 5.2
Locations of Headquarters of the surveyed PNGOs

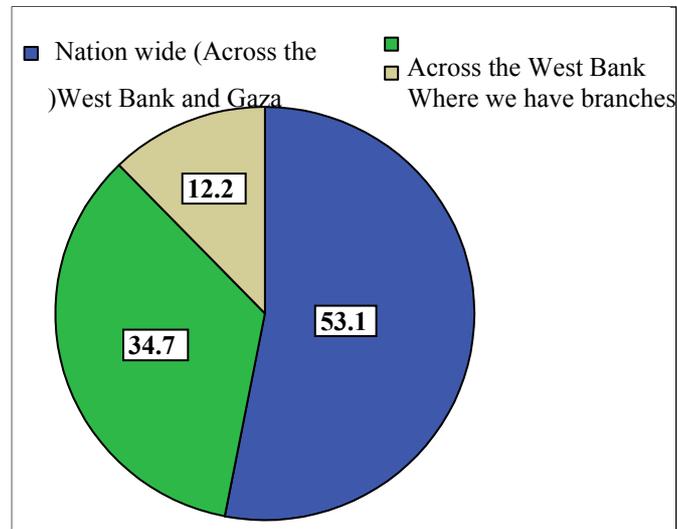
		Frequency	Percent
Valid	North West Bank	5	10.2
	Middle West Bank	31	63.3
	South West Bank	1	2.0
	Jerusalem	12	24.5
	Total	49	100.0

5.2.2 Geographical Coverage

59.2% of the surveyed PNGOs have more than one branch or office in the West Bank and/or Gaza, and 40.8% have only one branch or office. The 59.2% (29 organizations) have a total of 208 branches and offices across the West Bank and Gaza. The minimum number of branches or offices was 2, while the maximum was 33 with a mean of 7.12 offices or branches.

53.1% of the surveyed PNGOs are implementing their programs and activities nation wide (across the West Bank and Gaza), 34.7% are implementing their programs and activities only across the West Bank and 12.2% are implementing their programs and activities where they have their branches/offices. As mentioned in chapter four and due to the overall conditions in the West Bank and Gaza and the movement restrictions imposed by Israeli occupation; the researcher had to limit his research to West Bank based PNGOs. As shown in Figure (5.1), although the research was conducted in the West Bank, its results can be considered valid both in the West Bank and Gaza since more than half of the surveyed PNGOs also operate in Gaza.

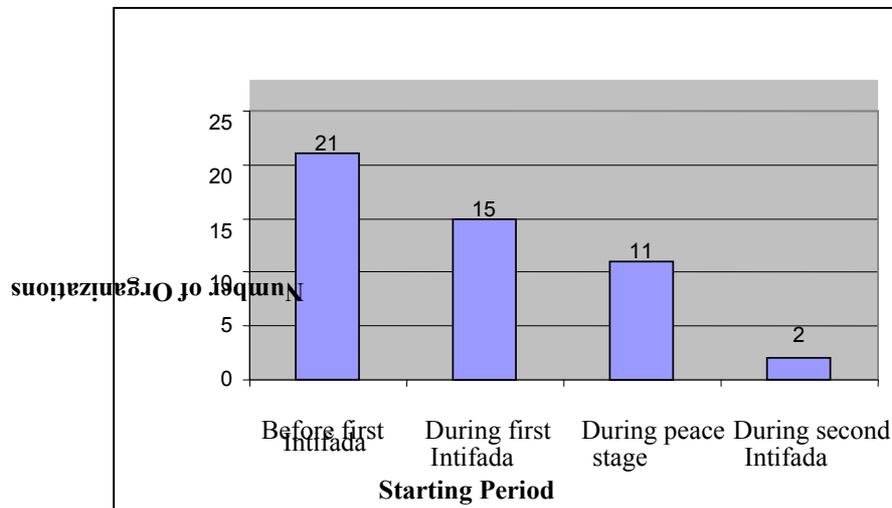
Figure 5.1
Distribution of surveyed PNGOs based on geographical coverage



5.2.3 Start of Operations

Most of the surveyed organizations are relatively old organizations that have been operating in Palestine for at least 12 years. Most of the surveyed PNGOs have passed the instability phase that usually accompany the early years of establishment and have reached to certain kind of maturity in their operations and structures. 73.5% of the surveyed organizations were established during or before the First Palestinian Intifada. Only 4.1% were established over the last four and half years. Figure (5.2) shows the distribution for the start year of operation of the surveyed PNGOs.

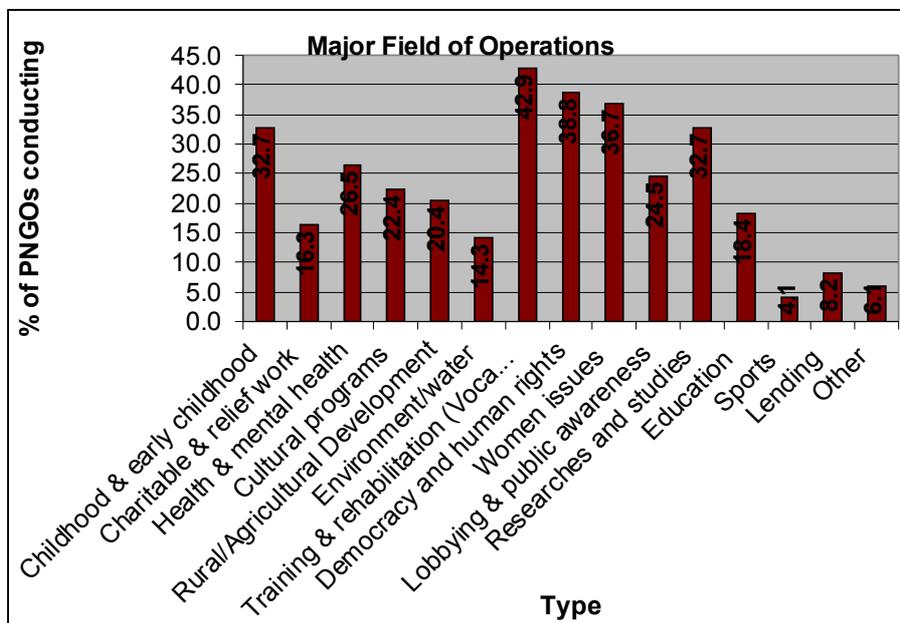
Figure 5.2
Distribution of the surveyed PNGOs according to the start year of operation



5.2.4 PNGOs Major Fields of Activities

The surveyed PNGOs are undertaking different activities in relation to the Palestinian context. Most of the organizations have more than one major field of operations. Only 18.4% of the surveyed organizations have only one major type of activities (for example a lending program only or an agricultural program only). Figure (5.3) provides the details of the different fields of operations at the surveyed PNGOs:

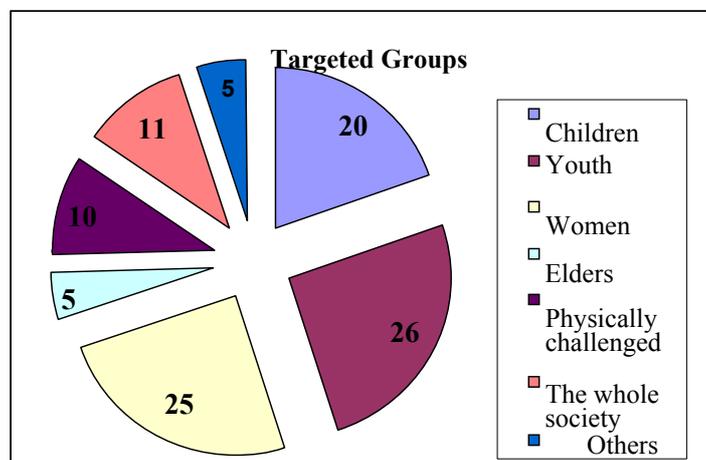
Figure 5.3
Major Fields of operations of the surveyed PNGOs



5.2.5 Targeted Groups

Most of the surveyed PNGOs targeted more than one group in the Palestinian society. 26 PNGOs targeted youth, 25 targeted women, and 20 targeted children. Taking into consideration that another 11 PNGOs targeted the whole Palestinian society including those three groups, we end up with 37, 36, and 31 organizations targeting youth, women, and children respectively. Figure (5.4) provides details on the number of PNGOs targeting each group in the Palestinian Society.

Figure 5.4
Number of the surveyed PNGOs targeting each group of the Palestinian Society



5.2.6 Governing Body

87.8% of the surveyed organizations are currently registered at the Palestinian Interior Ministry, while 12.2% are not registered. The unregistered organizations are mainly Jerusalem based organizations. Most of the surveyed PNGOs rectified their legal status of affairs at the Palestinian Interior Ministry and its laws, and accordingly most of them have modified their referential bodies to become a “General Assembly”. 75.5% of the surveyed PNGOs are governed by a General Assembly, while 20.4% are governed by a Board of Trustees, and only 4.1% are governed by an Administrative Committee. 87.8% of these governing bodies were elected, while 6.1% were appointed, and 6.1% were partially elected and partially appointed. The date of choosing these referential bodies varied between the surveyed PNGOs. Some of these bodies have been operating from as little as one month up to 85 months (7.08 years), with a mean of 22.4 months. The relatively

low mean for changing the referential bodies of the PNGOs might be misleading. Many of the bodies were chosen recently, yet this is a special case since the PNGOs had to rectify their legal statues at the Palestinian Interior Ministry. Accordingly some of them had to select new referential body. Table (5.3) shows the distribution of referential bodies according to how they were chosen:

Table 5.3

Distribution of referential bodies according to how they were chosen

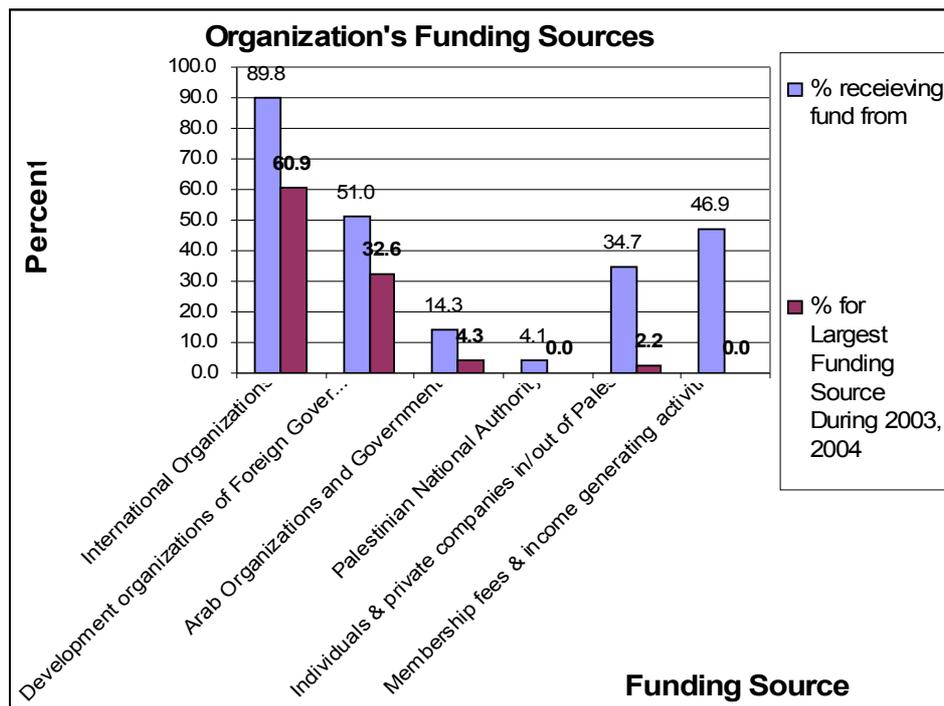
		Group Total	What type of referential body the organization has		
			General Assembly	Board of Trustees	Only an administrative committee
		Col %			
How was the current referential body Chosen	Elected	87.8%	100.0%	40.0%	100.0%
	Appointed	6.1%	.0%	30.0%	.0%
	Partially elected and partially appointed	6.1%	.0%	30.0%	.0%
Group Total		100.0%	100.0%	100.0%	100.0%

5.2.7 Funding Sources and Operational Budgets

The surveyed PNGOs depend on external funding sources for covering their operational expenses. 89.8% of the surveyed PNGOs receive funds from international organizations while 51% receive funds from developmental organizations of foreign countries. Although these organizations receive funds from multiple funding sources, international organizations and foreign governments' development agencies by far contributed the most during the years 2003 and 2004. 93.5% of the surveyed PNGOs received their major funding during these years from International Organizations and Foreign Governments.

Figure (5.5) provides details on the percent of PNGOs receiving funds from each of the different funding sources, and their largest funding source during the years 2003 and 2004:

Figure 5.5
Percentage of surveyed PNGOs different funding sources, and largest source during years 2003 and 2004



The operational budget (including all programs and activities) for the surveyed PNGOs provided a better understanding for the amount of funding received by the surveyed PNGOs. Table (5.4) provides the operational budgets of the surveyed PNGOs during 2004:

Table 5.4
Surveyed PNGOs operating budget during year 2004

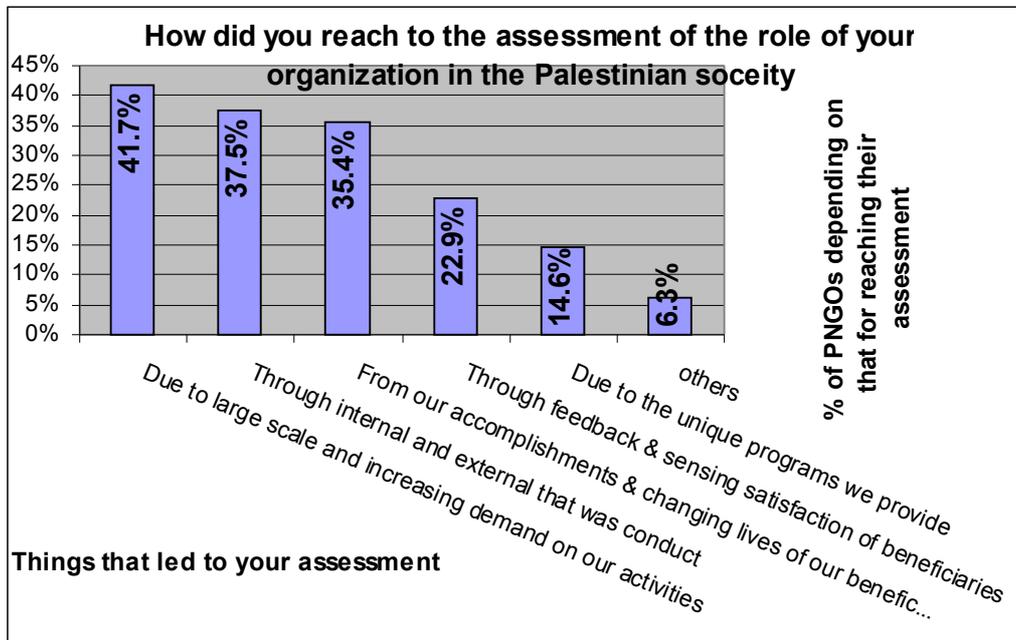
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Less than \$100,000	7	14.3	14.9	14.9
	More than \$100,000 and less than \$250,000	14	28.6	29.8	44.7
	More than \$250,000 and less than \$500,000	8	16.3	17.0	61.7
	More than \$500,000 and less than \$1,000,000	9	18.4	19.1	80.9
	More than \$1,000,000	9	18.4	19.1	100.0
	Total	47	95.9	100.0	
Missing	System	2	4.1		
Total		49	100.0		

5.2.8 Surveyed PNGOs Self Assessment of their Roles in the Palestinian Society

85.7% of the surveyed PNGOs assessed their role in the Palestinian society to be “Very Good”, and only 14.3% assessed that their role to be only “Good”. None of the surveyed PNGOs assessed their role in the Palestinian society to be “weak”. The response varied as to how these PNGOs reached their belief/assessment. 41.7% of respondents measured their role depending on the size of their activities and the demand for their programs. 37.5% of respondents depend on the results of the external and/or internal evaluations that were conducted on their programs. 35.4% of respondents depend on their accomplishments and changes in lives and living conditions of their beneficiaries. The results that are shown in figure (5.6) entail the importance of the evaluation results to the PNGOs. In 62.5% of the PNGOs, evaluation results are not taken as a significant indicator for assessing the organization’s role in the society.

Figure 5.6

How surveyed PNGOs reached to the assessment of their role in the Palestinian society



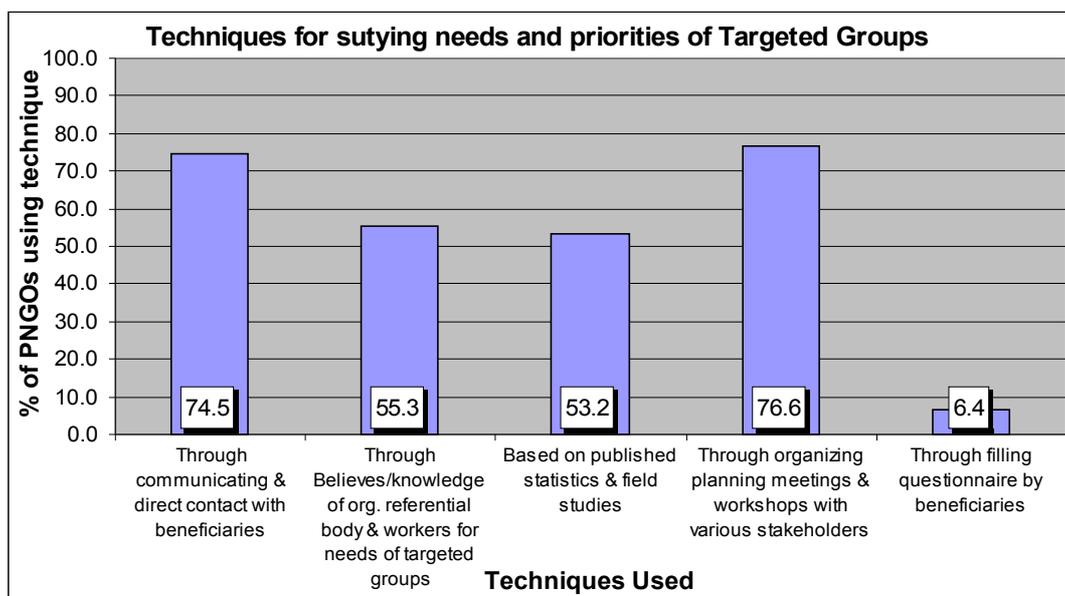
5.2.9 Assessing the Needs of the Targeted Groups

95.9% of the surveyed PNGOs analyzed the needs and priorities of their targeted groups before implementing their programs, while only 4.1% do not. Several techniques are used. The mostly adopted needs assessment technique is through organizing planning meeting and workshops for the various stakeholders which is a well recognized mean for conducting that task and was adopted by 76.6% of the surveyed PNGOs. In 74.5% of the surveyed PNGOs, organizations communicate and have direct contact with beneficiaries as a tool for sensing their needs and priorities. In 12.5% of the surveyed PNGOs, organizations adopt either or both of the following techniques: through communicating and direct contact with beneficiaries, or through the beliefs and knowledge of the organizations referential

body and workers. Those 12.5% PNGOs did not conduct a formal or scientific study for the needs and priorities of their targeted groups. Accordingly their assessment is subjected to their understating and interpretation for the needs and priorities of the targeted groups, and sometimes their bias for their personal needs instead of beneficiaries. Figure (5.7) shows the percentage of the organizations using each of the different needs assessment techniques.

Figure 5.7

Percentage of surveyed PNGOs using each needs assessment technique



5.2.10 Importance of having a Monitoring and Evaluation System

91.7% of the valid responses indicated that it is “Very Important” to have a monitoring and evaluation system for the implemented programs at their

organizations. 8.3% of the valid responses indicated that it is “Important”, while none indicated that it is "Not Important”.

5.2.11 **Specialized Monitoring and Evaluation Unit or Person at the PNGOs**

38.8% of the surveyed PNGOs indicated that they have a specialized monitoring and evaluation unit or person at their organization while 61.2% indicated that they don't have such a person or unit. Organizations that did not have such a person or unit mentioned several reasons for not having it. 46.6% of valid surveyed PNGOs responded that this task is done either by the organization's director and/or programs' managers and staff. 43.3% of valid surveyed PNGOs responded that they lack the financial resources for establishing that unit or hiring that person. 16.7% indicated an external consultant handle this job when there is a need. 6.7% indicated that there is no need for having this unit or person. 3.3% of valid surveyed PNGOs responded that they lack the qualified staff for doing this task.

For the 19 organizations (38.8%) that have a specialized Monitoring and Evaluation unit or person, the date of establishing this unit or the hiring of such a person varied. For 73.3% of these organizations, this person or unit has been operating before the start of the year 2003, in other words, this person/unit were operating over the research duration. This unit or person has been operating for a period ranging from 2 months up to 166 months with a mean of 69 months. The operation of all the specialized Monitoring and Evaluation unit or person at the 19 organizations is managed through a preset “terms of references”. Having preset terms of references with a long period of operations implies that those M & E

person/unit in the surveyed PNGOs are taking the actual responsibility of monitoring and evaluation issues in their organizations. This was not verified at these organizations as it will appear in the following sections.

5.2.12 Preparing Monitoring & Evaluation Plan Before Implementing Each Program

85.7% of the respondents indicated that they prepare a monitoring and evaluation plan before implementing each program, while 14.3% of the respondents indicated that they do not prepare such a plan. As shown in table (5.5), the monitoring and evaluation plan is prepared by different sides at the surveyed PNGOs. In 78.6% of the cases, this plan is prepared internally either by the organization's administration and/or the program's director/staff. The specialized M & E person or unit prepares this plan alone in 2.4% of the cases, and they prepare it alongside with the organization's administration or the program's director/staff in 11.9% of the cases. As mentioned in the previous section, the operation of the special M&E unit/person was not confirmed. This unit/person prepares totally or partially the M&E plan in 14.3% of the cases, while the M&E unit/person exists in 38.8% of the organizations. That implies that either the responses on either questions were not correct or that the M&E unit/person in 24.5% of the PNGOs is not operational.

Table 5.5
% of the surveyed PNGOs according to who prepares the M & E plan for programs

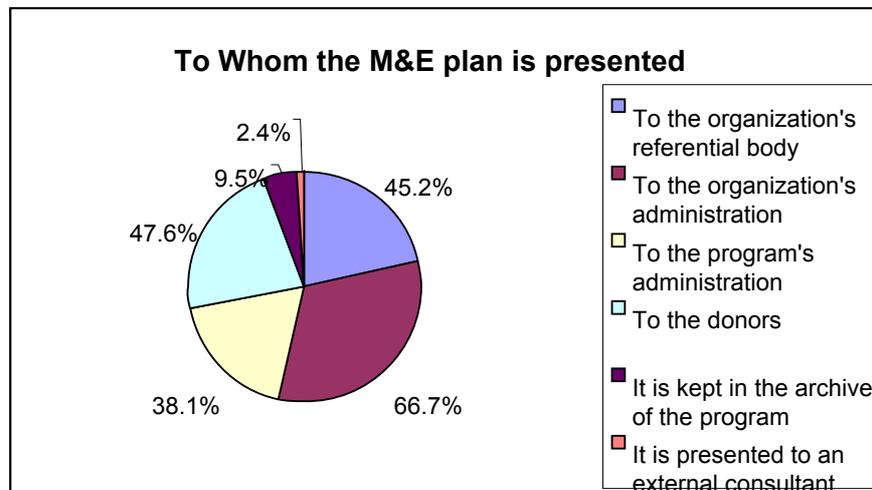
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1- The organization's administration	11	22.4	26.2	26.2
	2- The director of the program or its employees	11	22.4	26.2	52.4
	3- The specialized M & E person or unit	1	2.0	2.4	54.8
	4- An external consultant	1	2.0	2.4	57.1
	Answer 1 & 2	11	22.4	26.2	83.3
	Answer 1 & 3	2	4.1	4.8	88.1
	Answer 1 & 4	2	4.1	4.8	92.9
	Answer 2 & 3	3	6.1	7.1	100.0
	Total	42	85.7	100.0	
Missing*	System	7	14.3		
Total		49	100.0		

* Missing represents the total of the missing values in addition to those who answered "No" for Q.A16 and accordingly they were not required to answer this question.

The monitoring and evaluation plan is presented for different stakeholders at the surveyed PNGOs depending on who has prepared it and who is interested to receive it. 66.7% of the surveyed PNGOs are presenting their M&E plan to the organization's administration, 38.1% of the surveyed PNGOs are presenting their M&E plan to the program's administration, and 45.2% are presenting their plan to the organization's referential body. In 47.6% of the surveyed PNGOs this plan is presented to the donor/s, and in 2.4% of the surveyed PNGOs this plan is presented to an external consultant. In 9.5% of the surveyed PNGOs this plan is kept in the archive of the program. This is shown in Figure (5.8).

Figure 5.8

% of the surveyed PNGOs according to whom the M & E plan is presented



The progress in implementing the M & E plan is checked and discussed periodically at 85.4% of the surveyed organizations. 7.3% of the organizations check and discuss their M & E plan after half the program is implemented, while another 7.3% check and discuss the plan two time the first after half the program is completed and the second at its end. This is shown in table (5.6).

Table 5.6
% of the surveyed PNGOs according to checking and discussing the progress
in implementing the M & E plan

		Frequency	Percent	Valid %	Cumulative %
Valid	Periodically (every XX months)	35	71.4	85.4	85.4
	After half of the program is completed	3	6.1	7.3	92.7
	Two times: after half the program is completed and the second at its end	3	6.1	7.3	100.0
	Total	41	83.7	100.0	
Missing*	System	8	16.3		
Total		49	100.0		

* Missing represents the total of the missing values in addition to those who answered “No” in a previous question “Q.A16”, and accordingly they were not required to answer this question.

The period for checking and discussing the progress in the implementation ranges from a monthly revision to an annual revision with a mean of 3.28 month for each revision. 61.1% of valid reposes indicate that they checked and discussed their M & E plan every 3 months. Table (5.7) shows the details for the timing of checking and discussing the progress in implementing the M&E plans.

Table 5.7
% of the surveyed PNGOs according to the periods for discussing the
progress in the M & E plan (every xx months)

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid (in months)	1	4	8.2	22.2	22.2
	3	11	22.4	61.1	83.3
	4	1	2.0	5.6	88.9
	6	1	2.0	5.6	94.4
	12	1	2.0	5.6	100.0
	Total	18	36.7	100.0	
Missing*	System	31	63.3		
Total		49	100.0		

* Missing represents the total of the missing values in addition to those who answered “No” in a previous question “Q.A16”, and accordingly they were not required to answer this question.

5.2.13 **Programs Completed During the years 2003 and 2004**

During the years 2003 and 2004 a total of 236 programs were completed in the surveyed PNGOs. Only 9.5% of the organizations completed only one program during those two years, whereas 90.5% organizations completed more than one program. The highest number of programs completed at one organization was 24 programs, and the mean of these programs was 5.62 programs.

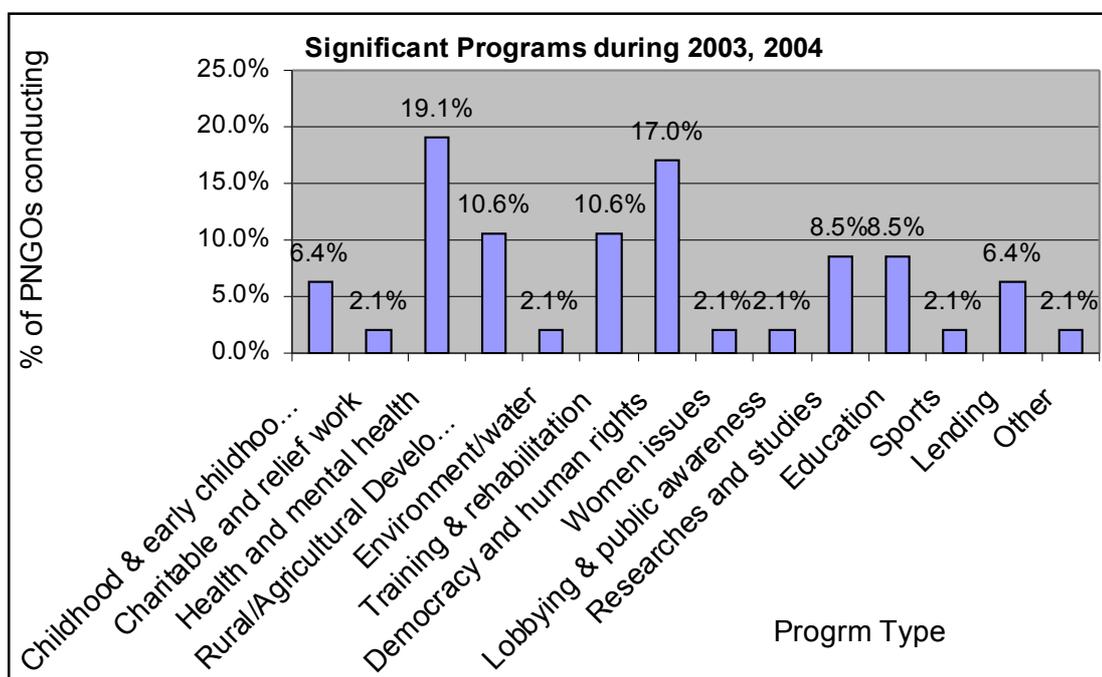
5.2.14 **Characteristics of the Most Significant Program Completed during the years 2003 and 2004**

Out of the programs completed during the years 2003 and 2004, each of the surveyed PNGOs chose one program as their most significant program. The following is the characteristics of these programs.

5.2.14.1 **Programs Types**

19.1% of the respondents indicated that their most significant program completed during the years 2003 and 2004 was related to health and mental health, 17% indicated that it was related to democracy and human rights. 10.6% of the respondents indicated that it was related to rural and agricultural development, and another 10.6% indicated that it was related to training and rehabilitation. Figure (5.9) provides the details of the most significant programs completed during the years 2003 and 2004 at the surveyed PNGOs.

Figure 5.9
Details of most significant programs completed during 2003/2004



5.2.14.2 Number of Direct Beneficiaries

The 39 significant programs that were selected by respondents benefited a total of 1,056,025 Palestinians. The minimum number of beneficiaries of a program was 30 and the maximum was 700,000, with a mean of 27,078 beneficiaries.

5.2.14.3 Total Budgets:

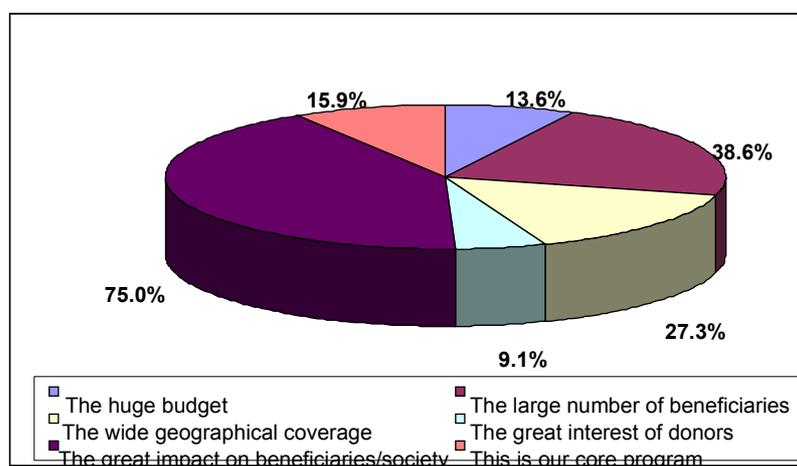
The total budget for the 42 significant programs that were selected by the surveyed PNGOs was 34,545,541 USD. The lowest budget was \$7,000 and the highest budget was \$10,261,941, with a mean of \$822,513.

5.2.15 Basis for selecting the most significant program:

Several reasons derived the respondents in selecting their most significant programs. 75% of the respondents indicated that a major reason for selecting that program was its great impact on the beneficiaries and the society. 38.6% of the respondents indicated that a major reason for that was the program's large number of beneficiaries. 27.3% of the respondents indicated that a major reason for selecting that program was its wide geographical coverage. 13.6% of the respondents indicated that a major reason for that was its huge budget. 9.1% of the respondents indicated that a major reason for that was the great interest of donors in that program. 15.9% of the respondents selected that program as it was their core program. This is shown in figure (5.10).

Figure 5.10

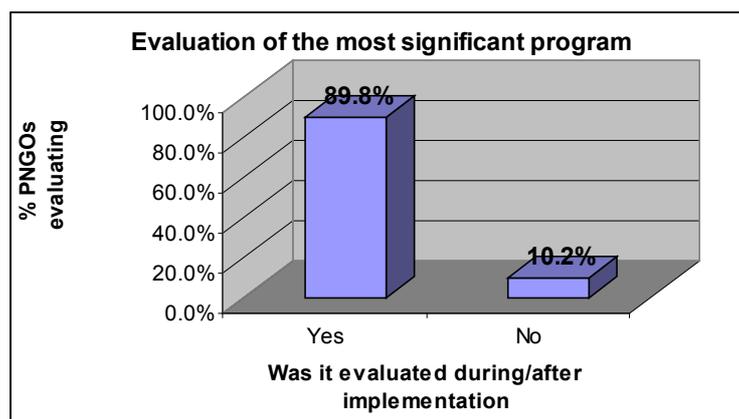
Bases for selecting most significant programs completed during 2003/2004 at the surveyed PNGOs



89.8% of the respondents (44 organizations) indicated that they have evaluated their most significant program that was completed during the years 2003 and 2004. Only 10.2% (5 organizations) did not evaluate their program. This is shown in figure (5.11). As for those organizations who indicated that they have evaluated their program, the term evaluation is not the critical issue; what is important here is to investigate if they have actually evaluated their programs in the manner that was presented in the third chapter of this research. This is what will be cleared in sections three and four of this chapter.

Figure 5.11

% of surveyed PNGOs evaluating their most significant program that was completed during 2003/2004



Section II:

5.3 PNGOs that Did Not Evaluate their Most Significant Program that was Completed During the Years 2003 & 2004

This section provides and analyzes the reasons for those PNGOs that did not evaluate their most significant program completed during the years 2003 and 2004.

In addition, it presents the assessment of those PNGOs for the importance of program evaluation at their organizations.

5.3.1 **The Need for Evaluating Programs**

Despite the fact that 10.2% of the surveyed PNGOs did not evaluate their most significant programs completed during the years 2003 and 2004, yet all of these organizations believed that there was a need to evaluate these programs. None of these organizations indicated that there was no need for evaluating their most significant program.

5.3.2 **Restrictions that Prevented those PNGOs from Evaluating their Programs**

Each of the five organizations that did not evaluate their most significant programs completed during the years 2003 and 2004 pointed out different restrictions that prevented them from doing that. Following are the response of each of the five organizations:

- Limited organizational experience in program evaluation and the program's donor did not request that.
- Shortages in the staff at the organization.
- Lack of financial resources and limited organizational experience in program evaluation.
- We don't believe in program based evaluation; evaluation should be conducted based on the change in the life of beneficiaries.

- Lack of financial resources, limited organizational experience in program evaluation, and it is hard to conduct evaluation under the occupation and the current Intifada.

From these five responses, it was clear that the limited organizational experience in program evaluation and the lack of financial resources were the major two reasons for not conducting program evaluation. Keeping in mind that all of these organizations acknowledge the need for evaluating their program, we can connect the limited organizational experience to the lack of training and capacity building at these organizations and not for the under estimation of program evaluation. The lack of training and capacity building at these organizations in turn can be linked to the availability of the financial resources that allow these organizations to build the capacities and skills of its management and staff in program evaluation. We conclude that the limited financial resource was the major factor preventing these PNGOS from evaluating their programs.

5.3.3 **Conditions that Requires an Organization to Evaluate a Program**

As for the conditions that require from an organization to evaluate its programs, three organizations (60% of respondents) indicated that they will evaluate their programs to use the evaluation findings in developing new programs. The other two organizations (40%) drove the same response and added to it was that they will evaluate their program if the program donor/s requested that. These PNGOs

selected these two responses among other choices related to difficulties in implementing programs (not achieving plan, over budgeting, and disagreements with stakeholders) proves that these organizations perceive evaluation as a fund raising and planning tool instead of a program management tool or as a part of the program life cycle.

5.3.4 Evaluating any of the Programs Completed during 2003 and 2004

Although three out of five of the respondents completed more than one program during the years 2003 and 2004, yet, these organizations did not evaluate any of these programs that were completed. That was expected since organizations that do not evaluate their most significant program probably will not evaluate less important programs.

5.3.5 Investing Resources for Evaluation

All the respondents who did not evaluate their most significant program completed during the years 2003 and 2004 believed that there is a need to invest human and financial resources in evaluating programs in general.

Section III:

5.4 PNGOs that Evaluated their Most Significant Program Completed During the Years 2003 and 2004

This section provides some insights on the characteristics of the conducted evaluations at the PNGOs. It also analysis the responses of the surveyed PNGOs and places them in the overall picture trying to sense their degree of credibility and accuracy. All the presented responses, except the last two sections, were restricted on the most significant programs completed during the years 2003 and 2004.

5.4.1 **Reasons for Evaluating the PNGOs Programs**

Most of the PNGOs conducted their program evaluations for more than one reasons. 40.5% of the respondents indicated that one of the reasons for conducting that evaluation was to use the evaluation results in developing on-going or a new program. 28.6% of the respondents indicated that one of the reasons for conducting that evaluation was to measure the extent to which beneficiaries benefited from that program. 21.4% of the respondents indicated that one of the reasons for conducting that evaluation was the request from the donor/s of the program. 19% of the respondents indicated that one of the reasons for conducting that evaluation was to make sure that program has achieved its goals. 14.3% of the respondents indicated that one of the reasons for conducting that evaluation was to identify strengths and weaknesses of their program. 11.9% of the respondents indicated that one of the reasons for conducting that evaluation was to develop the organization and enhance the capacities of its staff. 11.9% of the respondents indicated that they have conducted the evaluation as a part the culture/policy of the organization. 9.5% of the respondents indicated that they have conducted that evaluation to know if there was a real need for extending the program or stopping

it. 9.5% of respondents indicated different other reasons for conducting that evaluation.

5.4.2 Preparing the Evaluation Terms of References

79.1% of the respondents prepared the evaluation terms of references before conducting their program evaluation, while 20.9% of them did not prepare that. In 48.6% of the valid responses, the evaluation terms of references were prepared internally by the organization. That was done by the organization's administration and/or the program's administration and in some cases by or with the organization's special M&E unit. In 31.4% of the valid responses, the evaluation terms of references were prepared as a joint effort between the organization and the donor or between the organizations and an external evaluator/consultant. In 20% of the valid responses, the evaluation's terms of references was prepared by an external evaluator/ consultant. Table (5.8) shows the details on who is preparing the evaluation's terms of references at the surveyed PNGOs.

Table 5.8
% of who is preparing or participating in preparing the evaluation terms of references at the surveyed PNGOs

	Frequency	Percent
1- The organization's administration	9	25.7%
2- The program's administration	5	14.3%
3- The specialized M&E person/unit with the Organization Administration	2	5.7%
4- The external evaluator/consultant	7	20.0%
5- The organization with the donor/s	8	22.9%
Answers 1 & 2	1	2.9%
Answers 1 & 2 & 4	2	5.7%
Answers 1 & 4	1	2.9%
Total	35	100.0%

The responses on this question created some concerns on the accuracy of a previous question; the question on having a special M & E unit/person at these organizations. In that question, 38.8% of the respondents indicated that they have a special M & E unit/person at their organizations. That response was not translated in the response of who prepares the evaluation terms of references. A special M & E unit/person at an organization should have a major role in developing the terms of references for any evaluation since they have the best experience to set these terms. If they do not do so, that implies that they either do not exist or at least not active.

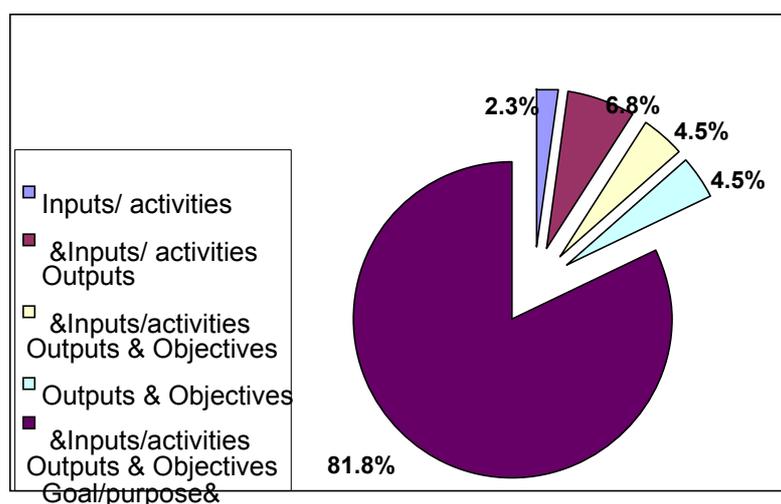
5.4.3 Evaluation Level

81.8% of the respondents investigated during their evaluation all program levels including inputs/activities, outputs, objectives, and goal/purpose. 2.3% analyzed only the inputs/activities of their program, 6.8% analyzed inputs/activities and outputs, 4.5% analyzed inputs/activities and outputs and objectives, while 4.5% analyzed outputs and objectives of their program. This is shown in figure (5.12). The responses on this question were very encouraging since the best program evaluation is the one that analyzes all program levels including outputs and goal/purpose. Evaluating the program's outputs and purpose/goal means that a thorough and well designed program evaluation has been undertaken. For doing that level of program evaluation the organization should tackle most of the evaluation major concerns, use data collection techniques that enable them to

collect the needed information, and conduct the evaluation in a timing that could reflect achieving these goals.

Figure 5.12

% of PNGOs analyzing each of the program levels during their evaluation

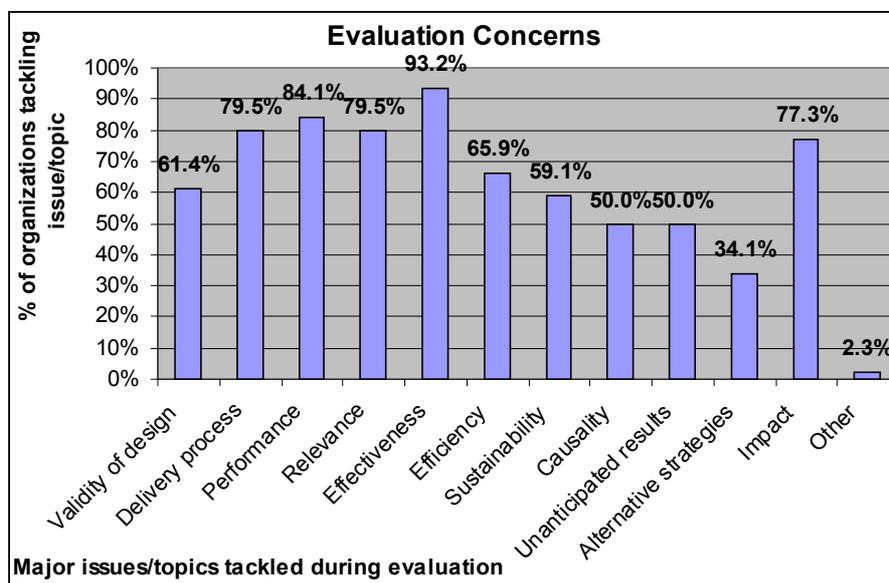


5.4.4 Evaluation Major Concerns

While conducting their program evaluation, the PNGOs tackled most of the major program evaluation concerns discussed in chapter three of this research. The effectiveness of their programs was a major topic where 93.2% of respondents indicated that they have analyzed and studied that topic during their evaluation of the most significant programs completed during the years 2003 and 2004. 84.1% of the respondents tackled the performance of the programs, 79.5% tackled the delivery process, 79.5% tackled relevance, and 77.3% tackled the impact of their programs in addition to other important topics/issues. Figure (5.13) shows the details on the percent of PNGOs tackling each of the major program evaluation issues or topics that were discussed earlier in this research.

Figure 5.13

% of surveyed PNGOs tackling each of the major concerns of a program evaluation



When analyzing the responses regarding the major issues/topics tackled by the PNGOs for their most significant program completed during the years 2003 and 2004, we conclude that 34.1% of these organizations tackled the 11 major program evaluation concerns while evaluating their program, also 50% of these organizations tackled 10 of these major program evaluation concerns. A program evaluation that tackles all these major concerns must be a full scale and in depth evaluation. Moreover, addressing some of these major concerns, for example impact, forces the organization to conduct the evaluation at the end of the program if not a while after its end in order to be able measure them.

5.4.5 Techniques Used for Collecting Program Evaluation

Data

Several techniques were combined together and implemented at each of the surveyed PNGOs for collecting program evaluation data. The mostly adopted technique was conducting field visits to the implementation locations and communicating with beneficiaries; were 86.4% of the respondents used this technique. 79.5% of the respondents studied the programs' documents and files for collecting evaluation data. 61.4% of the respondents used questionnaires filled by the beneficiaries to collect the evaluation data. 45.5% of the respondents arranged focus discussion groups for their beneficiaries and other stakeholders. 40.9% of the respondents selected some cases and analyzed them for collecting the evaluation data. 4.5% of the respondents used other data collection techniques. Table (5.9) shows the percent of respondents using each of the different data collection techniques.

Table 5.9
% of surveyed PNGOs using each data collection technique for program evaluation

Data Collection Technique	% Yes	% No	Total
Field visit to the implementation sites and communicating with beneficiaries	86.4%	13.6%	100%
Studying the programs documents and files	79.5%	20.5%	100%
Questionnaires filled by beneficiaries	61.4%	38.6%	100%
Arranging focus discussion groups for beneficiaries and other stakeholders	45.5%	54.5%	100%
Having some case studies for analysis	40.9%	59.1%	100%
Other Data Collection Techniques	4.5%	95.5%	100%

5.4.6 When was the Program Evaluation Conducted

The stage at which a program stands when it is evaluated shapes that evaluation. 2.3% of the surveyed PNGOs evaluated their programs a while after the program has started. 34.9% of those surveyed PNGOs evaluated their programs periodically. 9.3% of the surveyed PNGOs evaluated their programs after half the program was completed (midterm evaluation). 34.5% of those surveyed PNGOs evaluated their programs directly after completing the program. 7% of those surveyed PNGOs evaluated their programs a while (months or years) after completing the program. Table (5.10) shows timing for the conducted program evaluations at the PNGOs. For those organizations that conduct their evaluation periodically, 25% of valid responses indicated that the evaluation was conducted every three months. 33.3% of valid responses indicated that the evaluation was conducted semi-annually (every six months). 33.3% indicated that the evaluation was conducted annually. 8.3% indicated that the evaluation was conducted every three years.

Table 5.10

% of surveyed PNGOs according to timing of their program evaluation

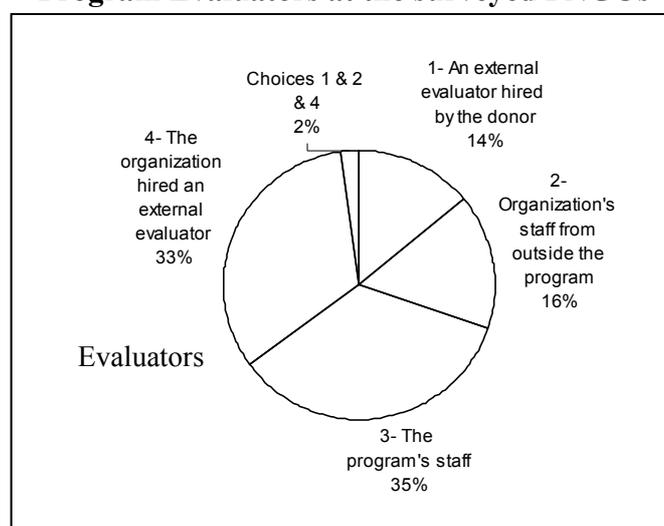
	Valid Percent	Cumulative Percent
A while after the program started	2.3%	2.3%
Periodically (every xx months)	34.9%	37.2%
After half of the program was completed	9.3%	46.5%
Directly after completing the program (1-6 months)	34.9%	81.4%
Twice one midterm and one final evaluation	7.0%	95.3%
A while after the program was finished (months or years)	7.0%	88.4%
Other Timings	4.7%	100.0%
Total	100.0%	

Again, the responses on this subject raised concerns on the accuracy of some of the previous responses. Many of the major topic/issues that were stated earlier by the surveyed PNGOs as a major concern in their program evaluation may not be measured at the stages or timing of evaluation stated later on by them. For example, the impact of the program can not be tested at the beginning of the program.

5.4.7 Evaluators

In 51.2% of the valid responses, program evaluations were conducted by an internal evaluators from within the organization or what is called self evaluation; that included 34.9% of the valid responses were the program's staff conducted these evaluations and 16.3% of the valid responses were the organization's staff outside the program conducted these evaluations. In 46.5% of the valid responses, the program evaluations were conducted by external evaluators; that includes 32.5% of the valid responses were the organization hired external evaluators and 14% of the valid responses were the program's donor hired external evaluators. In 2% of the valid responses, both the donor and the organization hired evaluators that worked with the organization's staff outside the program for conducting the evaluation. This is shown in figure (5.14).

Figure 5.14
Program Evaluators at the surveyed PNGOs



5.4.8 Beneficiaries Participation in the Evaluation Process

95.3% of the respondents involved beneficiaries of the program in the evaluation process, while only 4.7% did not involve them. The ways by which beneficiaries participated differed among respondents. One method that was adopted by 78% of the respondents was to directly communicate with them while they participated in the activities. Another method that was adopted by 51.2% of respondents was to invite them to focus discussion groups to evaluate the activity they have participated in. In 48.8% of the cases, the program staff carried the opinions of the beneficiaries to the organization administration. A method that was adopted by 46.3% of the respondents was to request from the beneficiaries to fill questionnaires evaluating the activity they have participated in. Another method that was adopted by 39% of the respondents was to select randomly some of the beneficiaries for assessing the degree to which they benefited from the program (case studies).

5.4.9 **Language of the Evaluation Report**

Despite the fact that all these PNGOs and their beneficiaries are Palestinians and Arabic language speakers, yet the researcher found that almost half of the program evaluation reports were written in English. 46.5% of the program evaluation reports were written in English, while 37.2% of the reports were written in Arabic, and 16.3% were written both in Arabic and English. As it was found earlier, international funding organizations and development organizations of foreign countries represented the major funding for 93.5% of the PNGOs over the years 2003 and 2004. Accordingly, these funding sources need to receive an English evaluation reports for the programs they have support.

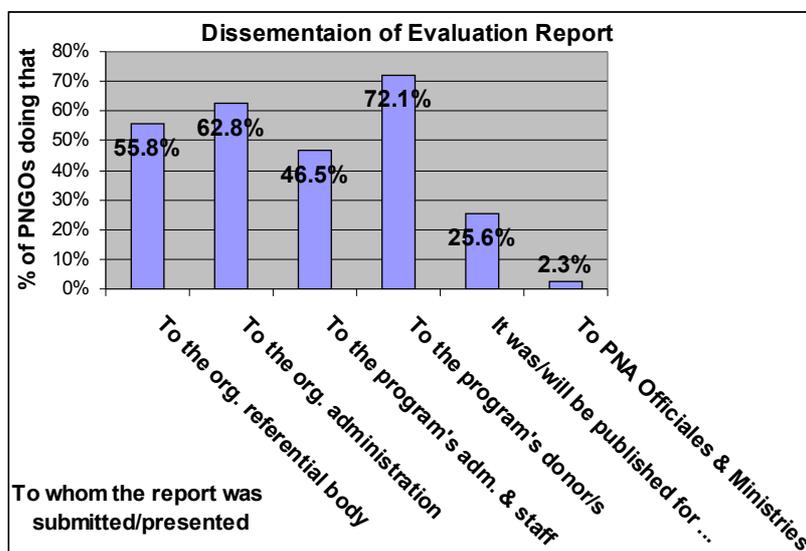
Some of the evaluation reports that were written in English were translated partially or totally to Arabic. 23.8% of the English language evaluation reports were totally translated to Arabic language, and another 33.3% of these reports were partially translated (executive summary for example). The English language evaluation reports that were never translated into Arabic language represented 42.9% of the English language reports. That means that about 20% of the program evaluation reports were written in English and were never translated into Arabic preventing all those who do not have sufficient English language knowledge from benefiting from these evaluations findings.

5.4.10 Dissemination of the Evaluation Report

After finalizing the evaluation report, the PNGOs submit/present the program evaluation reports to more than one party of its stakeholders. 72.1% of these evaluation reports were submitted to the program's donor/s. 62.8% of these reports were presented to the organization's administration. 55.8% of these reports were submitted to the organization's referential body. 46.5% of the evaluation reports were presented to the program's administration. 25.6% of these reports were or will be published to the public. While 2.3% of these evaluation reports were submitted to the concerned Palestinian National Authority Officials and Ministries. Figure (5.15) presents the above mentioned data.

Figure 5.15

% of surveyed PNGOs submitted/presented program evaluation report to that party



The major purpose for disseminating the program evaluation reports for 40.5% of the respondents was to enhance the organization performance and to overcome the mistakes that might have appeared in the evaluation. For 23.8% of respondents,

the major purpose for disseminating the program evaluation reports was to inform those who received the report about the overall achievements of the program and provide them with a better understating for its development. For 14.3% of the respondents, the major purpose was to encourage stakeholders and mainly donors to continue their support to the organization. For 11.9% of the respondents the reports were disseminated as part of the organization commitment to the donor/s. For 9.5% of the respondents, the report was disseminated to increase the credibility of the organization.

25.6% of the valid respondents (11 organizations) indicated that their program evaluation report was or will be published to the public for all stakeholders' knowledge and 9 organizations (81.8% of these organizations or 20.9% of the valid responses of PNGOs) indicated were was it or were will it be published. Three organizations (7% of the valid responses of PNGOs) indicated that the evaluation report was/will be published on the electronic page of the organization. Another, three organizations (7% of the valid responses of PNGOs) indicated that the evaluation report was/will be included in the annual report of the organization. Two organizations (4.7% of the valid responses of PNGOs) indicated that the report was/will be printed and distributed separately. One organization (2.3% of the valid responses of PNGOs) indicated that they will hold a workshop for presenting the evaluation findings.

5.4.11 Program Evaluation Cost

In 50% of the conducted program evaluations, the cost of the evaluation was less than 1% of the total program budget. In 23.5% of the conducted evaluations, the evaluation cost ranged between 1% and 3% of the total program budget. In 23.5% of the conducted evaluations, the evaluation cost ranged between 3% and 5% of the total program budget. In only 2.9% of the conducted program evaluations, the evaluation cost was more than 5% of the total program budget. In the cases where the evaluation was conducted internally by the organization, the evaluation cost was roughly estimated since it represented the time and effort of the organization's staff. Accordingly, the PNGOs' responses for this issue were not accurate since the cost was not included in a separate line item in the program's total budget. The program evaluations cost at PNGOs that have evaluated their programs was covered from the program's budget in 65% of the cases, while they were covered from other resources in 35% of the cases.

5.4.12 Major Problem Faced while Evaluating Programs

70.5% of the respondents indicated that they have faced one or more problem while conducting their program evaluations. 13.6% indicated that they did not face any problem in conducting that evaluation, and 15.9% did not respond. For those who faced problems while evaluating their programs, the overall conditions in the West Bank and Gaza, closures, and movement restrictions were the major problem for 38.7% of these evaluations. For 29% of the respondents, the lack of knowledge and experience in program evaluation both at the organizations' staff

and beneficiaries represented a major obstacle that has led in some cases to a fear from providing the required information. For 29% of the respondents, the evaluation timing and duration was a major problem because it contradicted with other major activities/events conducted at the organization. For 19.4% of the respondents, the nature of the implemented program created an obstacle in designing and conducting the evaluation. For 12.9% of the respondent, the high evaluation cost represented a major obstacle. Language was a major problem for these evaluations when the evaluator/s did know Arabic while all program documents were written in Arabic. Another problem was selecting wrong samples for case studies of the evaluation.

5.4.13 **Program Evaluation in General**

73.8% of the surveyed PNGOs evaluated all their programs that were completed during the years 2003 and 2004, while 19% did not evaluate all their programs, and 7.1% completed only one program. For those who evaluated all their programs, the evaluation was conducted in 61.3% of the cases with the same approach of evaluating their most significant program. In 38.7% of the cases the evaluation was conducted in a different approach. For those who did not evaluate all their programs that were completed during the years 2003 and 2004, the major reason preventing several organizations from conducting these evaluations was the lack of financial resources. Some organizations cited different reasons including: shortages in the organization's staff, the organization experience in program evaluation was limited, program's donor/s did not request to evaluate these

programs, and it was difficult to conduct program evaluation under the occupation and during the current Intifada.

Section IV:

5.5 Overall Analysis and Addressing the Research Questions

This section uses the overall analysis for the research findings that was presented in the previous three sections to answer separately each of the questions that were raised at the beginning of this research.

5.5.1 Percent of PNGOs Conducting Scientific Program Evaluation

89.8% of the PNGOs indicated that they have evaluated their most significant program completed during the years 2003 and 2004 at a certain stage of its implementation. Each of these organizations provided the details of that evaluation in the sense of why, what, where, when, by whom and other related issues. However, when these responses were thoroughly investigated the researcher found that the percentage of PNGOs conducting a scientific and systematic evaluation for their programs was much lower than what was indicated. A major finding that could explain this conclusion is that many of these PNGOs mix between the monitoring and the evaluation of their programs. This was clear when these organizations were requested to define the organization perspective for the terms monitoring and for evaluation.

Program monitoring was perceived as evaluation in several PNGOs responses. Organization number 3 defined program monitoring as, “Conducting a periodic evaluation and studying the commitment of the organization to its pre-set planes, goals, and programs/projects”. Organization number 4 defined program monitoring as, “Maintaining programs and activities conducted for beneficiaries within the organization specific vision and strategic goals”. Organization number 40 defined program monitoring as, “Following the implementation of plan, and the extent to which the set activities are suitable for the target group, and the efficiency of the staff in implementing the plans...”. On the other side, several PNGOs responses defined evaluation as monitoring. Organization number 36 defined program evaluation as, “Studying the deviation between the implementation and the pre-set plan”. Organization number 2 defined program evaluation as, “Comparing between plan and actual implementation and fitting them together”. Organization number 7 defined program evaluation as, “The degree to which the program’s managerial and financial plans are implemented”.

Consequently, it was hard for the researcher to accurately calculate the percentage of PNGOs conducting a scientific and systematic evaluation for their programs without studying these evaluations on a case by case base. Nevertheless, in order to reach an estimate for the percentage of PNGOs that actually evaluate their programs, the researcher analyzed and combined the responses of the PNGOs regarding what they actually did when they evaluated their most significant

programs completed during 2003 and 2004. To do that, the researcher selected five parameters to judge if an organization is evaluating its program. The five parameters were: whether the PNGO stated that they actually did evaluate their program, preparing the evaluation terms of references before conducting the actual evaluation, going beyond the output level in the evaluation (objectives, goals/purpose), conducting the evaluation in a timing that permits to do full scale evaluation (not evaluating the program's goal at the beginning of the program for example), and finally the techniques used in collecting evaluation data (not only using program documents for evaluating the impact of a program for example). The researcher used his experience in program evaluation and with the selected five parameters to analyze the surveyed PNGOs responses case by case.

Based on the above mentioned analysis it was found that only 29 PNGOs had evaluated their most significant program completed during the years 2003 and 2004. This represents 59.2% of the surveyed PNGOs. Out of the 29 organizations, 21 PNGOs (or 75%) evaluated all their programs completed during the years 2003 and 2004, 4 PNGOs (or 14.29%) did not evaluate all their programs, and 3 PNGOs (or 10.71%) completed only one program. The researcher considered the PNGOs that evaluated the only program they have completed as if they have evaluated all their programs. The researcher concluded that 85.7% of the PNGOs that evaluated their most significant program have evaluated all their programs.

As a conclusion for this analysis, the researcher found that only 50.73% of PNGOs are actually evaluating all their programs during or after their completion. This figure represents the percentage of PNGOs that conducting a scientific and full scale evaluation for their programs, however, it does not imply that the remaining 49.27% are not evaluating their programs at all or that they are not exerting efforts to do certain kind of assessments for their implemented programs.

5.5.2 Program Evaluation as Part of Program Life Cycle

As mentioned earlier in chapter three of this research, evaluation should be an integral part of the program life cycle. A program life cycle can be summarized by three main phases; planning, implementation, and evaluation. Regardless of the shape of the evaluations that are conducted at the PNGOs, the researcher found that the PNGOs consider program evaluation as part of their program life cycle. This was clear through analyzing the following points:

- 95.9% of the PNGOs conduct a sort of needs assessment of their targeted groups before conducting the program. Needs assessment is considered to be a kind of evaluation and it also provides the organization with a baseline data for any future evaluations.
- 38.8% of the PNGOs have established a special monitoring and evaluation unit/person at their organizations. Establishing this special M & E unit or at least hiring a person for that purpose reflects the importance of evaluation at these PNGOs. Moreover, the operations of this unit/person enhance evaluation conditions at these PNGOs. Nevertheless, the researcher found that the

percentage of PNGOs that have this unit/person is lower than what was indicated by the respondents. Furthermore he found that these units/persons were not actually activated up to this point at these PNGOs.

- 85.7% of the PNGOs prepare a monitoring and evaluation plan before implementing each of their programs. Without having some kind of monitoring system for each program, it will be difficult to conduct an evaluation or at least to reach for some decisive findings if the evaluation was conducted. Preparing M & E plan for each program is an important step in the evaluation process. Checking the progress in the implementation of the M & E plan also shows the commitment of the PNGOs for the issue of monitoring and evaluation.
- Finally and the most apparent fact is the actual evaluation of the program at the PNGOs. Although the researcher questioned the maturity of the conducted evaluations at some of the PNGOs, it was proved that 89.8% of the PNGOs still conduct a certain kind of evaluation for their programs.

5.5.3 Why Programs are Not Evaluated at Some PNGOs

Based on the analysis of section two of this chapter, the researcher found that although PNGOs who do not evaluate their programs do acknowledge the importance of program evaluation, they did not exert the necessary effort to solve the problem and start evaluating their programs. He also found that PNGOs that do not evaluate their most significant programs, do not evaluate any of their programs at all. The major obstacle preventing some PNGOs from evaluating their

programs was limited financial resources. The PNGOs indicated several problems that prevent them from evaluating their program such as limited experience in evaluation, shortage of staff...etc. However, all these problems can be solved if some financial resources were allocated for program evaluation. If the cash is available the staff and management of these PNGOs can be trained on program evaluation, and also they will be able to afford hiring a person or even establishing a specialized monitoring and evaluation units at their organizations.

However, a major question remains regarding the amount of financial resources that should be allocated to program evaluation at these PNGOs. Referring back to the cost of program evaluations at the PNGOs that do evaluate their programs, the researcher concluded that this amount should not be high and that program evaluation cost is lower than some might imagine. For 50% of the PNGOs that do evaluate their program, the evaluation cost was less than 1% of the program cost. Consequently the researcher found that another major obstacle preventing some PNGOs from evaluating their programs was the mistaken perception of the cost of evaluating a program at these PNGOs.

5.5.4 Program Evaluation Characteristics at the PNGOs

5.5.4.1 Programs' levels Evaluated at the PNGOs

As mentioned earlier in this chapter, 81.8% of the respondents PNGOs investigated all of the programs' levels during their evaluation including inputs/activities, outputs, objectives, and goal/purpose. 2.3% analyzed only the

inputs/activities of their program, 6.8% analyzed inputs/activities and outputs, 4.5% analyzed inputs/activities and outputs and objectives, while 4.5% analyzed outputs and objectives.

After filtering the PNGOs responses and concluding that only 29 organizations (59.2%) have conducted a scientific and full scale evaluation, the responses of the PNGOs on this topic were analyzed again. The researcher found that 96.6% of the PNGOs study and analyze all program levels while conducting their programs evaluation. That includes inputs/ activities, outputs, objectives, and goal/purpose. Responses on this topic were very encouraging since the best program evaluation is the one that analyzes all program levels in order to create the best understanding for what actually takes place at that program.

5.5.4.2 **When Programs are Evaluated at the PNGOs**

The stage where a program stands when it is evaluated shapes the evaluation. As mentioned earlier in this chapter, 2.3% of the surveyed PNGOs evaluated their programs a while after the program has started. 34.9% of the surveyed PNGOs evaluated their programs periodically. 9.3% of the surveyed PNGOs evaluated their programs after half the program was completed (midterm evaluation). 34.5% of those surveyed PNGOs evaluated their programs directly after completing the program. 7% of those surveyed PNGOs evaluated their programs a while (months or years) after completing the program.

After filtering the response and concluding that only 29 organizations (59.2%) of the surveyed PNGOs have conducted a scientific and full scale evaluation, the responses of the PNGOs on this topic were analyzed again. The researcher found that 28.6% of the PNGOs evaluate their programs periodically. 10.7% of the PNGOs evaluate their programs after half the program is completed (midterm evaluation). 35.8% of the PNGOs evaluate their programs directly after completing the program (1-6 months after completion). 10.7% of the PNGOs evaluate their programs a while (months or years) after its completion. 14.2% of the PNGOs evaluate their programs twice; first during its implementation and second after its completion.

5.5.4.3 **Who Evaluates Programs at the PNGOs**

In 51.2% of the valid responses of the surveyed PNGOs, program evaluations were conducted by evaluators from within the organization or what is called self evaluation; that included 34.9% of the valid responses were the program's staff conducted these evaluations and 16.3% of the valid responses were the organization's staff outside the program conducted these evaluations. In 46.5% of the valid responses of the surveyed PNGOs, the program evaluations were conducted by external evaluators; that included 32.5% of the valid responses where the organization hired external evaluators and 14% of the valid responses where the program's donor hired external evaluators. In 2% of the valid responses, both the donor and the organization hired evaluators that worked with the organization's staff outside the program for conducting the evaluation.

After filtering the response and concluding that only 29 organizations (59.2%) of the surveyed PNGOs have conducted a scientific and full scale program evaluation, the responses of the PNGOs on this topic were analyzed again. The researcher found that in 50% of the PNGOs, program evaluations are conducted by evaluators from within the organization or what is called self evaluation; that includes 39.3% are the program's staff conducted the evaluations, and 10.7% are the organization's staff outside the program conducted the evaluations. In 46.4% of the PNGOs, program evaluations are conducted by external evaluators; this includes 25% where the organization hires external evaluators and 21.4% are the program's donor hires external evaluators. In 3.6% of the valid responses, either the donor or the organization hired evaluators that worked with the organization's staff outside the program for conducting the evaluation.

Granting the evaluation responsibility to the organization staff, which is the case in 50% of the PNGOs conducted evaluations, is a controversial issue. There are advantages and disadvantages for that. Some experts discourage that a conflict of interest might be created while conducting these evaluations by the organization staff. The organization staff will not be neutral in their work and at the same time beneficiaries and others stakeholders might be hesitant to provide subjective assessment and feedback to them. On the other side, a major advantage is that the organization staff has the best knowledge on all aspects of the program and they have already established relations with beneficiaries and other stockholders that

allow them to accomplish the program evaluation effectively and efficiently. As mentioned earlier, organization staff can either be from outside the program or they can be part of the program's staff. For organization staff outside the program conducting the evaluation, which is the case in 10.7% of the PNGOs, the issue is less sensitive and self evaluation in this manner might be encouraged. However, a credibility concern can be raised on the program evaluations that are conducted internally by the program's staff, which is the case in 39.3% of the PNGOs. When the program staff conducts the evaluation they serve as the implementers and the controllers of their work.

5.5.5 **Benefiting from the Conducted Program Evaluations**

When an organization conducts an evaluation this is not done for the sake of evaluation or for spending out their available funds. Organizations conduct the evaluation with a preset goal that will benefit the organization and the various stakeholders when they are achieved. There are three main levels of benefits to an organization from conducting an evaluation. These levels are; organizational level, donor's level, and the beneficiaries level. PNGOs benefit from the three, however each to a certain extent.

With regard to the organizational level, enhancing the organization performance is the main goal for any conducted evaluation. As explained earlier in chapter three of this research, Patton (2001) mentioned two major uses for an organization to conduct an evaluation; Conceptual use and Instrumental use. The first use is

attained through enhancing the performance and raising the knowledge of the organization staff, especially the program's staff while conducting and/or participating in the evaluation process. 62.3% of the PNGOs involve their staff in preparing the M & E plan and 53% of the PNGOs involve the staff totally or partially in the evaluation process. The second use is attained through enhancing the performance and achievement of on going or future programs that will be implemented. 40.5% of the PNGOs indicated that they conduct program evaluation and use its results to develop existing programs or new programs. 40.5% of the PNGOs indicated that they disseminate their program evaluation report to the organization's staff, management, and referential body to enhance the organizations performance and to overcome the mistakes that might have appeared in the evaluation. Despite the good will of these organizations, there are some obstacles that prevent them from benefiting fully from these evaluations. 46.5% of the program evaluation reports were written in English, while 37.2% of the reports were written in Arabic, and 16.3% were written both in Arabic and English. Some of the evaluation reports that were written in English were translated partially or totally to Arabic. 23.8% of the English language evaluation reports were totally translated to Arabic language, and another 33.3% of these reports were partially translated (executive summary for example). The English language evaluation reports that were never translated into Arabic language represented 42.9%, and taking into consideration that English language is the second language in Palestine, we conclude that some of the PNGOs staff, administration, and referential bodies are not benefiting from the program evaluation findings and results.

With regard to the second level, PNGOs are benefiting from maintaining and strengthening relations with donors very well. The researcher found that 21.4% of the PNGOs evaluate their program as a request from their donors, and that the program's donor/s were directly hiring the evaluators in 14% of the valid conducted evaluations. Moreover, 72.1% of the PNGOs submitted their program evaluation report to their donor/s. For 14.3% of those PNGOs who disseminate their program evaluation report, the purpose of this dissemination is to encourage donor/s to continue their support to the organization. We can conclude that the donor/s are involved in the evaluation process, they are updated with the evaluation results, and that in total will strengthen the relation between the PNGOs and their donors.

With regard to the third level, PNGOs are benefiting from strengthening relations with community and specially beneficiaries, yet up to now they are not willing to contribute their part. As mentioned earlier, beneficiaries and other stakeholder are involved in all program phases from needs assessment before conducting the program, to questionnaires, workshops and focus discussion group that they participate in while evaluating the programs. Having this level of involvement surely has its positive effect on those beneficiaries and would create a sense of ownership and commitment from the society to these programs. However, PNGOs are not providing the community with the results and findings of these evaluations. It is the right of community and especially beneficiaries and those who participated

in the program and the evaluation process to have access to the evaluation reports. Up to now only 25.6% of the PNGOs published or are willing to publish the results of their program evaluations that were conducted over the years 2003 and 2004.

5.5.6 Stakeholders Involvement in the Evaluation Process

Stakeholders' involvement and especially beneficiaries in the evaluation process is an important guarantee for achieving the goals of the evaluation. As mentioned earlier in chapter three, participatory evaluation approach is currently adapted by many international developmental organizations and foreign government support agencies. Beneficiaries are the best people to assess the program that they have participated in. Accordingly, it was important for the PNGOs to implement this new approach in their operations and start increasing the degree of involvement of beneficiaries in the various program evaluation stages.

As mentioned earlier in this chapter, beneficiaries are involved at the PNGOs from the early stages of any program. 95.5% of the PNGOs assess the needs of their targeted groups before implementing their programs. For those PNGOs, the mostly adopted needs assessment technique (76.6%) is through organizing planning meeting and workshops with various stakeholders which is a well recognized mean for conducting that task. In 74.5% of the PNGOs, organizations are communicating and having direct contact with beneficiaries as a tool for sensing their needs and priorities. Having this degree of involvement at the early

stages will help PNGOs shape better their programs and at the same time will facilitate beneficiaries' involvement in the program evaluation process.

The researcher found that 95.3% of the surveyed PNGOs involved beneficiaries of the program in the evaluation process, while only 4.7% did not involve them. The ways by which beneficiaries are involved differ among the PNGOs. One method that is adopted by 78% of the PNGOs is to directly communicate with them while they participate in the activities. Another method that is adopted by 51.2% of PNGOs is to invite them to focus discussion groups to evaluate the activities they are participated in. In 48.8% of the cases, the program staff carries the opinions of the beneficiaries to the organization administration. A method that is adopted by 46.3% of the PNGOs is to request from the beneficiaries to fill in questionnaires evaluating the activities they are participated in. Another method that is adopted by 39% of the PNGOs is to select randomly some of the beneficiaries for assessing the degree to which they are benefiting from the program (case studies).

Some of the above-mentioned beneficiaries' involvement techniques translate maturity at many of the PNGOs. Cases studies and focus discussion groups represent effective and well recognized beneficiaries' involvement techniques. However, a credibility concern can be raised on some of the beneficiaries involvement techniques implemented by the PNGOs. For the 48.8% PNGOs were the program staff carry the opinions of beneficiaries, a conflict of interest might have existed. The program staff will not be neutral in carrying these opinions, and

at the same time, beneficiaries and others stakeholders will be hesitant to provide subjective evaluation when providing their opinions to the program staff that they have worked with.

Moreover, despite the fact that beneficiaries are involved in many stages of the programs including the evaluation process itself, in most of the PNGOs they do not have the access to the results of these evaluations. For 74.4% of PNGOs, the evaluation results and findings were kept for the organization and/or the donor/s of these programs. This action contradicts with the transparency and openness, PNGOs are calling for. Three explanations might be given to that; the first is that the evaluation findings/results are sometimes not suitable from the organization's perspective to be published, in other words the results are negative and they are kept enclosed. The second explanation is that the evaluation itself was not conducted in a scientific manner and these PNGOs do not want to show that. The third explanation is that these organizations do not sense the benefits from publishing these results to the public. Language barriers added an additional constraint on the beneficiaries involvement in the evaluation process and in benefiting from the evaluation results as 20% of the program evaluation reports were written in English and were never translated (partially or totally) into Arabic.

5.6 Conclusion

After analyzing these research data, the researcher found that most of the Palestinian Non-Governmental Organizations conduct several activities to assess

the benefits of their implemented programs. In some cases and although these PNGOs consider what they are doing as a program evaluation, it was found that what is done is not a scientific and full scale evaluation that reflects the levels of program evaluations these organizations seek to conduct and the major concerns they intend to study. Out of the 89.8% PNGOs evaluating their most significant programs, it was found that only 59.2% PNGOs are conducting a scientific and full scale program evaluation that address issues they have raised. Moreover, it was found that 50.7% of PNGOs are evaluating all their programs. Nevertheless, most PNGOs acknowledge the importance of program evaluation. PNGOs consider program evaluation as part of their program's life cycle and that is proven through the special monitoring and evaluations that are established at some of these PNGOs and through the preparation of monitoring and evaluation plans at most of these PNGOs.

For the PNGOs that are not evaluating their program, limited financial resources is that major reason for not conducting these evaluation. If adequate financial resources were secured many of the obstacles that are preventing these PNGOs from evaluation their program could be solved such as shortage of staff and limited experience in evaluation. Another obstacle that is related to the limited financial resources is the mistaken perception regarding the cost of program evaluation. Program evaluation cost in 50% of the conducted evaluation is less than 1% of the program cost. Accordingly, PNGOs could secure the amount for conducting the

evaluation from their own resources if not from the program's budget or their donors.

PNGOs do benefit from the program evaluations they are conducting. They benefit to a certain limit on the organizational level both conceptually and use instrumentally. They use the evaluation effectively to strengthen their relation with their donors which enable them to maintain their funding and secure additional funding. PNGOs involve beneficiaries in the evaluation process and implement several program evaluation participatory approaches. However, PNGOs are still keeping the evaluation results and finding to them and the donors in most of the cases and they are not publishing them.

Based on the findings and analyses of this chapter, the researcher will present in the following chapter his recommendations for the various parties involved in the Palestinian Non-Governmental Organization sector. That will include recommendation for the PNGOs, and donor community.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1 Summary and Conclusions:

Over the course of the years, Palestinian Non-Governmental Organizations (PNGOs) developed as part of the Palestinian Society Development. These Organizations have witnessed major changes since the first Palestinian Intifada and the creation of the Palestinian National Authority (PNA). Since the start of the Palestinian Second Intifada, the role and responsibilities of the PNGOs has increased dramatically due to the increased suffering of the Palestinian Society and the increased financial recourses available for these organizations. This in tern has affected the characteristics of these organizations in terms of sizes, programs, funding...etc.

Many definitions have been given to the term PNGOs, which can be summarized in a permanent structurally separated body that is not seeking for profit and has a minimum level of voluntary participation. As a consequence for the absence of a clear and approved upon definition for the PNGOs, there is no exact and approved upon count for those PNGOs. There are at least 800 active PNGOs in the West Bank and the Gaza Strip, and that figure can rise up to 1500 based on the adopted

definition of each study. Since the beginning of the Intifadet Al Aqsa donors have provided an unprecedented level of international financial commitment with average of US\$315 per person per year (The World Bank Report, 2003). Moreover, PNGOs modified their goals and objectives toward aid and relief, struggling at the same time to maintain a certain limit of development objectives. It was clear that the PNGOs programs division has changed giving extra attention and care towards aid and relief programs leading to an increase in their numbers and sizes on the account of development and community empowerment programs.

Accountability is a substantial component for gaining legitimacy and researches unanimously agree that leaders and members of private and public organizations seek to avoid being subjected to accountability (Edwards & Hulme, 1995). Evaluation at the NGO sector is one of the major steps taken to achieve accountability. In the absence of a well-designed evaluation system, organizations can not provide stakeholders with reliable data on its achievements. The notion of evaluation has been used a long time ago. Recently, the attention on evaluation increased; international organizations and donors' community started to be aware of the importance of having an evaluation system that could address their concerns on programs they are funding. Working in an environment with limited resources, increasingly complex social problems, changing political climate, and a seeming shift in public opinions, resulted in an increased pressure to demonstrate the effectiveness of social programs. According to the United Nations Population Fund (tool # 2, November 2000:1), "program evaluation is a management tool, it is

a time-bonded exercise that attempts to assess systematically and objectively the relevance, performance, and success, of ongoing and completed programs and projects”. A good program evaluation provides an extremely useful tool for all stakeholders to manage ongoing activities, identify successes, and plan effectively for new initiatives and programs, and thus using the allocated resources most efficiently. “The purpose of evaluation research is to improve planning, administration, implementation, effectiveness, and utility of social interventions and human service programs (Rossu & Freeman, 1982).

According to McNamara (1998), Program evaluation can include a variety of at least 35 different types, such as needs assessment, cost/benefit analysis, effectiveness, efficiency, formative, summative, goal-based, process, outcome, etc. The type of evaluation depends on what do you want to learn about your program. Regardless of the selected type of evaluation, any evaluation should tackle partially or totally some of the following main concerns: validity of design, delivery process, performance, relevance, effectiveness, efficiency, sustainability, causality, unanticipated results, and alternative strategies (UNFPA, December 2000). The actual implementation of a program evaluation includes three main stages (UNESCO 2004): data collection, data analysis, and drafting the analytical report. The importance of any evaluation depends basically on the quality of the collected information. Different quantitative and qualitative data collection methods can be used for this purpose. However, there are tradeoffs in the quality of the information. Despite the fact that PNGOs have been the subject of several

studies and researches; yet, the issue of program evaluation at these organizations was rarely tackled. International organizations and donor community are usually satisfied with the evaluation conducted for their operating offices in the West Bank and Gaza.

In the experimental part of this research and in order to collect the data, the researcher used a combination of primary and secondary data sources for collecting the initial data at the beginning, and later on he used primary data sources, and all of that was done in the natural environment of the PNGOs. A questionnaire was used as the main data collection tool, and after developing it, the researcher used pilot testing for finalizing it. Members of the Palestinian Non-Governmental Organizations Network were selected as the elements of the survey, and due to some limitation West Bank organizations, including Jerusalem, were only studied. The researcher distributed a total of fifty nine questionnaires at fifty nine Palestinian Non-Governmental Organizations in the West Bank, including Jerusalem. The response rate was 86.4% which is relatively a high response rate that was due to the researcher strong personal relation with many managers/directors of the organizations and his continuous follow up with these organizations.

Out of the 59 questionnaires which were distributed, only 51 were collected back and out of these 49 were analyzed. Based on the overall analysis for the characteristics of the surveyed members of the Palestinian Non-Governmental

Organization Network selected for the following can be generalized and concluded on the PNGOs:

- Most of the West Bank PNGOs are located in the middle parts of the West Bank, mainly in Ramallah and Jerusalem.
- Although most PNGOs are based in the middle parts of the West Bank, most of them operate and implement activities across the West Bank. More than half of them operate also in the Gaza strip.
- The number of newly established PNGOs decreased if compared with the number of newly established PNGOs during the peaces process. This might be the case only at the Palestinian Non-Governmental Organization Network as they tend to selectively choose their members.
- Only a small portion of PNGOs conduct activities in a single field of interest. Most of them tackle different needs of Palestinian society, and conduct different kinds of programs that sometimes tend to appear heterogeneous. The largest portions of PNGOs conduct activities in training and rehabilitation, democracy and human rights, and women issues.
- Youth, women, and children are the groups mainly targeted by the various programs and activities of the PNGOs.
- Most of the PNGOs have already rectified their legal status at the Palestinian Interior Ministry. Accordingly these PNGOs are currently governed by a General Assembly that has been elected in most of the cases.

- Although all PNGOs receive their financial support from more than one source, the major funding sources for 93.5% of them over the last two years were from International Organizations and Foreign Governments.
- The operational budget of year 2004 for around 45% of the PNGOs was less than \$250,000, while around 19% operated with a budget that exceeded one million USD.

After analyzing these research data, the researcher found that most of the Palestinian Non-Governmental Organizations conduct several activities to assess the benefits of their implemented programs. In some cases and although these PNGOs consider what they are doing as a program evaluation, it was found that what is done is not a scientific and full scale evaluation that reflects the levels of program evaluations these organizations seek to conduct and the major concerns they intend to study. Out of the 89.8% of the PNGOs evaluating their most significant programs, it was found that only 59.2% PNGOs are conducting a scientific and full scale program evaluation that address issues they raised. Moreover, it was found that 50.7% of PNGOs are evaluating all their programs. Nevertheless, most PNGOs acknowledge the importance of program evaluation. PNGOs consider program evaluation as part of their program's life cycle and that is proven through the special monitoring and evaluations that are established at some of these PNGOs and through the preparation of monitoring and evaluation plans at most of these PNGOs.

For the PNGOs that are not evaluating their programs, limited financial resources is the major reason for not conducting these evaluations. If adequate financial resources were secured many of the obstacles that are preventing these PNGOs from evaluation their program could be solved such as shortage of staff and limited experience in evaluation. Another obstacle that is related to the limited financial resources is the mistaken perception regarding the cost of program evaluation. Program evaluation cost in 50% of the conducted evaluation is less than 1% of the program cost. Accordingly, PNGOs could secure this amount for conducting the evaluation even from their own resources if not from the program's budget.

PNGOs do benefit from the program evaluations they are conducting. They benefit to a certain limit on the organizational level both conceptually and use instrumentally. They use the evaluation effectively to strengthen their relation with their donors which enable them to maintain their funding and secure additional funding. PNGOs involve beneficiaries in the evaluation process and implement several program evaluation participatory approaches. However, PNGOs are still keeping the evaluation results and finding to them and the donors in most of the cases and they are not publishing them.

6.2 Implications of the research

6.2.1 Implications on the PNGOs Sector

This research has shed light on a very sensitive issue within the PNGOs sector and that is program evaluation. The findings of the research provided solid information that will assist various stakeholders of the PNGOs sector to act upon. The responsibility for improving the performance of the PNGOs is on the management and referential bodies of these organizations. It is the role of the management to develop programs in a manner that achieve the organizations' mission, vision, and goals. Furthermore, it is their responsibility to assure that the programs are implemented in the most appropriate and efficient manner. Consequently, management of the PNGOs should develop their own monitoring and evaluation systems that could provide them with a reliable assessment on the achievement of their programs.

This research draws the attention of the PNGOs for the issue of program evaluation and provides them with a better understanding for the evaluation conditions at their organizations. The researcher intends in his work to raise the awareness of the management of these PNGOs on the issues of monitoring and evaluation. The long research questionnaire served as a learning tool for some of these PNGOs. The research also provides the PNGOs with solid data that could be used to develop their own monitoring and evaluation systems. PNGOs should invest more in the capacities of their staff and enhance their skills in program evaluations in order to be able to conduct efficiently programs evaluations. Moreover, they should consider program evaluation as an integral part of any

program they conduct and allocate financial resources for conducting these evaluations.

The management of the PNGOs should work together and especially through the PNGO Network in order to create a consensus about the best practices of program evaluation. They also must work on developing evaluation modules and data collection tools that could be adopted by smaller PNGOs that are not capable of conducting their own program evaluation and could not afford paying external evaluators. Finally PNGOs must provide their community with the findings and results of the conducted program evaluations.

6.2.2 Implications on the Donors community

Donors' community should have a role in stressing the importance of program evaluation. They should adopt approaches that consider program evaluation as vital and important step in any program. The responsibility for this can be shared by the foreign, Arab, and local donors, whoever, since International Organizations and Foreign countries by far are the largest funding source for the PNGOs they should have a leading role in this process. The assistance for any program must be linked to proving evidence that the program has achieved its stated goals. Before and while conducting that, donors' community must invest resource and build the local capacities of PNGOs in M&E systems and especially in program evaluation. They must conduct training and consultancy for these PNGOs to enable them to implement these systems.

6.3 Research Recommendations

As it was shown in chapter two, the role of the Palestinian Non-Governmental Organizations in the Palestinian society has always been recognized. Even after the creation of the Palestinian National Authority this role has continued, and with the current Intifada their importance has increased significantly. PNGOs should exert all possible efforts to maintain the position they have achieved, and continue to be leaders of the community. PNGOs must present a model for transparency and accountability for their community first and then for their donors and the PNA. Although the responsibility for improving the performance of the PNGOs is on the management and referential bodies of these organizations, we must never forget that the NGOs sector and especially the PNGOs sector is a sector that combines all parties and groups of the society in a way or another. All parties are involved in its operations including the beneficiaries, the donor community, the PNA, and the private sector. Accordingly, all parties must agree on their shared responsible for enhancing the performance of the PNGOs sector with different levels of involvement.

This research recommends that PNGOs should increase the attention for monitoring and evaluation systems at their organizations. The perception of the management of the PNGOs for program evaluation should be corrected; they must perceive program evaluation as management and planning tool at the same time. Also they must be convinced that the benefits attained from program evaluation are much higher than its cost or the efforts exerted by them and their staff in

conducting the evaluation. They should invest human and financial resource in building the capacities of their staff in the field of program M&E. Consequently PNGOs must set M&E plan for each of its implemented program and follow up the progress of these plans. The special M&E units should be activated in the PNGOs that has already established such unit or hired such persons. Other PNGOs have to prepare for creating such position in their organizations. The creation of such unit might not be feasible at small or even medium size PNGOs; accordingly, these PNGOs should coordinate together directly or through the PNGOs Network for the creations of such a unit that could serve together the M&E needs of these PNGOs.

As it was noticed during the analysis of the findings, many PNGOs have conducted program evaluations, yet in many cases these evaluations were not prepared professionally, the tools were not sufficient to accomplish the set goals, and the timing of the evaluation was not suitable for achieving the set goals. Building the capacities, investing human and financial resources, and establishing special M&E units will enable the PNGOs to evaluate each of their programs at least once during program life cycle and in the most appropriate manner.

As for the donors' community, the research recommends that they should reinforce the culture of program evaluations at the PNGOs that do not evaluate their programs. Also they must test the quality of the conducted program evaluations for those PNGOs that evaluate their programs. As it was found during the research most of the PNGOs conduct or at least try to conduct program evaluations. Yet,

many of these efforts are improperly directed and many of the evaluation attempts are not providing the desired goals. Accordingly, donors should question the process as they question the results of any conducted program evaluation. Donors have the position were they could include program evaluation as an integral part of any program they support. Before and during conducting all the mentioned above, the donors' community should invest human and financial resources for supporting the PNGOs while evaluating their programs. They could support and cover the operational expenses of the special M&E units at the PNGOs or they could support the creation of a national M&E body that could serve the needs of the whole PNGOs sector.

As for the role of the local community and especially beneficiaries; up to now they are nearly passive. They are not taking any role in calling for proves that the conducted programs at the PNGOs sector are actually achieving their goals and bringing real benefits to the Palestinian society. The research recommends that local community should lobby for receiving the findings of the evaluations that are conducted. Moreover, they should pressure the PNGOs for continuous proves for the impact of their implemented programs. Beneficiaries must address PNGOs calling for real involvement in the whole program life cycle.

6.4 Contribution to the Theoretical Knowledge

This research is the first that has been conducted in the field of program evaluation in the Palestinian Non-Governmental Organizations sector. PNGOs were the

subject of many researches during the eighties, the nineties, and the year 2000. None of these researches, up to the researcher knowledge, tackled the issue of program evaluation at the PNGOs. Many NGO related topics were discussed in these researches; however, program evaluation was almost neglected. Also this research is the first that has been conducted on PNGOs during the current Palestinian Intifada. As mentioned earlier, many researches on the PNGOs were conducted, yet all of them, up to the researcher knowledge, were conducted before the current Intifada. Despite the fact that the surrounding environment of PNGOs has dramatically changed over the last five years, there were no significant efforts to assess the impact of these conditions on the characteristics and operations of the PNGOs.

This research provided the various stakeholder of the PNGOs sector with solid data both on the characteristics of the PNGOs during the current Intifada and the evaluation conditions at PNGOs. The findings of the research will serve as a concrete base for future PNGOs studies. Moreover, the results will serve as a reference for any future studies of evaluation conditions at the PNGOs. As the program evaluation topics was very wide and the parameters were many, this research paved the road for future researches to select specific findings of this research and build on them for developing specific and more condensed PNGOs studies.

6.5 Contribution to the Practical Knowledge

This research provides a synthetic analysis for the Program evaluation condition at the Palestinian Non-Governmental Organizations sector. Moreover, it provides stakeholders a better understanding for the characteristics of the PNGOs sector under the current Intifada. The findings of the research provide the various stakeholders of the PNGOs sector with a better understanding for the environment in which they operate. A better understanding that would shape their interventions in this sector. The attention of PNGOs has already been raised for the importance of this issue during the implementation of the research, especially during filling the research questionnaire. They will also benefit from the findings and the recommendations of the research in enhancing the nature of the conducted program evaluations. Moreover, the donor community in Palestine is currently support with the directions of development and capacity building at these PNGOs.

6.6 Recommendations for Future Researches

The major concern of this research was to provide an overview on the program evaluation conditions at the Palestinian Non-Governmental Organizations sector. Accordingly, it only concentrated on the general characteristics of the implemented program evaluations at these PNGOs with a relatively shallow investigation for the details of each evaluation. It did not intend to provide a deeper look on each evaluation separately. Moreover, this research did not intend to present a new model of program evaluation for the PNGOs sector.

Future researches are needed to closely investigate the conducted program evaluations at the PNGOs. The researcher recommends to future scholars to build on this research results and select some program evaluation case studies and deeply analyze them. It is recommended for future studies to investigate the quality of the evaluation data collection techniques, capacities of internal evaluators, and the evaluation reports, in addition to other program evaluation issues.

Conducting this kind of program evaluation case studies would help in developing a new model and data collection tools that are suitable for the PNGOs sector in general and that could be adopted by PNGOs that lack the staff and skills to develop their own monitoring and evaluation systems.

BIBLIOGRAPHY

- Aaker, D, Kumar, V, & Day, G 2001, *Marketing Research*, New York, John Wiley & Sons.
- Abdel Hadi, Izzat 1997, 'Palestinian Civil Organizations, The Management of Transformation from Relief to Development', *Shuúon Tanmawiyya*, Vol. 6, No. 3 & 4, Fall 1997, pg. 66-72 (English) & pg. 76-89 (Arabic).
- Abdel Rahim, Zakariya 2000, 'Civil Organizations Received about 400 million USD since 1994', *Al Quds Daily Newspaper* (Arabic), September 11, 2000, pg2.
- Afandi, Attiya 2001, *The Role of Non Governmental Organizations in Managing State and Society Affairs* (Arabic), Public Administration Research & Consultation Center, Cairo University, Cairo, pg 19-98.
- Azzam, Jaber 2001, 'Civil Society Organization in Palestine: Vision and creating new roles for supporting building democracy in Palestine (Arabic)', Master thesis, Bir Zeit University, Bir Zeit.
- Barghouthi, Mustafa 1994, *Palestinian NGOs and Their Role in Building a Civil Society*, The Union of Palestinian Medical Relief Committees, Ramallah.
- Barghouthi, Mustafa 2000, 'The Palestinian NGOs and the Challenges Ahead', *Shuún Tanmawiyyeh*, Vol. 9, Mo. 1 & 2, Winter 2000, pg 56-62.
- Booth, W, Ebrahim, R & Morin, R 2001, *Participatory Monitoring, Evaluation and Reporting: An organizational Development Perspective for South African NGOs*, Braamfontein, South Africa.
- Black, Thomas 1999, *Doing Quantitative Research in the Social Sciences*, SAGE Publications Ltd, London.
- Chakrapani, Deepa, 2003 Annual Report On Operations Evaluation, *The World Bank Operations Evaluation department*.
- Editor 2002, *The Role of Civil Organizations in Building a Civil Society* (Arabic), Bissan Center for Research and Development, Ramallah.

- Edwards, M & Hulme, D 1995, *Performance and Accountability in the new Globalize System (Arabic)*, Arab Civil Work in Today's World, Beirut, 1995, pg 97-137.
- Edwards, M & Hulme, D 1997, *NGOs, States and Donors: An Overview*, in "NGOs, States and Donors" pp 3-22. p 21 note # 1. In Hamzaeh, Nabilah 1999, *Sustainable Human Development and the Role of NGOs: Arab Countries Case (Arabic)*, The Social and Economical Committee of West Asia, New York.
- Friedman, J 1992, *Empowerment: The Politics of Alternative Development*, Blackwell, Oxford and Cambridge (Mass). In Edwards, M & Hulme, D 1995, *Performance and Accountability in the new Globalize System (Arabic)*, Arab Civil Work in Today's World, Beirut, 1995, pg 97-137.
- Hamzeh, Nabilah 1999, *Sustainable Human Development and the Role of NGOs: Arab Countries Case*, The Social and Economical Committee of West Asia, New York.
- Palestinian Non-Governmental Organizations Network By Laws (No Date), printed on May 5, 2005, http://www.pngo.net/by_laws_en.htm.
- ILO (November 1997), *Guidelines for the Preparation of Independent Evaluations of ILO Programs and Projects*, printed on 13/9/2004, <http://www.ilo.org/public/english/bureau/program/guides/indpen/maincon.htm>
- INTRAC (Nov. 1999), *The Monitoring and Evaluation of Empowerment*, Oxford, England.
- Jiryas, Rula 1995, *Organizational Learning for the Transformation of PNGOs*, Master Thesis, University of Manchester, Manchester.
- Kandil, Amani 1995, *Civil Society in the Arab World*, Cairo.
- Ladadweh, Hasan 1999, *The Palestinian National Authority and the Non Governmental Organizations (Arabic)*, Palestinian Politics, Vol. 23, Summer 1999, pg 127-143.

- Ladadweh, M, & Azam A 2001, *The Relations Among the PNGOs and with the Palestinian National Authority and Donors*, Palestinian Economic Policy Research Institute, Ramallah.
- Lal Das, D K 1998, *The Potential Role of Evaluation Research in Providing Effective Services Through NGO's*, 10th International Symposium: "Livelihoods, NGO's, and Development: Global Dimensions and New Directions", Cairo.
- McNamara, Carter 1998, *Basic Guide to Program Evaluation*. Printed on (15/5/04) http://www.mapnp.org/library/evaluation/fnl_eval.htm
- Muhsen, Tayseer 1997, *NGOs Between Rejection and Acceptance*, *AL Ayyam Daily Newspaper (Arabic)*, December 16, 1997, pg 15.
- Odeh, Mahmoud 2000, *Reality Conditions, and Future of Arab Civil Organizations*, Dar Al Mosraqbal AL Arabi, Cairo.
- Patton, Michael Q 2001, *Evaluation, Knowledge Management, Best Practices, and High Quality Lessons Learned*, *American Journal of Evaluation*, Vol. 22, No. 3, 2001, pg. 320-336.
- Pearce, Jenny 1993, *NGOs and Social Change: Agents or Facilitators*, *Development in Practice*, Vol. 3, No. 3, October 1993, UK. Translated to Arabic in *Arab Civil Work in Today's World*, Beirut, 1995, pg. 140-149.
- Rochester, Nsrl, *Introduction to Scientific Method*, printed on 27/5/2005, http://teacher.nsr1.rochester.edu/phy_labs/appendixE.html.
- Samarah, Adel 2003, *Non Governmental Organizations or Bases for the Other* (Arabic), Al Maschriq Center for Cultural & Developmental Studies, Ramallah.
- Sanders, James Jan 1998, *Evaluation Handbook*, *W.K. Kellogg Foundation*.
- Sekaran, Uma (1992), *Research Methods for Business*, John Wiley & Sons, New York.

- Shalabi, Yasser 2001, *Mapping of Palestinian Non-Governmental Organizations in the West Bank and Gaza Strip* (Arabic), Palestinian Economic Policy Research Institute, Ramallah.
- Shalabi, Yasser 2001, *International and Local Effects on Defining the Vision and Roles of Palestinian Non Governmental Organizations* (Arabic), Master thesis submitted for Bir Zeit University, Bir Zeit.
- Smith, Criss 1995, *The Relationship Between Foreign and Palestinian Civil Organizations: Defending Bureaucracy* (Arabic), Arab Civil Work in Today's World, Beirut, 1995, pg 51-56.
- Smith, Kenneth Feb-1993, *The Logical Framework: A Systematic Methodology for Project Design, Monitoring, and Evaluation*, Atlantic Resources Corporation, Reston, Virginia.
- Sullivan, Denis 1995, *Non-Governmental Organizations and Freedom of Association*, Palestinian Academic Society for the Study of International Affairs, first edition, Jerusalem.
- UNESCO 2004, *International Oversight Service, Evaluation: Basic Guide*.
Printed on 28/6/04
http://www.unesci.org/ios/eng/evaluation/tools/outil_01e.htm.
- United Nations Social and economic Committee for West Asia (1999), *Evaluating the Role of NGOs in the Occupied Territories and Opportunities of coordination and networking Among them*, New York.
- UNFPA November 2000, *Monitoring and Evaluation Toolkit for Program Managers - Defining Evaluation*, Office of Oversight and Evaluation Tool # 2.
- UNFPA December 2000, *Monitoring and Evaluation Toolkit for Program Managers – Planning and Managing an Evaluation*, Office of Oversight and Evaluation Tool # 5.1 & 5.2.
- UNFPA June 2001, *Monitoring and Evaluation Toolkit for Program Managers - Glossary of Monitoring and Evaluation Terms*, Office of Oversight and Evaluation Tool # 1.
- USAID Center for Development information and Evaluation November 1997, *The Role of Evaluation in USAID*, PN-ABY-239.

- USAID Center for Development Information and Evaluation 2004, *Five Generation of Evaluation: A Meta-Evaluation*, printed on May 17, 2004, www.usaid/ev.gov.
- U.S. Environmental Protection Agency (October 2004), *What is Program Evaluation*, printed on 16/9/2004, <http://www.epa.gov/evaluate/whatis.htm>.
- Wellons, Richard May 2002, *Monitoring and Evaluation Guidelines for Business Associations, Achievement of Market-Friendly Initiatives and Results Program (AMIR 2.0 Program) Final Report*.
- World Bank Operations Evaluation Department 1998, *Public Sector Performance- The Critical Role of Evaluation*, Keith Macky (editor pg IX-XVI), Robert Picciotto (pg 3-7), Mark Baird (pg 7-12), Washington D.C.
- World Bank Document 1999, *Public Service Delivery: The Role of Non-Governmental and Private for Profit Organizations, Strengthening Public Sector Management - Social and Economic Development Group: West Bank & Gaza, 1999, pg 37-41, Jerusalem.*
- World Bank Document 2000, *Aid Effectiveness in the West Bank and Gaza, The Secretariat of the Ad Hoc Liaison Committee-World Bank, June 2000.*
- World Bank Document 2002, *Fifteen Months – Intifada, Closers and Palestinian Economic Crisis*, March 2002.
- World Bank Document 2003, *Twenty-Seven Months – Intifada, Closers and Palestinian Economic Crisis*, May 2003.
- World Bank May 2004, *Evaluation Tools & Approaches*, printed on May 23, 2004, <http://www.worldbank.org/oed>.
- World Food Program 2002, *A policy for Results-Oriented Monitoring and Evaluation in the World Food Program*, Executive Board Annual Session, Rome.
- Zwirn, Michael 2001, *Professional Success and Political Failure: Environmental NGOs in the Palestinian Authority*, Master thesis, Tufts University.

Appendix 1: Research Questionnaire (English Version)

Program Evaluation at the Palestinian NGOs

Date of filling: _____ Questionnaire No.: _____.
 Position of person filling the questionnaire: _____.
 In case extra information is needed, please specify the phone number or e-mail of the person that filled this questionnaire: _____.

Kindly circle the number that represents the best answer of each question.

Section one:

A.1 Organization Name: _____ (optional)

A.1.1 Electronic Website: _____ (optional)

A.2 Location of the Headquarters:

1- North West Bank. 2- Middle West Bank. 3- South West Bank. 4- Jerusalem

A.2.1 Do you have Branches Nation wide (West Bank and Gaza):

1- Yes. 2- NO.

A.2.2 If the answer of the previous question was **YES**, how many branches do you have (including headquarters): _____.

A.2.3 Where does the organization implement its programs and activities:

1- Nation wide (Across the West Bank and Gaza).

2- Across the West Bank.

3- Where we have branches.

A.3 Is the organization registered at the Palestinian Interior Ministry:

1- Yes.

2- No.

A.3.1 Legal Entity of the Organization (for Jerusalem based organizations or those that are not yet registered at the Palestinian Interior Ministry):

1- Charitable Society.

2- Cooperative Society

3- Relief Organization.

4- Training/rehabilitation Organization.

5- Research Center.

6- Developmental organization.

7- Juristic Organization.

8- Cultural Organization.

9- Club.

10- Women Center/Organization.

11- Other: _____.

A.4 When did the organization started its operations: Month ____, Year ____.

A.5 What are the organizations' major fields of activities (More than one answer may be chosen):

1- Childhood and early childhood related programs. 2- Charitable and relief work.

3- Health and mental health.

4- Cultural programs.

A.11 Does the organization study the needs and priorities of its targeted groups before the implementation of its programs:

1- Yes. 2- No.

A.11.1 If the answer of the previous question was **YES**, how do you achieve that (more than one answer may be chosen):

- 1- Through communicating and direct contact with beneficiaries.
- 2- Through the beliefs and knowledge of the organization referential body and workers of the needs of the targeted groups.
- 3- Based on published statistics and field studies.
- 4- Through organizing planning meetings and workshops with the various stakeholders.
- 5- Other _____.

A.12 How do you define the term "**Program Monitoring**":

A.13 How do you define the term "**Program Evaluation**":

A.14 How important is having a monitoring and evaluation system for the organization implemented programs:

1- Very important. 2- Important. 3- Not important.

A.15 Is there a person or a unit in the organization specialized in Monitoring and Evaluation of the implemented programs:

1- Yes. 2- No.

A.15.1 If the answer of the previous question was **NO**, what is the major reason for not having such a person or unit:

- 1- There is no need for having this person or unit.
- 2- This work is done by the organization's referential body.
- 3- Lack of financial resources for hiring this person/unit.
- 4- Lack of qualified staff for doing this task.
- 5- When needed the organizations hires an external consultant.
- 6- Other _____.

B.5 Did the organization evaluate any of its implemented programs during the years 2003-2004:

1- Yes. 2- No.

B.5.1 If the answer of question (B.5) was **YES**, please provide the information for the last program that was evaluated:

Program	Program Type *	# of Direct Beneficiaries	Total Budget (US \$)	Major Funding source	When was it evaluated (month/year)

* Kindly select the program's type according to question A.5.

B.5.2 If the answer of question (B.5) was **YES**, why did the organization evaluate that program:

B.5.3 If the answer of question (B.5) was **YES**, why you did not evaluate the rest of the organization programs:

B.6 Do you believe that there is a need to invest human and financial resources in evaluating Programs that are implemented by the organization:

1- Yes. 2- No.

B.7 In case an evaluation was conducted for any of your implemented programs, what are the expected implications:

B.7.1 If the evaluation results were **positive**:

B.7.2 If the evaluation results were **negative**:

Section Three: For those organizations that evaluated their most significant program

- 3- The program's staff.
- 4- The organization hired an external evaluator.
- 5- Other _____.

C.8 Did you involve beneficiaries and stakeholders in the evaluation process:

- 1- Yes.
- 2- No.

C.8.1 If the answer of the previous question was **YES**, how was that done:

- 1- The program's staff carried their opinions to the administration.
- 2- They were communicated while participating in the program.
- 3- Beneficiaries filled a questionnaire to evaluation program/activity they participate in.
- 4- Beneficiaries were invited to focus discussion groups to evaluate the activity they have participated in.
- 5- Some of them were selected randomly for assessing the degree to which they benefited from the program (case study).
- 6- Other _____.

C.9 In what language the evaluation report was written:

- 1- Arabic.
- 2- English.
- 3- Other languages.

C.9.1 If the evaluation report was written in a language other than Arabic, did you (or will you) translated it to Arabic:

- 1- Yes.
- 2- No.
- 3- Parts if it (executive summary for example)

C.10 To whom did you submit/present (or will you submitted/presented) the evaluation results (more than one answer may be chosen):

- 1- To the organization's referential body.
- 2- To the organization's administration.
- 3- To the program's administration and staff.
- 4- To the program's donor/s.
- 5- It was or will be published to the public for all stakeholders' knowledge.
- 6- Other _____.

C.10.1 If the evaluation results were submitted/presented (or will be submit/ present) to any of the above mentioned parties, what is the organization purpose in doing that:

C.10.2 In case the evaluation results were or will be published to the public, where they were (will be) published:

C.11 How much was this program's evaluation cost from the program's total budget:

- 1- Less than 1% of the program's total budget.
- 2- More than 1% and less than 3% of the program's total budget.
- 3- More than 3% and less than 5% of the program's total budget.
- 4- More than 5% of the program's total budget.

C.11.1 Was this cost covered from the program's budget:

- 1- Yes.
- 2- No (it was covered from _____).

C.12 What were the major problems and obstacles faced while conducting the evaluation:

C.13 In general, has the organization evaluated **all** the programs finished between the years 2003-2004:

- 1- Yes.
- 2- No.
- 3- Only one program was finished during 2003-2004.

C.13.1 If the answer of the previous question **NO**, what are the restrictions that prevented (are preventing) the organization from evaluating the rest of the programs:

- 1- Shortages in staff in the organization.
- 2- Lack of financial resources that allows having this evaluation.
- 3- The organization experience in program evaluation is limited.
- 4- Programs' donors did not request to evaluate these programs.
- 5- It is difficult to conduct program evaluation under the occupation and within the current Intifada.
- 6- Other _____.

C.13.2 If the answer of question (C.13) was **YES**, were they evaluated with the same approach as the above mentioned program:

- 1- Yes.
- 2- No.

C.14 What were the implications on the organization (positive or negative) from the evaluations conducted between 2003-2004:

Thank you for the time and effort exerted in filling this questionnaire.

For the use of the researcher only:

Date of returning back the questionnaire: _____.

Date of entering the information to the computer: _____.

Appendix Two: Research Questionnaire (Arabic Version)

تقييم البرامج في المؤسسات غير الحكومية الفلسطينية

تاريخ تعبئة الاستمارة: _____ رقم الاستمارة: _____
 المسمى الوظيفي لمعبئ الاستمارة: _____
 في حالة الحاجة لمعلومات إضافية أو توضيحات، رقم الهاتف أو البريد الإلكتروني لمعبئ الاستمارة: _____

الرجاء وضع دائرة حول الرقم الذي يدل على الإجابة التي تراها مناسبة

القسم الأول:

A.1 اسم المؤسسة: _____ (اختياري)

A.1.1 الصفحة الإلكترونية للمؤسسة: _____ (اختياري)

A.2 المقر الرئيسي للمؤسسة (المنطقة الجغرافية):

① شمال الضفة ② وسط الضفة ③ جنوب الضفة ④ القدس.

A.2.1 هل للمؤسسة فروع أخرى في الوطن:

① نعم ② لا

A.2.2 إذا كانت الإجابة نعم، فما هو عدد هذه الفروع (شامل المقر الرئيسي للمؤسسة): _____.

A.2.3 أين يتم تنفيذ أنشطة وبرامج المؤسسة:

① على صعيد وطني(الضفة/القطاع) ② عبر الضفة الغربية ③ في المناطق التي يوجد فيها فروع للمؤسسة

A.3 هل المؤسسة مرخصة من قبل وزارة الداخلية الفلسطينية:

① نعم ② لا

A.3.1 الكيان القانوني للمؤسسة (خاص بالمؤسسات المقدسية أو غير المرخصة حتى الآن من وزارة الداخلية الفلسطينية):

① جمعية خيرية. ② جمعية تعاونية. ③ مؤسسة إغاثية. ④ مؤسسة تدريب/تأهيل.
 ⑤ مركز دراسات ⑥ مؤسسة تنمية ⑦ مؤسسة حقوقية. ⑧ مؤسسة ثقافية/أدبية.
 ⑨ نادي. ⑩ مؤسسة/مركز نسوي. 11. غير ذلك (حدد): _____.

A.4 متى بدأ النشاط الفعلي للمؤسسة: شهر _____، عام _____.

A.5 ما هي مجالات النشاط الرئيسية للمؤسسة (يمكن اختيار أكثر من إجابة):

1. برامج للأطفال والطفولة المبكرة.
2. عمل خيري/إغاثة.
3. الصحة والصحة النفسية.
4. ثقافية/أدبية/تراث شعبي.
5. التنمية الريفية/الزراعة.
6. البيئة/المياه.
7. التدريب والتأهيل (المهني أو الإداري).
8. الديمقراطية وحقوق الإنسان.
9. قضايا المرأة.
10. أنشطة دعوية (سياسية/اجتماعية).
11. الأبحاث والدراسات.
12. التربية والتعليم.
13. الرياضة.
14. الإقراض.
15. غير ذلك (حدد):—.

A.6 من هي الفئات المستهدفة من أنشطة المؤسسة (يمكن اختيار أكثر من إجابة):

- 1 الأطفال.
- 2 الشباب.
- 3 المرأة.
- 4 كبار السن.
- 5 ذوي الاحتياجات الخاصة.

A.7 ما هو نوع الهيئة المرجعية للمؤسسة:

- 1 هيئة عامة
- 2 مجلس أمناء
- 3 هيئة إدارية فقط
- 4 غير ذلك (حدد):—

A.7.1 كيف تم اختيار الهيئة الحالية:

- 1 الانتخاب
- 2 التعيين
- 3 بعضهم بالانتخاب وبعضهم بالتعيين

A.7.2 متى تم اختيار الهيئة الحالية: شهر _____، عام _____.

A.8 ما هي مصادر التمويل الرئيسية للمؤسسة (يمكن اختيار أكثر من إجابة):

- 1 منظمات دولية.
- 2 منظمات تنمية تابعة لحكومات غربية.
- 3 منظمات وحكومات عربية.
- 4 السلطة الوطنية الفلسطينية.
- 5 تبرعات أفراد/شركات داخل/خارج فلسطين.
- 6 اشتراكات مساهمات الأعضاء وأنشطة مدرة للدخل.
- 7 غير ذلك (حدد):—.

A.8.1 من هي أكبر جهة تمويل خلال عامي 2003-2004:_____.

A.9 كم هي الميزانية التشغيلية السنوية للمؤسسة خلال عام 2004 (شامل جميع البرامج والأنشطة):

- 1 أقل من \$100,000
- 2 أكثر من \$100,000 وأقل من \$250,000
- 3 أكثر من \$250,000 وأقل من \$500,000
- 4 أكثر من \$500,000 وأقل من \$1,000,000
- 5 أكثر من \$1,000,000

A.10 ما هو تقييمكم للدور الذي تقوم به مؤسستكم في المجتمع الفلسطيني:

- 1 جيد جدا
- 2 جيد
- 3 ضعيف

A.10.1 كيف وصلتم لمثل هذا الاعتقاد/التقييم:

A.11 هل تقوم المؤسسة بدراسة وتحديد احتياجات وألويات الفئات المستفيدة قبل تنفيذ برامجها:

① نعم ② لا

A.11.1 إذا كانت إجابة السؤال السابق **نعم**، فكيف يتم تحقيق ذلك (يمكن اختيار أكثر من إجابة):

- ① من خلال الاتصال بالمستفيدين المباشرين وإستمزاج آرائهم.
- ② من خلال فئات الهيئة المرجعية و/أو العاملين في المؤسسة ومعرفتهم لاحتياجات الفئات المستفيدة.
- ③ بالاستناد إلى دراسات مسحية ميدانية وإحصاءات علمية مختلفة.
- ④ من خلال تنظيم لقاءات وورش عمل للتخطيط مع المستفيدين وأصحاب الصلة (Stakeholders).
- ⑤ غير ذلك (حدد):

A.12 ما هو مفهوم المؤسسة لمصطلح **مراقبة ومتابعة** تنفيذ البرامج (Program Monitoring):

A.13 ما هو مفهوم المؤسسة لمصطلح **تقييم البرامج** (Program Evaluation):

A.14 ما أهمية وجود نظام لمراقبة وتقييم البرامج المنفذة في المؤسسة (Program Monitoring & Evaluation):

① مهم جدا ② مهم ③ غير مهم

A.15 هل يوجد في المؤسسة شخص أو وحدة متخصصة في موضوع مراقبة وتقييم البرامج التي تنفذ:

① نعم ② لا

A.15.1 إذا كانت إجابة السؤال السابق **لا**، فما هو السبب الرئيسي لعدم وجود ذلك:

- ① لا توجد حاجة لوجود مثل هذا الشخص/الهيئة.
- ② تقوم الهيئة المرجعية نفسها بذلك.
- ③ لا توجد موارد مالية كافية لتوظيف هذا الشخص/الهيئة.
- ④ لا توجد كوادر بشرية مؤهلة لمثل هذا المنصب.
- ⑤ نستعين بمستشار خارجي عند ظهور حاجة لذلك.
- ⑥ غير ذلك (حدد):

A.15.2 إذا كانت إجابة سؤال (A.15) **نعم**، فمتى تم توظيف هذا الشخص أو إنشاء هذه الوحدة:

شهر —، عام —.

A.15.3 إذا كانت إجابة سؤال (A.15) **نعم**، فهل يوجد لهذا الشخص/الوحدة المتخصصة إطار مرجعي (Terms of References) ينظم عمله/عملها:

① نعم ② لا

A.16 هل تقوم المؤسسة بإعداد خطة متابعة وتقييم لكل برنامج قبل أن تقوم بتنفيذه:

① نعم ② لا

A.16.1 إذا كانت إجابة سؤال (A.16) **نعم**، فمن يقوم بإعداد هذه الخطة:

- ① إدارة المؤسسة.
 ② مسئول/مدير البرنامج أو أحد موظفيه.
 ③ الشخص/الوحدة المتخصصة في المؤسسة. ④ مستشار خارجي.
 ⑤ غير ذلك (حدد): _____

A.16.2 إذا كانت إجابة سؤال (A.16) **نعم**، فعلى من تعرض (لمن تقدم) هذه الخطة (يمكن اختيار أكثر من إجابة):

- ① الهيئة المرجعية.
 ② الإدارة التنفيذية في المؤسسة. ③ إدارة البرنامج.
 ④ الجهات الممولة. ⑤ يتم حفظها في الأرشيف. ⑥ غير ذلك (حدد): _____.

A.16.3 إذا كانت إجابة سؤال (A.16) **نعم**، فمتى يتم مراجعة ومناقشة التقدم في تنفيذ هذه الخطة:

- ① لا تتم مراجعتها.
 ② بشكل دوري (كل — أشهر).
 ③ عند انقضاء نصف عمر البرنامج. ④ عند انتهاء البرنامج.

A.17 ما هو عدد البرامج التي تم الانتهاء من تنفيذها خلال عامي 2003 و 2004: _____.

A.17.1 ما هو أبرز برنامج من هذه البرامج وجهة نظر المؤسسة:

اسم البرنامج	طبيعة البرنامج*	عدد المستفيدين المباشرين	ميزانية البرنامج الكلية (\$US)	أهم مصدر لتمويل البرنامج	هل تم تقييمه خلال أو بعد تنفيذه	تاريخ عمل التقييم (شهر/عام)

* الرجاء تحديد طبيعة البرنامج بالاستناد إلى سؤال رقم A.5

A.17.2 ما هو السبب الرئيسي وراء اعتبار هذا البرنامج أبرز برنامج نفذته المؤسسة خلال عامي 2003 و 2004:

- ① ميزانيته المرتفعة. ② عدد المستفيدين الكبير منه. ③ التغطية الجغرافية الواسعة.

- 4 اهتمام الممولين الكبير به. 5 الأثر الكبير على المستفيدين/المجتمع. 6 غير ذلك (حدد):ـ.

ملاحظة هامة قبل متابعة تعبئة هذه الاستمارة:

إذا كانت الإجابة في العمود قبل الأخير من الجدول السابق لا (أي أنه لم يتم تقييم البرنامج) فالرجاء الإجابة على القسم الثاني فقط من هذه الاستمارة (صفحة 5-6).
أما إذا كانت الإجابة في العمود قبل الأخير من الجدول السابق نعم (أي أنه تم تقييم البرنامج) فالرجاء الإجابة على القسم الثالث فقط من هذه الاستمارة (صفحة 7-9).

القسم الثاني: خاص بالمؤسسات التي لم تقم بتقييم أبرز برنامج نفذته

B.1 هل تعتقد أنه كانت هنالك حاجة لتقييم هذا البرنامج:

- 1 نعم 2 لا

B.2 إذا كانت إجابة سؤال (B.1) نعم ورغم ذلك لم يتم تقييمه؛ فما هي المعوقات التي منعت/تمنع القيام بذلك:

- 1 نقص الكوادر البشرية العاملة في المؤسسة. 2 نقص الموارد المالية التي تتيح القيام بالتقييم.
3 قلة خبرة المؤسسة في موضوع التقييم. 4 عدم طلب الجهات المانحة القيام بذلك.
5 صعوبة ذلك في ظل الانتفاضة/الاحتلال. 6 غير ذلك (حدد):ـ.

B.3 إذا كانت إجابة سؤال (B.1) لا، فكيف تتأكد المؤسسة من أن البرنامج التي نفذته قد حققت الأهداف

المرجوة منه:

- 1 من خلال تقارير تقدم العمل.
2 من خلال الاتصال بالعاملين في البرنامج.
3 عدم حدوث مشاكل أثناء التنفيذ وعدم حصول شكاوي من المستفيدين.
4 أثر البرنامج واضح ولا يحتاج إلى توضيح.
5 غير ذلك (حدد):ـ.

B.4 ما هي الظروف التي تستدعي قيام المؤسسة بتقييم أي من البرامج التي تنفذها (يمكن اختيار أكثر من إجابة):

- 1 عدم التمكن من انجاز الخطط الموضوعية. 2 تجاوز الميزانيات المرصودة للأنشطة.
3 طلب الجهات المانحة القيام بالتقييم. 4 حدوث خلافات مع المستفيدين أو أصحاب العلاقة.
5 للاستفادة من النتائج في تطوير برامج جديدة في المؤسسة. 6 غير ذلك (حدد):ـ.

B.5 هل قامت المؤسسة بعمل تقييم لأي من البرامج الأخرى التي قامت بتنفيذها خلال عامي 2003 و 2004:

- 1 نعم 2 لا

B.5.1 إذا كانت الإجابة نعم، فما هو آخر برنامج تم تقييمه في المؤسسة:

اسم البرنامج	طبيعة البرنامج*	عدد المستفيدين المباشرين	ميزانية البرنامج الكلية (\$US)	أهم مصدر لتمويل البرنامج	متى تم تقييمه (شهر/سنة)

* الرجاء تحديد طبيعة البرنامج بالاستناد إلى سؤال رقم A.5

B.5.2 إذا كانت الإجابة على سؤال (B.5) **نعم**، فلماذا قامت المؤسسة بعمل هذا التقييم:

B.5.3 إذا كانت الإجابة على سؤال (B.5) **نعم**، فلماذا لم يتم عمل تقييم لباقي برامج المؤسسة:

B.6 هل تعتقد أن هنالك حاجة لاستثمار الموارد البشرية و/أو المالية في تقييم البرامج التي تنفذها المؤسسة:

① نعم ② لا

B.7 في حالة أنه تم عمل تقييم لأي من البرامج التي تم تنفيذها من قبل المؤسسة فما هي الانعكاسات التي تتوقعونها:

B.7.1 في حالة أن نتائج التقييم كانت **إيجابية**:

B.7.2 في حالة أن نتائج التقييم كانت **سلبية**:

القسم الثالث: خاص بالمؤسسات التي قامت بتقييم أبرز برنامج نفذته

C.1 ما هي الأسباب التي دفعت المؤسسة للقيام بتقييم هذا البرنامج:

C.2 هل تم إعداد إطار مرجعي (Terms of References) لعملية التقييم قبل القيام بتنفيذها:

1 نعم 2 لا

C.2.1 إذا كانت الإجابة على السؤال السابق **نعم**، فمن قام بإعداده:

- 1 الإدارة التنفيذية في المؤسسة.
- 2 مسئول/مدير البرنامج.
- 3 الشخص/الوحدة المتخصصة بالتقييم في المؤسسة.
- 4 المقيم/المستشار الخارجي.
- 5 المؤسسة والممول.
- 6 غير ذلك (حدد):

C.3 أي من مستويات البرنامج تم دراستها وتحليلها أثناء القيام بعملية تقييم البرنامج (يمكن اختيار أكثر من إجابة):

- 1 الأنشطة/المدخلات (Inputs/Activities).
- 2 المخرجات (Outputs).
- 3 الأهداف (Objectives).
- 4 الغاية/ات (Goals).
- 5 جميع ما ذكر.

C.4 ما هي القضايا الأساسية/المحاور التي تم التطرق إليها خلال تقييم البرنامج (يمكن اختيار أكثر من إجابة):

1. منطقية وترابط عناصر البرنامج مع بعضها البعض (Validity of Design)
 2. طريقة واليات تنفيذ البرنامج (Delivery Process)
 3. الأداء العام للبرنامج (Performance)
 4. مدى ملائمة البرنامج للاحتياجات التي أنشئ من أجلها (Relevance)
 5. مدى تحقيق الأهداف التي أنشئ من أجلها البرنامج (Effectiveness)
 6. النجاحة في استخدام الموارد المتاحة للوصول إلى نتائج ومخرجات البرنامج (Efficiency)
 7. استدامة أنشطة البرنامج بعد انتهاء التمويل الخارجي (Sustainability)
 8. الأسباب التي أثرت على تحقيق منجزات البرنامج (العلاقة السببية بين المدخلات والمخرجات) (Causality)
 9. النتائج غير المتوقعة والتي نتجت عن تنفيذ البرنامج (Unanticipated results)
 10. الاستراتيجيات البديلة التي أمكن تنفيذ البرنامج بها (Alternative strategies)
 11. الأثر التنموي للبرنامج (Impact)
 12. غير ذلك
- (حدد):

C.5 ما هي الوسائل التي استعملت لجمع المعلومات المتعلقة بالتقييم (يمكن اختيار أكثر من إجابة):

- 1 تعبئة استبانته من قبل المستفيدين.
- 2 الزيارات الميدانية لمناطق تنفيذ البرنامج ومقابلة المستفيدين.

- 3 دراسة ومراجعة وثائق وملفات البرنامج. 4 تنظيم مجموعات عمل مركزة للمستفيدين وأصحاب الصلة. 5 دراسة حالات مختارة وتحليلها. 6 غير ذلك (حدد): _____.

C.6 متى تم القيام بتقييم هذا البرنامج:

- 1 بعد فترة من البدء بتنفيذه. 2 بشكل دوري (كل — أشهر). 3 بعد انقضاء نصف عمر البرنامج. 4 بعد الانتهاء من تنفيذه (1-6 أشهر). 5 فترة من الانتهاء من تنفيذه (أشهر أو سنوات).

C.7 من كان المسئول عن عملية تقييم البرنامج:

- 1 مقيم معين من قبل الممول. 2 موظفو المؤسسة من خارج البرنامج. 3 تعاقدت المؤسسة مع مستشار خارجي لعمل التقييم. 4 موظفو البرنامج. 5 غير ذلك (حدد): _____.

C.8 هل تم إشراك المستفيدين والمشاركين في البرنامج في عملية التقييم:

- 1 نعم 2 لا

C.8.1 إذا كانت الإجابة على السؤال السابق **نعم**، فكيف تم إشراكهم (يمكن اختيار أكثر من إجابة):

- 1 قام العاملون في البرنامج بنقل آرائهم. 2 تم التحدث معهم والاستماع إلى آرائهم خلال مشاركتهم في الأنشطة. 3 قام المستفيدون بتعبئة استمارة لتقييم البرنامج/النشاط الذي شاركوا فيه. 4 تم دعوتهم للمشاركة في مجموعات عمل مركزه لتقييم البرنامج/النشاط الذي شاركوا فيه. 5 تم اختيار بعضهم بشكل عشوائي وتحليل مدى استفادتهم من البرنامج (دراسة حالات). 6 غير ذلك (حدد): _____.

C.9 في أية لغة تم كتابة تقرير تقييم البرنامج:

- 1 عربي 2 إنجليزي 3 لغة أخرى

C.9.1 إذا كتب تقرير التقييم بلغة غير العربية، فهل تم/سيتم ترجمته إلى اللغة العربية:

- 1 نعم 2 لا 3 بعض أجزاءه (الملخص التنفيذي...الخ).

C.10 لمن قدمت أو ستقدم نتيجة هذا التقييم (يمكن اختيار أكثر من إجابة):

- 1 إلى الهيئة المرجعية. 2 إلى الجسم الإداري/التنفيذي. 3 إلى العاملين في البرنامج/المؤسسة. 4 إلى الجهات الممولة. 5 تم/سيتم نشرها على الملأ لإطلاع المستفيدين والمشاركين وأصحاب الصلة. 6 غير ذلك (حدد): _____.

C.10.1 إذا كانت النتائج قدمت أو ستقدم إلى أي من هذه الجهات، فما هو هدف المؤسسة من تقديمها:

C.10.2 في حالة أنة تم/سيتم نشر نتائج التقييم على الملأ ، فأين تم/سيتم نشرها:

C.11 كم كانت تكلفة القيام بتقييم هذا البرنامج بالنسبة لميزانيته الكلية:

- ① أقل من 1% من الميزانية.
 ② أكثر من 1% وأقل من 3% من الميزانية.
 ③ أكثر من 3% وأقل من 5% من الميزانية.
 ④ أكثر من 5% من الميزانية؟.

C.11.1 هل تم صرف هذه التكلفة من ميزانية البرنامج:

- ① نعم
 ② لا (تم تغطية تكلفة التقييم من قبل _____)

C.12 ما هي المشاكل والعقبات التي تواجه المؤسسة أثناء القيام بتقييم هذا البرنامج:

C.13 بشكل عام، هل قامت المؤسسة بتقييم جميع البرامج الأخرى التي تم الانتهاء من تنفيذها خلال عامي 2003 و 2004:

- ① نعم.
 ② لا.
 ③ تم الانتهاء من برنامج واحد فقط.

C.13.1 إذا كانت الإجابة على السؤال السابق لا، ؛ فما هي المعوقات التي منعت/تمنع المؤسسة من تقييم باقي البرامج:

- ① نقص الكوادر البشرية العاملة في المؤسسة.
 ② نقص الموارد المالية التي تتيح القيام بالتقييم.
 ③ قلة خبرة المؤسسة في موضوع التقييم.
 ④ عدم طلب الجهات المانحة القيام بذلك.
 ⑤ صعوبة ذلك في ظل الانتفاضة/الاحتلال.
 ⑥ غير ذلك (حدد): _____.

C.13.2 إذا كانت إجابة سؤال **C.13** نعم، فهل تم عمل هذه التقييمات بنفس الأسلوب الذي اتبع في تقييم هذا البرنامج: ① نعم ② لا

C.14 ما هي الانعكاسات الايجابية والسلبية لتقييمات البرامج التي حصلت خلال عامي 2003 و 2004 على المؤسسة:

شكرا لكم على الجهد والوقت الذي بذلتموه في تعبئة هذه الاستمارة.

لاستعمال الباحث فقط:

تاريخ إرجاع الاستمارة: _____ تاريخ إدخالها إلى الحاسوب: _____

Appendix 3: Questionnaire's cover letter to PNGOs from researcher

التاريخ: _____

السادة: _____ المحترمين

حضرت مدير/ة المؤسسة المحترم/ة

تحية طيبة وبعد؛

الموضوع: طلب تعبئة استمارة من أجل القيام ببحث علمي خاص برسالة الماجستير.

أنا أمجد أمين غوشه أعمل منسق مشاريع في جمعية الشبان المسيحية/برنامج تحسين قدرات المجتمع. أدرس ماجستير إدارة الأعمال في جامعة بيرزيت، وأقوم حالياً بالإعداد لرسالة الماجستير حول "أنظمة تقييم البرامج في المؤسسات الأهلية الفلسطينية" تحت إشراف د. غريس خوري. خلال هذا البحث سأقوم بعمل دراسة ميدانية لعدد من المنظمات الأهلية الفلسطينية للإطلاع على أوضاعهم فيما يتعلق بتقييم البرامج التي يقومون بتنفيذها.

الهدف العام من هذا البحث الذي هو تحليل ظروف تقييم البرامج التي تم الانتهاء من تنفيذها في المؤسسات الأهلية الفلسطينية خلال عامي 2003 و 2004. وذلك بهدف معرفة البرامج التي تم تقييمها خلال أو بعد تنفيذها والأسباب التي تدفع لعمل هذا التقييم وكيفية تنفيذه وفوائده على المؤسسة، وفي المقابل معرفة الأسباب التي تحول دون قيام بعض المؤسسات الأهلية الفلسطينية بتقييم البرامج التي تنفذها.

ومن أجل تسهيل عملية التعبئة، والتأكد من أن جميع المؤسسات الأهلية الفلسطينية تنطلق من نفس المفهوم أثناء التعبئة؛ أود أن أقوم بتعريف مفهوم "البرنامج" بشكل مبسط حيث أنه "مجموعة من الفعاليات المخططة والمبرمجة والمتناسقة فيما بينها تعمل مجتمعة على تحقيق هدف/أهداف محددة بمعايير معلومة وضمن الموارد المتاحة وبإطار زمني محدد".

وفي النهاية لا بد أن أشير إلى أن نتائج هذا البحث ستكون بمثابة دفعة إضافية إلى جهود مؤسساتكم الحثيثة في الارتقاء بمستوى الخدمات المقدمة لشعبنا الفلسطيني من أجل تحسين واقع وظروف حياته. مع التأكيد على أنه سيتم التعامل مع بيانات هذه الاستمارة بسرية تامة، وأن المعلومات الواردة خلالها سوف تستخدم فقط لأغراض البحث العلمي، راجياً أن يتم تعبئتها من قبل الإدارة العليا في المؤسسة.

ملاحظة: مرفق طيه رسالة من جامعة بيرزيت حول الموضوع.

وتفضلوا بقبول فائق الاحترام

أمجد أمين غوشه

Mobile: 0545-615534

Tel: 02-295 9987

Fax: 02-295 9986

aghosheh@east-jerusalem-ymca.org