Independent project evaluation

‘Strengthening the Management of the Palestinian Penitentiary System and Rehabilitation of Inmates in Civil Prisons administered by the Palestinian National Authority’

PSE/X21
Occupied Palestinian Territories

November 2013
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<td>Acquired immune deficiency syndrome</td>
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<tr>
<td>CAT</td>
<td>Convention against Torture</td>
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<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of all forms of Discrimination against Women</td>
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<tr>
<td>CRC</td>
<td>Correction and Rehabilitation Center</td>
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<td>CRCD</td>
<td>Correction and Rehabilitation Centers Department</td>
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<td>CSO</td>
<td>Civil Society Organization</td>
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<tr>
<td>EU</td>
<td>European Union</td>
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<td>EUPOL COPPS</td>
<td>EU Coordinating Office for Palestinian Police Support</td>
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<td>GARCC</td>
<td>General Administration of Reform and Correction Centres</td>
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<tr>
<td>HIV</td>
<td>Human immunodeficiency virus</td>
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<tr>
<td>ICRC</td>
<td>International Red Cross and Red Crescent Movement</td>
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<td>IEU</td>
<td>Independent Evaluation Unit</td>
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<td>INL</td>
<td>Bureau of International Narcotics and Law Enforcement Affairs</td>
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<tr>
<td>MMS</td>
<td>Military Medical Service</td>
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<tr>
<td>MoH</td>
<td>Ministry of Health</td>
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<td>MoI</td>
<td>Ministry of Interior</td>
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<td>MoJ</td>
<td>Ministry of Justice</td>
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<td>MoL</td>
<td>Ministry of Labour</td>
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<td>MoSA</td>
<td>Ministry of Social Affairs</td>
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<td>MoWRA</td>
<td>Ministry of Waqf and Religious Affairs</td>
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<td>MoU</td>
<td>Memorandum of Understanding</td>
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<td>NRO</td>
<td>Netherlands Representative Office</td>
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<td>OPT</td>
<td>Occupied Palestinian territories</td>
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<td>PA</td>
<td>Palestinian Authority</td>
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<td>PNA</td>
<td>Palestinian National Authority</td>
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<td>PSC</td>
<td>Project Steering Committee</td>
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<tr>
<td>ROMENA</td>
<td>Regional Office of the Middle East and North Africa</td>
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<tr>
<td>RRC</td>
<td>Reform and Rehabilitation Center</td>
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<td>SC</td>
<td>Steering Committee</td>
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<tr>
<td>ToR</td>
<td>Terms of Reference</td>
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<tr>
<td>TRC</td>
<td>Treatment and Rehabilitation Center for Victims of Torture</td>
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<td>UNCT</td>
<td>United Nations Country Team</td>
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<td>UNDP</td>
<td>United Nations Development Fund</td>
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<td>UNODC</td>
<td>United Nations Office on Drugs and Crime</td>
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<td>UNOHRCHR</td>
<td>United Nations Office of the High Commissioner for Human Rights</td>
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<td>UNOPS</td>
<td>United Nations Office for Project Services</td>
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<tr>
<td>UNSMR</td>
<td>United Nations Standard Minimum Rules on the Treatment of Prisoners</td>
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<td>UN Women</td>
<td>United Nations Entity for Gender Equality and the Empowerment of Women</td>
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EXECUTIVE SUMMARY

The UNODC implemented the project ‘Strengthening the Management of the Palestinian Penitentiary System and the Rehabilitation of Inmates in Reform and Rehabilitation Centres administered by the Palestinian National Authority (PNA)’ in the occupied Palestinian territories (oPt) from 7 April 2011 onwards, with the completion date of 31 December 2013. PSEX 21 is funded by the Government of the Netherlands through the Netherlands Representative Office (NRO) to the PNA based in Ramallah with a budget of USD 3.336.400. This project has been subject to a final independent project evaluation undertaken in August and September, 2013, with a field mission to East Jerusalem and the West Bank conducted in the first week of September.

The project, which is the second phase of ongoing efforts of the UNODC to support the reform of the penitentiary sector in the oPt, intended to strengthen the management capacity of the Corrections and Rehabilitation Centers Department (CRCD), which is an integral part of the Palestinian Civil Police (PCP) and located in the Ministry of Interior (MoI). The project aimed to provide services to inmates in Correction and Rehabilitation Centres (CRCs), continue with CRCD staff training and the building of the department’s internal training capacity, establish a wider range of rehabilitation programs in CRCs, and improve the healthcare capacity of and conditions in CRCs. Several supportive components were also added to the project’s second phase, including the provision of technical assistance to the development of prison monitoring and inspection mechanisms, and an exploration of alternatives to imprisonment in the oPt.

The project is highly relevant in consideration of the need to support the CRCD - through the PCP/MoI - to reform and strengthen the penitentiary system in the oPt to enhance its compliance with the UN Standard Minimum Rules on the Treatment of Prisoners (UNSMR). These needs have not only been identified in the GARRC Strategy 2011-2013 prepared in 2010, but have also been confirmed in the security sector strategy (third draft) and the justice and rule of law strategy of the PNA. Furthermore, the UNODC’s mandate confirms the relevance of the agency as implementing partner because of its expertise in penitentiary reform, and the project is in accordance with the agencies’ regional strategy.

The implementation of PSEX-21 has been efficient to a certain extent. The outputs of the first component, which focused on strengthening the legal framework and the capacity of the CRCD management, were mostly achieved through the efficient implementation of activities. In contrast, the other two components with a focus on respectively the diversification of rehabilitation activities for inmates and the provision of health care services have only been achieved efficiently to some degree. The management arrangements were largely efficient with the regional UNODC office responsible for backstopping the project, and the international program officer in Jerusalem in charge of its day-to-day management. The project team was highly committed, worked hard to get solid results within the agreed time-frame, and were appreciated by the national counterpart. The project governance arrangements comprised among others a field committee, and its functioning showed the commitment and ownership of the CRCD to the implementation process. Overall, efforts were successfully made to increase implementation in 2012 to ‘catch up’ with the work plan and to make up for the relatively slow start in 2011. Various reasons can be given for the delays experienced during project design and implementation, including the perceived lack of ownership of the PCP and the MoI during the project’s design phase, personal changes in UNODC, staff rotation in the CRCD, lengthy decision-making processes by the counterpart, as well as time-consuming procurement processes. External factors, such as the ongoing financial
crisis of the PNA, security regulations in CRCs, and the consequences of the Arab Spring in Egypt also had a negative impact on the efficiency of the project.

The coordination of activities, and the use of different partnerships can be viewed positively. With the CRCD/PCP/MoI as its national counterpart, the UNODC operates in a complex environment with a host of international, national and local agencies taking on different roles in penitentiary operations and reform in the oPt. Whenever deemed necessary, the UNODC liaised closely with other ministries of the PNA, and established partnerships with international agencies, civil society organizations and regional partners in Jordan and Turkey in support of its activities. The UNODC took further active part in the United Nations Country Team (UNCT), the sector group on governance and human rights, and the prison coordination group. As the prison reform sector became more complex over time with an increasing number of implementing partners involved in capacity-building, concern remains with respect to the possible risk of the duplication and the coherence and long-term vision of these efforts.

The project has been effective, and achieved its outcomes and objectives. The project has resulted in improved compliance with regulatory frameworks through enhanced management, training and outreach capacity. CRCD staff unanimously agreed that capacity-building efforts have led to more consistent practices in CRCs in line with the UNSMR and law # 6, and the institutionalization of internal inspections by the CRCD. The availability of the prisoner profile data management system has facilitated and improved the management of CRCs. The second outcome of the project has only been achieved to a limited degree. At least three line ministries have been involved in the provision of services in CRCs, but the provision of services by NGOs appears to be limited. The workshops which were to be established under the project are still not functioning. The health care capacity and conditions have improved with two designated CRCD staff with health care expertise coordinating the health care units, and through the provision of medical equipment and items. This has resulted in more confidence of inmates in the health care services provided in civil prisons. The project objective of PSEX 21 has been achieved as the management and operation of CRCs have been strengthened in accordance with the UNSMR.

Only some tentative conclusions can be drawn with respect to the project’s impact. First and foremost, the project has operationalized the available legislative framework concerning the penitentiary system, strengthened the actual management of these centers and ensured more compliance with relevant international instruments concerning the human rights of inmates. The ground has been prepared to develop and implement an action plan on the institutionalization and operationalization of alternatives for imprisonment, and to have another six functioning workshops in four CRCs for vocational training to support the rehabilitation of inmates and provide some support to their families. This could contribute to a decrease in the level of recidivism in the longer term. The numerous investments have led to a change in morale in which staff feels comfortable and – at times - proud to work for the CRCD.

The sustainability of the project outputs and outcomes can only be guaranteed if the regulations and standing orders related to Law # 6 will be approved by the Cabinet, and if there is continued commitment and support for the implementation of policies and programmes in line with human rights instruments, the UNSMR and Palestinian law. This also applies to the continued functioning of the CRCD’s internal inspection unit, the further institutionalization of the training function in the CRCD and the provision of technical support to the information management system. It is further very reasonable to expect that the benefits of the built capacity of the health care units in terms of equipment, and the presence and skills of CRCD and MMS staff is likely to continue to exist after project completion, although provisions must be made to ensure the
maintenance of the equipment and the procurement of disposable items. Furthermore, once the rehabilitation workshops in the four CRCs are completed and functioning in accordance with the approved operational policy, it can be expected that these workshops will be sustainable in the longer term providing that the political commitment continues to dedicate a part of the budget to sustain the workshops.

In addition to mainstreaming human rights in the numerous capacity-building efforts, relevant principles have been included in CRCD outputs, and the rights of inmates have been met to a greater extent as a result of project outputs. Women’s rights and the mainstreaming of gender have been taken into regard within the implementing agency, the CRCD and with respect to the different outputs of the project. Efforts have been made to include female participants in the Training of Trainers and other training activities, although success has been limited, which has partially been the result of the small proportion of female CRCD staff. In training modules, adequate reference has been made to international rules concerning the non-discrimination of female prisoners, although some space is left for the interpretation and application of the international rules to the local context, at the risk of the possible misinterpretation of gender issues. Further consideration must also be given to the removal of obstacles to ensure equal access of men and women to available services and opportunities in CRCs.

The lessons learned address both outputs and processes and can be translated into recommendations given below in the field of project design, coordination and management. These include the need to undertake a stakeholder assessment and ensure adequate space for consultations with all interlocutors on the basis of a concept note, a roundtable followed by bilateral consultations during the project design phase; determine a clear hierarchy of data needs, and corresponding responsibilities of collection, sharing and analyzing data in accordance with established performance indicators; regularly revise/update the log frame during the project’s life span to keep it up-to-date; develop operational log frames for complex outputs; recruit a fulltime international project coordinator from the very beginning of complex projects; ensure adequate time in planning schedules (monitoring mile stones) in the case of activities which concern infrastructural improvements and/or require the procurement of expendable/non-expendable equipment; if possible, recruit trainers from the region, and ensure that modules and other training material offer examples and contextualize information in accordance with the local setting; obtain commitment of all stakeholders before the beginning of the project regarding the funding of particular activities and consider making funding conditional for certain activities; prepare a briefing note for new (international) consultants; and, develop a training manual on inspection and monitoring.

The second set of recommendations is addressed to the CRCD/PCP/MoI. These recommendations not only focus on ensuring further sustainability of the results of prison reform in the oPt but also on further enhancing the adherence to the UNSMR and other human rights instruments. These include activities addressing the revision of the Law # six to make it more in line with new legislation, including the (forthcoming) new penal code; the establishment of an autonomous training institute/institutionalizing the training function in the CRCD; the adoption of training modules to the local context; the assessment of the data collection and analysis systems in the CRCD; support to the field committee to expand its activities in the field of monitoring and evaluation; strengthening of its public outreach activities; the development of the rehabilitation component of the prisoner profile data management system; the sustainability of the rehabilitation workshops, and the requirement to monitor the implementation of the operational policy; the necessity to seek further funding to provide individual and group counselling to inmates; the fact that disposable health care items are procured on time, and the need to organize hygiene training for relevant staff; the necessity to conduct a gender audit of the CRCD, to organize gender training for CRCD trainers, and to organize further training to enable rehabilitation staff to run offending behaviour programs and pre-release programs for prisoners. In addition the CRCD is
recommended to consider establishing the drug treatment unit based on the advice given in the assessment report.

The third set of recommendations concerns justice sector actors in order to remove some of the pressure on the current penitentiary system. The MoJ has expressed an interest in pursuing some of the proposed activities, and it is recommended to set up a working group to facilitate decision-making, and ensure coordination and transparency regarding the division of responsibilities in the various fields. The recommendations include the following: review and revise Law # 6 (identify and provide for more opportunities for alternatives to incarceration, bring it in line with the new penal code (once approved), and substantiate the different roles in the areas of inspection and monitoring); examine the way forward to strengthen the investigation function of CRCs; develop a probation and parole system; set up and test pilot projects of community sanctions and measures; review possible governance arrangements to oversee the development and implementation of alternative penalties; develop public information programs to raise awareness regarding the alternatives to pre-trial detention and imprisonment, and the role of the community in the social reintegration of offenders/prisoners; develop training curricula for judges, magistrates, probation service staff and others involved in the administration of alternative sanctions and measures, and link the CRCD data management system with the one used by the public prosecution and the courts (Mizan II).
### SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

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<th>Evidence (sources that substantiate findings)</th>
<th>Recommendations</th>
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<tr>
<td>The project was highly relevant in consideration of the PNA, UNODC and donor strategies.</td>
<td>ROMENA strategy, GARRC strategy, PNA security strategy, PNA justice and rule of law strategy Project document (reference to needs assessment)</td>
<td>Undertake a review of the achievements and remaining outstanding activities of the latest PNA and GARRC strategies to determine future directions for penitentiary reform in the oPt/West Bank To: UNODC and/or donors/other implementing partners, CRCD/PCP/MoI</td>
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<td>High level of ownership from the CRCD from the very beginning of the project. The perceived limited ownership of some other key stakeholders (PCP and MoI), despite the adequate adherence of submission procedures of the implementing agency, was however subsequently corrected due to extensive multilateral and bilateral consultations.</td>
<td>Project document, interviews</td>
<td>Undertake a stakeholder assessment and ensure adequate space for consultations with all interlocutors on the basis of a concept note, a roundtable followed by bilateral consultations when developing a project proposal To: UNODC</td>
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<td>Some activities were put on hold/cancelled because of budgetary constraints of the national counterpart or the late development of relevant policy. Pre-conditions can be agreed on in order to avoid investing in outputs which will not be achieved in the end and/or at a much later stage.</td>
<td>Annual progress reports, interviews</td>
<td>Obtain commitment of all stakeholders before the beginning of the project regarding the funding of particular activities to achieve outputs and/or the commitment to develop and implement relevant policies/business plans on time. Consider making funding conditional for certain activities. To: UNODC, donor, CRCD/PCP/MoI</td>
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<tr>
<td>Project design/log frame provided the overall direction, but this could have been further operationalized.</td>
<td>Project document, annual progress reports, interviews</td>
<td>Include stakeholders in more systematic data collection for reporting purposes, and determine a clear hierarchy of</td>
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including the collection of baseline data, a clear division of data collection/analysis and reporting responsibilities, and a possible revision of measurable indicators. Annual work plans were however developed with targets, deliverables (activities) and associated costs, which were the main reference documents used by the PSC and the SC.

| The sustainability of some activities continues to be a concern, including the in-house training pool of the CRCD, and the rehabilitation workshops in CRCs. | Project communication, interviews | Consider the establishment of an independent training facility in the near future (or other ways to institutionalize the training function in the CRCD), and ensure that budget is available for the maintenance of equipment, the purchase of raw material and the salaries/social insurance policies of inmates working in the workshops.  
To: UNODC, donors/implementing partners, CRCD/PCP/MoI |
|---|---|---|
| The rehabilitation of inmates has been strengthened, but there is scope for a further consolidation and expansion of various rehabilitation activities. | Interviews | - Seek further funding to continue with providing anger management/stress training;  
- Examine opportunities to give individual counselling to those male and female inmates with psycho-social problems;  
- Provide computer literacy training to inmates;  
- Organize further training to enable rehabilitation staff to run pre-release programs for prisoners.  
To: UNODC, donors/implementing partners, CRCD/PCP/MoI, MoSW |
| There is neither a functioning parole/conditional release system, nor a legal and | Interviews | - Develop a probation and fully functioning parole/conditional release system;  
To: UNODC, donors/implementing partners, CRCD/PCP/MoI, MoSW |
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<th>Operational framework and structure for implementing alternative sanctions.</th>
<th>Review possible governance arrangements to oversee the development and implementation of alternative penalties, and establish a unit/agency to supervise and implement noncustodial sanctions and measures throughout the OPT, train staff, develop relevant policies etc.. To: UNODC, donors/implementing partners, CRCD/PCP/MoI, justice sector agencies, MoSW</th>
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<tr>
<td>The monitoring and inspection of CRCs by the CRCD and the MoJ have been initiated in the case of the former, but require further legal clarity, capacity and training in the case of the latter.</td>
<td>Review legal framework, and develop – if agreed with other justice actors - the capacity of the MoJ and possibly other justice actors to undertake independent inspections of CRCs. To: UNODC and/or other implementing agencies, MoJ, CRCD/PCP/MoI, donors</td>
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<tr>
<td>Important recommendations</td>
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<td>Although the project has accelerated activities in 2012 and is able to complete the majority of activities within the originally planned life span of the project, a higher degree of efficiency could possibly have been obtained by a fulltime project coordinator from the very beginning of the project.</td>
<td>Recruit a fulltime international project coordinator from the very beginning of complex projects – providing that there is budget to do so. To: UNODC</td>
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<td>In consideration of the lengthy procedures concerning the implementation of civil work activities (such as the refurbishment projects), ensure a timely beginning and adequate time for the implementation of these activities.</td>
<td>Ensure adequate time in planning schedules in the case of activities which concern infrastructural improvements and/or require the procurement of expendable/non-expendable equipment. To: UNODC, CRCD/PCP/MoI</td>
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<td>International and regional expertise. Expert trainers were highly valued, but must ideally be from the Middle Eastern region for cultural compatibility, and support the inclusion of regional/local good practice examples in</td>
<td>If possible, recruit trainers from the region, and ensure that training material offer examples and contextualize information in accordance with the Palestinian context. To: UNODC, CRCD/PCP/MoI</td>
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Gender and human rights have been mainstreamed in the project at different levels, although the collection and analysis of gender-sensitive data, and the gender sensitivity of CRCD staff could be an issue of concern, including in the field of training.

| Annual progress reports, training modules, interviews | Organize gender training for CRCD trainers
Develop gender-sensitive case-studies for the training modules
Conduct a gender audit of CRCDs policies, programmes and practices (including the large infrastructural projects)
To: UNODC and/or other implementing agencies, donors, CRCD/PCP/MoI |
I. INTRODUCTION

Background and context

Since its establishment following the Oslo agreements of 1993, the Palestinian National Authority (PNA) has committed to strengthening the security and justice sectors, including the penitentiary system. Law # 6 on Reform and Rehabilitation Centres (RRCs), which was promulgated in 1998, confirmed that all responsibilities for civil prisons fall within the duties of the Ministry of Interior (MoI). Resolution 23 (1998) stipulated that the powers of the MoI vis-à-vis the Corrections and Rehabilitation Centres Department (CRCD), at that time still named the General Administration of Reform and Rehabilitation Centres (GARRC), were delegated to the Chief of Police. The CRCD became an organizational unit within the Palestinian Civil Police (PCP) tasked with coordinating penal reform and managing seven Correction and Rehabilitation Centres (CRCs) throughout the West Bank.

The GARRC strategy 2011-2013 gives an overview of the weaknesses of the penitentiary system in 2010, including the poor infrastructure of the civil prisons (which were not designed to function as prisons), overcrowding and related difficulties to separate, categorize and classify inmates, no space for rehabilitation workshops or classrooms (except for two workshops established in the CRCs in Jenin and Nablus), the lack of staff (including female staff and specialist staff, such as psychologists, nurses, teachers etc.), no training curriculum for CRC staff, the absence of a unified information management system, the lack of overall equipment and tools, and no separate CRCD budget. The CRCD is in principle treated like any other police department without giving due recognition to its specific purpose, objectives and responsibilities.

The CRCD has 361 staff members (326 male staff; 35 female staff) on 12 September 2013. This is an increase of exactly 100 staff in comparison with personnel statistics of 7 June 2010 (261 staff, including 36 female staff). The proportion of female staff has however been reduced during these three years, namely from approx. fourteen percent to approx. eleven percent. Whereas the GARRC staff:inmate ratio was 1:4.3 in 2010, the current CRCD staff:inmate ratio is 1:2.5, which is within the 1:1 and 1:3 average ratio range found in most prison administrations in Western Europe.

In September 2013, the civil prison system in the occupied Palestinian territories (oPt) comprises seven CRCs with a total of 912 inmates - 29 women and 883 men, with 30 inmates below the age

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1 GARRC/GDPCP/MoI, 2010: 13, 15-6
2 PNA, 2010c; 19
3 Only basic statistics of CRCD staff were provided. It is therefore not possible to examine the highest/lowest rank and the distribution of female staff across the different ranks in total and per duty station. The following information was obtained through the interviews: Tulkarem 32 male staff/3 female staff; Jenin 39 male staff/7 female staff; CRCD headquarters 29 male/1 female.
4 GARRC/GDPCP/MoI, 2010: 9
5 GARRC/GDPCP/MoI, 2010: 10 n 4
of eighteen.\textsuperscript{6} This is a reduction of almost nineteen percent in comparison to the prison population figure of 1,120 inmates on 7 June 2010, exceeding the prison capacity of 610 inmates by 79 percent. During the past three years the level of overcrowding was reduced as a result of increased prison capacity with a new facility in Jericho, and the refurbishment of the CRCs in Ramallah and Al-Dahriyeh.\textsuperscript{7} In addition, also the proportion of pre-trial inmates became smaller during this period. On 12 September 2013 there were 446 pre-convicted and 466 convicted inmates, respectively 49 and 51 percent. This is a clear reduction with the statistics of 7 June 2010 when the pre-convicted prison population comprised 60 percent of all inmates.\textsuperscript{8} With the current rated capacity of 831\textsuperscript{9}, the size of the prison population exceeds CRC capacity with 9,7 percent\textsuperscript{10}, which still puts pressure on existing facilities, thereby undermining the implementation of policies in line with international standards and norms.\textsuperscript{11}

The United Nations Office on Drugs and Crime (UNODC) project ‘Strengthening the management, operation and oversight of civil prisons administered by the Palestinian Authority’ (PSET 49) aimed at strengthening the management, operation and oversight of these CRCs. The project was implemented from 1 March, 2009 up to 30 September, 2010. It consisted of five mutually reinforcing components, namely a) strengthening leadership, management and strategic planning; b) developing (and ensuring approval of) a prisoner file management system; c) strengthening compliance with both national and international regulatory frameworks, including through development of subsidiary law; d) improving health care conditions and capacity in CRCs; and, promoting rehabilitation and vocational training through initiation of pilot workshops.\textsuperscript{12}

Phase II of the above-mentioned project, which is the project which is evaluated in this report, is ‘Strengthening the Management of the Palestinian Penitentiary System and the Rehabilitation of Inmates in Reform and Rehabilitation Centres administered by the Palestinian National Authority’ (PSEX 21). This project is a logical continuation and builds on the achievements of the earlier project. In addition, the Ministry of Interior (MoI) and UNODC have added several supportive components, including the provision of technical assistance to the development of prison inspection mechanisms, and an exploration of alternatives to imprisonment in the OPT. Thus, the project intended to strengthen the management capacity of the CRCD, improve cooperation between CRCD and other ministries with the mandate to provide services in CRCs, continue with CRCD staff training and the building of the department’s internal training capacity, establish a wider range of rehabilitation programs in each of the CRCs, improve healthcare capacity and conditions in CRCs, including treatment for drug dependent inmates.

\textsuperscript{6} CRCD, 12 September, 2013
\textsuperscript{7} CRC capacity also improved in the West Bank with a new 152-bed CRC built in Jericho, and the renovation of a 212-bed CRC in Ramallah which became operational in May, 2012. Authorities also addressed overcrowding in Al-Dahriyeh CRC in Hebron District, approved land for future prison construction in Jenin and Nuba, and the construction of the new 312-bed facility in Nablus is in progress.\textsuperscript{8}(US State Dept, 2013)
\textsuperscript{8} GARRC, 2010: 12
\textsuperscript{9} US State Dept, 2013
\textsuperscript{10} ‘PA civil police prisons held 967 prisoners at the end of the year, approximately 30 percent more than capacity’.\textsuperscript{8}(US State Dept, 2012)
\textsuperscript{11} ‘PA civil police prisons held 934 prisoners at year’s end, approximately 12 percent more than the rated capacity of 831’.\textsuperscript{9}(US State Dept, 2013)
\textsuperscript{12} The original project document had four outcomes. The evaluators decided to rephrase the outcomes in order to make these more in line with the outcomes of a similar project in South Sudan which they were also supposed to evaluate. As these five outcomes offer a better introduction to the main components of the second phase, the rephrased outcomes have been given here instead of the four outcomes given in the project document of PSET 49 (Pedersen and Muntingh, 2010: 9)
PSEX 21 is funded by the Government of the Netherlands through the Netherlands Representative Office (NRO) to the PA based in Ramallah. Whereas the financial agreement of the project was signed on respectively 29 October and 5 November, 2010 by the NRO and the UNODC, the Memorandum of Understanding (MoU) between the NRO, the Palestinian Liberation Organization, legally represented by the MoI of the PA, and the UNODC was only signed on June 9, 2011. The project document was signed on the same day by the Minister of Interior, which had however as estimated starting date of the project 11 April 2011. The project duration was initially 2.5 years, with the proposed end date of 30 September 2013. A non-cost extension has been granted by the NRO for four months, thereby changing the project end date to 31 December 2013. The project budget is USD 3,336,400.

Map 1. The occupied Palestinian territories

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13 The UNODC signatures/dates of signatures are not visible on the documents as the ‘upload’ of these documents in the UNODC administrative system by the ROMENA implies that these documents have been signed.

14 Except for one activity which was already carried out in the last quarter of 2010, the work and monitoring plan of PSEX-21 shows that activities were planned from the second quarter of 2011 onwards. Ahnfelti-Mollerup (2012, 5) however notes that the project was only formally launched in the third quarter of 2011.

The purpose and scope of the evaluation

The independent evaluation of PSEX-21 is an end of project evaluation which seeks to measure achievements, outcomes and the overall impact of the project to determine good practices and lessons learned. The assessment uses the following evaluation criteria: relevance, design, efficiency, partnerships and cooperation, knowledge management, effectiveness, impact, and sustainability (see the ToR in annex I). In addition, the evaluation is expected to provide concrete recommendations for a possible third phase of the project, including the possible need for a strategic repositioning of the project in the occupied Palestinian territories (oPt). Last but not least, the evaluation will also consider the lessons learned of the independent evaluation of the project’s first phase, and the extent to which these were met during the implementation of PSEX-21.

The independent project evaluation of PSEX-21 has been undertaken in August and September 2013 by an international consultant with extensive experience in evaluation, rule of law, and human rights. An evaluation mission was undertaken to Jerusalem and the West Bank in the first week of September, and included several meetings with the CRCD and the PCP and visits to four CRCs (see below for further information). Two independent interpreters supported her during the meetings with the CRCD and the TRC.

Evaluation methodology

Data collection instruments for the independent evaluation of the project ‘Strengthening the management of the Palestinian Penitentiary System and Rehabilitation of Inmates in Civil Prisons administered by the Palestinian Authority (PA)’ consist of a desk review of different types of documents, semi-structured interviews and observation. The sources for the desk review include project-related documents, CRCD strategic documents and statistics, reports of human rights monitoring bodies, and literature on security sector reform in the oPt (see annex II for an overview of sources).

Semi-structured interviews have been held with relevant stakeholders by phone (staff of UNODC ROMENA based in Cairo and UNDP staff based in Jerusalem) and face-to-face with UNODC project staff based in East-Jerusalem, PCP and CRCD staff based in Ramallah and staff of CRCs in Tulkarem, Jenin, al-Dahriyeh and Jericho (which were all in the process of establishing rehabilitation workshops), nurses of the Military Medical Service (MMS), representatives of other international agencies (UN Women, UNOPS, UNOHCHR and EUPOL COPPS), the Netherlands Representative Office (NRO) in Ramallah and one Palestinian civil society organization, the Treatment and Rehabilitation Center for Victims of Torture (TRC). A total of 42 interviews were conducted for the evaluation (see annex III for the schedule of interviews). In addition, the medical units and the rooms to be used for the workshops were visited in order to view the general state and the delivered equipment in the above-mentioned four CRCs.

The analysis of the key findings of this independent evaluation is done by means of triangulation of sources, which is a key method for analyzing qualitative data. This method facilitates validation of data through cross verification from two or more sources. Furthermore, quantitative

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16 A reshuffle of CRCD staff took place approx. two weeks before the beginning of the evaluation mission due to which some of the interlocutors (the deputy director of the Tulkarem CRC, the director of the Jenin CRC and the Director of the al-Dahriyeh CRC) had just taken up their new position.
analysis is undertaken with – if available - statistical data of CRCD personnel, and inmates per CRC.

The evaluation aimed to be participatory in nature in order to build ownership of the process, findings and recommendations. At the beginning different stakeholders have provided inputs into the design of the ToR and the selection of the consultant. During the actual evaluation exercise, inputs will be sought from all stakeholders involved in the project, and preliminary evaluation findings will be discussed with the UNODC staff in Jerusalem. Last but not least, the draft evaluation report will be shared with a wider range of stakeholders in order to seek their comments, confirm the main findings of the evaluation and build ownership for a possible third phase of the project.

The independent evaluation of PSEX-21 encountered some limitations during the evaluation process as a result of logistical constraints, conflicting schedules of interlocutors, limited local language skills, and the absence of baseline data.

Semi-structured interviews, some one-on-one and some in groups and by telephone were conducted with the full range of project stakeholders. Due to some logistical constraints and conflicts between different schedules, interviews with the backstopping officers of the regional office in Cairo, Egypt, and some interlocutors in Jerusalem were conducted by phone. Furthermore, staff of the Legal Institute of Bir Zeit University was unavailable during the field mission because of a student strike which led to a closure of the campus. An interview was however conducted with the head of the legal committee to cover the work on the completion of the bylaws and the regulations of law # 6.

The evaluation team consisted of one evaluator, and could have benefited from a second (local) team member with Arabic language skills to conduct some of the interviews in the local language, including with CRC inmates, and to review project documents only available in Arabic (e.g. minutes of steering committee meetings, legal sources, database software). This limitation was partially overcome by recruiting independent interpreters (who had however been used before for project activities) to assist with the interviews with CRCD representatives. In addition, interviews with the UNOHCHR, UN Women and civil society representatives (TRC and email communication with the ICHR\(^{17}\)) were conducted in order to get a better understanding of the main concerns of the CRC population, and by discussing the rights and needs of the inmates with CRC personnel.

The project evaluation encountered also the challenge of the absence of baseline data, and of conflicting data on certain outputs (e.g. figures of number of trainees of the basic training on prison management). Although Kristoff (2012: 10) points out that no baseline assessments exist for the security sector, the GARRC strategy is one source which offers some baseline data in the field of CRCD personnel and the prison population. The evaluation further relied to a great extent on self-assessments of the UNODC and CRCD staff, and analysis of data collected by other agencies in the field of human rights. This evaluation will also point out some missing activities which could have resulted in baseline data of the level of capacity, and uses information gathered by other agencies which might be able to provide baseline data in the future as a result of their human rights monitoring activities.

\(^{17}\) The ICHR response was not received before the completion of this report.
II. EVALUATION FINDINGS

Design

The design of the second phase of the project PSEX-21 has to a large degree been comprehensive and a logical continuation of the first phase of the project ‘Strengthening the Management of the Palestinian Penitentiary System and the Rehabilitation of Inmates in RRCs administered by the PNA’. The design has been based on a needs assessment through extensive consultations with the CRCD, but could have benefited from a review to strengthen the coherence between the project document and the log frame (including the hierarchy of objectives), some fine-tuning of the log frame (in order also to clearly indicate a limited number of expected outputs based on the project budget), and the delivery of revised log frames/indicators based on project progress within its operational context.

As explained in the UNODC progress report of 2011, the project experienced a late start because of the perceived lack of ownership of some of the key Palestinian counterparts. The initial phase II of the UNODC prison reform project had been developed on the basis of priorities identified by CRCD management, including during a meeting with a senior UNODC delegation held on 24 March 2010, and as described in the GARRC strategic plan developed with UNODC support.\textsuperscript{18} The PCP and the MoI felt excluded from the project formulation phase, which becomes clear when observing the project governance arrangements comprising the Field Committee (led by the CRCD), the Project Steering Committee (PSC) for PSEX-21 (led by PCP) and the PSC (led by MoI) (see the section efficiency – project management). The Canadians withdrew their funding, and only the Netherlands remained on board as donor, which resulted in a shorter project time frame, another consultation process with the main stakeholders and a reduced number of activities. The UNODC project document signed in 2011 has been the result of a concept note approved by both CRCD senior management and the Head of the PCP, followed by detailed discussions with the Project Steering Committee (PSC) located in the PCP, and the Strategic Planning and Development Unit in the MoI.\textsuperscript{19}

Whereas the project document and the log frame could have benefited from a review to strengthen the coherence between the two at an early stage, the two documents have generally been seen to offer the framework for project implementation, and also been used as such. Specific indicators which were in the majority of cases measureable were given for each output and outcome. This has obviously contributed to further clarity and ease for measuring the achievements of the project.

Yet even more so in conflict and post-conflict situations, the operational context is highly complex and continues to evolve. This requires revisions to such a framework in order to make it concur with existing needs and to decide on the most appropriate activities within the initial framework. The implementing agency has not only done this in close consultation with the

\textsuperscript{18} UNODC, 2011a: 5
\textsuperscript{19} UNODC, 2011a: 13
Palestinian counterpart and the donor, but also by following up on advice offered by expert trainers regarding the capacity of the CRCD trainers, and the required skills to manage prisons and supervise inmates at different levels. For instance, the selection of a second batch of trainers, and the anger management training have – at least partially – been the consequence of recommendations given by some trainers.

The log frame has however not been revised regularly in order to account for the change in activities. This includes for instance the possible ‘upgrade’ of certain revised activities into outputs and possibly the outcome of that component (such as the completed of prison regulations and standing orders based on Law # 6), and the breaking up of one output into two because of the size of the activities (such as output 2.2: relevant CRCs refurbished and equipment for vocation/educational programmes available in all CRCs). The change in activities was however reflected in annual work plans with clear targets and deliverables, which were the main reference documents used by the PSC and the FC.

The log frame aims to reduce a complex project into a neat summarized hierarchy of activities, outputs, outcomes and objectives. Yet, the outputs are still complex (e.g. output 1.2 internal training capacity and awareness on training needs strengthened, output 2.2 relevant CRCs refurbished and equipment for vocational/educational programmes available in all CRCs), containing many ‘sub’-outputs at a lower hierarchical level. Especially with respect to output 2.2., the preparation of an operational log frame delineating the activities/outputs/contribution to outcome/responsibilities of all actors involved in this activity would have helped to clarify the sequence of activities and the responsibilities of each actor involved, and to plan for delivery on the basis of a transparent plan, which could possibly have prevented some of the delay in the setting up of the workshops (see section on efficiency of achieving the outputs under outcome 2).

A related issue is that the project design would have benefited from clearer conditions needed for the implementation (and funding) of particular activities, such as that the activities related to output 3.1 ‘Knowledge base on drug treatment needs established and infrastructural support provided’ would only be implemented if technical capacity development in the penitentiary system and in communities (the structure was supposed to be set up in two locations in 2011) could be guaranteed. Also, as the business plan for the rehabilitation workshops (referred to as operational policy by the CRCD) has only recently been submitted for approval to the MoI, the question is if also in this case financial support could not have been conditional, and referred to as such in the project document and signed agreements. For instance, including activities such as ‘giving advice/expertise’ by the UNODC ensures that a particular desired output/condition becomes visible as activity/output in the log frame used for monitoring purposes (see the section of efficiency of achieving the outputs under outcome 2 and outcome 3).

The above comment regarding the log frame also applies to the revision of indicators at the output, and even more so at the outcome level. The outcome indicators have partially been taken from the CRCD strategy 2011-2013, and have been based on assumptions of achievements during the development of this strategy. These could therefore have been the subject of an annual review in order to amend these, and to explain the necessary changes to temper expectations regarding results based on these indicators (e.g. at least 75 percent of CRCD staff familiar with basics of professional prison management in line with law No. 6 and UNSMR by end of the project’). Some outcome indicators could further have benefited from a separation into two indicators (e.g. ‘MoI, MoJ and/or other relevant stakeholders conduct at least three inspections/year in every CRC, and follow up on recommendations on alternatives to imprisonment) and a further operationalization in order to be able to measure progress made towards the attainment of
outcomes (e.g. ‘availability, regularity and quality of RRC population and development reports improved’). No specific performance indicators were given for gender equality and human rights.

The log frame of the project PSEX 21 also contained a column with the means of verification. This is commendable, and a useful tool which can be used to obtain data to measure the projects achievements on the basis of the given indicators. Monitoring and evaluation activities would however have benefited from the availability of baseline data, and an overview of these data and their sources (as well as actions on how to obtain these) in order to properly measure results. For instance, although the evaluation of training activities took place at different levels, pre- and post training tests to gauge the level of knowledge and skills attained during the training sessions were not used, despite the recommendation given in the training needs assessment. This would not only have introduced this form of assessment to the CRCD trainers but also given baseline data to measure the level of success of this particular activity. Furthermore, the schedule of monitoring progress towards achieving not only the outputs but also the (partial) achievement of the outcomes and objectives, and the division of responsibilities with respect to data collection, analysis and sharing of data between the UNODC and its counterpart is a necessity (which must be clarified in order to also understand some limitations because of prevailing security regulations).

Relevance

The project ‘Strengthening the Management of the Palestinian Penitentiary System and the Rehabilitation of Inmates in RRCs administered by the PNA’ is highly relevant in consideration of the need to support the CRCD - through the MoI - to reform and strengthen the penitentiary system in the OPT in order to enhance its concurrence with the UN minimum standards for the treatment of prisoners. These needs have not only been identified in the GARRC Strategy 2011-2013 prepared in 2010 with support of the UNODC, but have also been confirmed in the security sector strategy (third draft) and the justice and rule of law strategy of the PNA. Furthermore, the UNODC’s mandate and regional strategy confirm the relevance of the agency as implementing partner because of its expertise in penitentiary reform.

The objective and main areas covered by the project ‘Strengthening the Management of the Palestinian Penitentiary System and the Rehabilitation of Inmates in Reform and Rehabilitation Centres administered by the Palestinian National Authority’ was in accordance with all but one of the strategic objectives of the GARRC strategic plan 2011-2013, namely: Objective 2. Initiation of individual sentence planning and increased services/programmes related to reform, rehabilitation, and reintegration upon release; objective 3. Activating the role of PNA line ministries in providing services in RRCs; objective 4. Increase in both the quantity and qualification of operating staff through enhanced recruitment and development of training curricula; objective 5. Implementation and further development of the regulatory system governing GARRC; Objective 6. Awareness –raising among civil society and the media about the role, reality and challenges faced by GARRC and the individual RRCs, Objective 7. Providing

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20 The project objectives of PSEX 21 also concur with the first strategic objective of the PNA Justice and Rule of Law National Strategy 2011-2013 of the PNA, namely to ‘Ensure Respect for human Rights, Fundamental Freedoms and Rule of law (‘Section A. Enhance the environment of human rights and basic freedoms’ through ‘3. The protection of the rights of detainees at rehabilitation and correction centers.’)(PNA, 2010b: 52)
proper care for special groups of inmates, and Objective 8. Facilitating the right to health among inmates.21

The second phase of the project is also highly relevant when considering the recommendations given in the assessment reports produced during the first phase, namely a general healthcare assessment/ a more specific HIV/AIDS vulnerability and drug use assessment, and the comprehensive training needs assessment undertaken in April 2010. Furthermore, the first phase of the project developed the software and implemented the pilot phase for the data-management system which subsequently must be rolled out to all CRCs and the CRCD in Ramallah. Last but not least, also the independent evaluation of the project’s first phase provided recommendations for activities for the next phase, which have largely been taken on board while planning for the second phase of the project.

The selection of the UNODC to implement the project in close collaboration with the CRCD is also appropriate because of the mandate of the UNODC, the agencies’ regional strategy, its expertise and previous experience to facilitate and support penitentiary reform in close collaboration with the CRCD (the first phase of the project). UNODC’s work on penitentiary reform is based on UN General Assembly and UN Economic and Social Council resolutions in which UNODC has been invited to provide assistance in the field of penitentiary reform. Thus, the project is in line with UNODC’s strategy subprogramme 4 Justice expected outcome 4 and outcome 722, and in line with Sub programme II outcome 3 of the UNODC Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States 2011-15.23

Efficiency

The implementation of PSEX-21 has been efficient to a certain extent. The level of efficiency has been a consequence of a range of different internal and external factors, which will be further explained below.

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21 1. Establishment of model prison buildings through both the construction of new RRCs and the refurbishment of existing facilities; 2. Initiation of individual sentence planning and increased services/programmes related to reform, rehabilitation, and reintegration upon release; 3. Activating the role of PNA line ministries in providing services in RRCs; 4. Increase in both the quantity and qualification of operating staff through enhanced recruitment and development of training curricula; Implementation and further development of the regulatory system governing GARRC; 6. 6. Awareness –raising among civil society and the medic about the role, reality and challenges faced by GARRC and the individual RRCs, 7. Providing proper care for special groups of inmates; 8. Facilitating the right to health among inmates.(GARRC/GDPCP/MoI, 2010: 18-24)

22 ‘Expected Outcome 4.6. Enhanced capacity of Member States to address prison overcrowding, manage prisons and treat prisoners in compliance with relevant United Nations standards and norms, with particular attention to the most vulnerable groups, such as women and children

Expected Outcome. 4.9. Enhanced understanding and use of relevant United Nations standards and norms in crime prevention and criminal justice, through the development and dissemination of manuals, toolkits and training materials for crime prevention and criminal justice officials’. (UN ECOSOC, 2011: 4-5)

23 ‘Sub programme II of this programme: promoting integrity and building justice, outcome 3 (Prison Reform and Alternatives to Imprisonment) has the following outcome:

Outcome 3.1 Member States develop and start operating National Prison Reform Programmes with a focus on Rehabilitation of Prisoners

Output 3.1.1 Support Governments in the region in establishing prison reform programmes.

Output 3.1.2. Increased level of measures aimed at the rehabilitation and social reintegration of offenders.

Outcome 3.2 Member States introduce effective programmes of alternatives to imprisonment in legislation and practice, to combat prison overcrowding and promote the social reintegration of offenders in the community.

Output 3.2.1 Member States supported to introduce and expand provisions for alternatives to detention and imprisonment in their national legislation.’ (UNODC, 2011)
Cost efficiency

The project has been implemented cost-efficiently, and project expenditures stayed within the budget. In comparison to the start-up period of the project, actual expenditures for 2012 were considerably higher, and the anticipated expenditures for 2013 (for a period of nine months) show another increase of all budget lines (except for the one related to travel). Whereas activities only slowly started to gather pace in 2011, efforts were successfully made to increase implementation in 2012 to ‘catch up’ with the work plan, and in 2013 the focus has been on completing all planned activities. As of August, 2013, USD 1.1 million has been committed.

A shift in expenditures between different budget lines took place during project implementation. An increase in expenditures/anticipated costs between the in 2010 planned budget of USD 3,366,400, and the actual expenditures and the target figures for 2013 is in the following budget lines: Equipments, Travel, Training and Miscellaneous. The most profound rise in costs can be observed in the equipments budget line with 190,025 USD, which is partially the consequence of the changes and resulting increase in costs of the refurbishment of the CRC in Al-Dahriyeh. The drastic decrease of the subcontracts budget line is the result of the usage of internal UNODC capacity, international experts on loan, training material of the Turkish MoJ and the recruitment of only one local trainer for giving vocational training to inmates.

With respect to procurement, UN rules and regulations have been followed in order to be cost efficient, and through the working arrangement between UNODC and UNDP the UNDP engineering unit was requested to supervise the quality of the refurbishment.

Outputs component 1: Capacity building of the CRCD

The first component of the project ‘Strengthening the Management of the Palestinian Penitentiary System and the Rehabilitation of Inmates in Reform and Rehabilitation Centres administered by the Palestinian National Authority’ consists of a range of different but related outputs to enhance the capacity of the CRCD to manage the penitentiary system. The six outputs of this component were mostly achieved through the efficient implementation of activities. This will be described below, beginning with changes in policy and legislation, followed by capacity enhancement of CRCD leadership, training capacity enhancement, the information management system, monitoring and inspection training and

The development of regulations and standing orders has been one of the activities which was already started during the first phase, but which was taken further and completed during the project’s second phase (output 1.2) The Bir Zeit legal institute was contracted in May 2012 to work with a legal committee composed of the MoI, CRCD, UNODC, EUPOL COPPS and four consultants of this legal institute to strengthen the legal framework of the PA penitentiary system by drafting regulations and standing orders based on the rules given in law # six. In the beginning the committee met every month, and after the initial start up period every two months. The regulations and standing orders were subsequently approved by the Chief of Police on 25/05/2013 and submitted to the MoI. Currently they are pending ratification at the Council of Ministries.

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24 Toure, 2013c:1
25 The work undertaken during the second phase appeared to also include a complete revision of the sixteen draft regulations developed during the first phase. See Pedersen and Muntingh (2010: 12) for further information about the process during the first phase of the project.
Other activities given under the same output in the field of the enhancement of institutional management of skills of DCRC leadership were also implemented efficiently (see annex III for an overview of relevant training activities).

The output ‘Internal training capacity and awareness on training needs strengthened’ (output 1.3) has largely been achieved in an efficient manner (see annex III for an overview of all training activities). The three specialized training modules experienced delays of several months. The first two were completed and translated into Arabic in the first and last quarter of 2012 (‘special needs/vulnerable groups in prison’, and ‘classification, sentence planning and rehabilitation’), and two ToTs held. The third one concerning security management and communication is being completed at the time of this evaluation, and a ToT is expected to be organized at the end of September, 2013. In addition to these activities, at the request of the NRO 53 new staff of the new CRC in Jericho (funded by the NRO) were trained by CRCD trainers, which not only provided them with another opportunity to practice their skills but also ensured that all new staff obtained the basic skills to work with inmates. Whereas the end-of-mission reports of international experts were in the beginning of the second phase rather critical regarding the skills of the CRCD trainers, towards the end of the project a clear recognition of their training skills came to the fore in the narratives. At the same time, continued supervision, training and practice has been recommended. The expertise of the recruited international trainers was highly appreciated by the CRCD trainers, although the preference for trainers from the Middle Eastern region because of language and a similar cultural background was repeatedly pointed out. UNODC had tried extensively to find regional expertise, but access to Israel was often considered a major obstacle by those approached by the UNODC. UNODC’s national project management and/or a trainer from the CRCD pool of trainers was often able to bridge the occasional gap between trainees and international trainer.

The output ‘prisoner file management application functional and used in RRCs’ (Output 1.1) was implemented with almost a year delay, partially because of the late start of the project and the lengthy procurement process. In the first phase of the project, the software for the prisoner file management system in compliance with UNSMR rule 7 was developed, and the installation of the electronic prisoner file management system at PCP headquarters and Ramallah CRC was completed in the last quarter of 2010, followed by a trial period of three months. In the second phase, all remaining CRCs received the technical equipment, the software and training for 36 staff responsible for data management. At the time of the evaluation, interlocutors of the PCP and the CRCD mentioned that the prisoner file management system is fully functioning. In addition, a technical expert was recruited for the period of a year (until 30 September 2013) to provide further support to the IT department of the PCP, which included a continued revision of the prisoner profile module based on requests received from the CRCD, support to set up an email

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26 One trainer wrote for instance that ‘the facilitator was very impressed with the facilitation skills of the participants of the ToT, they all are very professional in their approach and are very comfortable [with] training. The all appeared and presented as having a vast amount of experience already as Trainers. Many of them assumed the role with ease and grace; they were very comfortable in their role. Their methods of delivery: PowerPoint, case studies, group exercises and real life experiences all proved to be reliable training techniques’ (Molino: 2013: 4).

27 Some international trainers also recommended that further guidance could be given by the UNODC and the CRCD by means of a concept note on the CRCD, the functioning of the criminal justice regime in Palestine, organigrams of the MoI/PCP/CRCD and the background (level of education, experience and function) of trainees (see McFarlane, 2012: 9).


29 All CRCs had received the IT equipment by 26 March 2012.

30 The only exception was al-Dahriyeh where the ongoing renovation of the building (where the office of the director and of the data management officer is located) sometimes creates some technical problems. These problems are expected to be solved once the renovation has been completed.
system for the PCP (including the CRCD) and the production of technical guidelines for using the computerized system. In addition, two new modules (on health and internal security) are currently being tested. The extent to which these modules contain a clear reintegration link and whether the development of a rehabilitation/reintegration module would be timely and necessary in the near future must be further examined.

The ‘knowledge base on alternatives to imprisonment [was] established’ (output 1.4) by means of an assessment undertaken in Jordan about alternatives to imprisonment by a team comprising two CRCD Deputy Directors, a legal consultant and two UNODC staff members. Based on the field assessment in Jordan and further discussion with several interlocutors, the UNODC program officer prepared a discussion paper on alternatives to imprisonment in Palestine. This was a change from the original activity of a round table in order not to duplicate efforts of the MoJ and the EUPOL COPPS at the request of the CRCD.31

The output ‘relevant CRCD and other PNA stakeholders knowledgeable in best practices of monitoring and inspection’ (output 1.5) was also achieved efficiently as two workshops on the inspection and monitoring of detention places/prisons were held in 2012, of which the first one in addition to participants from the CRCD was also attended by the MoI, and the MoJ. The workshops were highly appreciated, and also offered a forum for the head of the legal committee to review the new draft policy on Inspection, Monitoring and Investigating Complaints with the participants. The workshop also made clear that neither the MoJ nor the MoI representatives were aware of international human rights standards regarding confinement and the monitoring of places of detention or their duty to conduct inspections under Law number six of 1998.32 The checklist given during the training has been further developed by the CRCD, and is now a comprehensive checklist with inputs from the UNODC in the field of torture, ill-treatment and women’s human rights in prison settings.

The last output under component 1 ‘outreach capacity of CRCD strengthened’ (output 1.6) was only partially met with project funds. The CRCD decided to do two out of the three planned activities from its own budget (support in preparing press conferences/press releases, and technical expertise for designing the CRCD website).33 The only activity funded under the project was the production of posters, booklets etc. on the rights and duties of inmates, which are expected to be ready towards the end of September 2013.

Outputs component II: Prison regime activities for inmates diversified and enhanced to cover all Corrections and Rehabilitation Centres

Only some of the outputs of the project’s second component have been achieved in an efficient manner. This concerns the establishment of the ‘knowledge base on vocational programming opportunities in all CRCs’ (output 2.1) during the third quarter of 2011 with the completion of the assessment concerning rehabilitation workshops by an international expert, and the validation of its findings in a workshop with the CRCD.

31 According to the law any person sentenced to imprisonment for a term of not more than three months may petition the public prosecutor to put him to work outside the correctional and rehabilitation center [the prison] instead of executing the sentence of imprisonment against him, unless the judgment deprives him of that option. Although the law allows for this, the legal system did not have the capacity to implement such a process. (State Dept, 2013)

32 Molino, 2012: 3

33 Toure, 2012: 9
Different causes can be identified for the delays in the refurbishment of the CRCs and the procurement of the equipment of the workshops (output 2.2). The formal decision was only communicated in writing half a year later than was originally scheduled concerning the refurbishment process for the workshops in the four agreed on CRCs (Jenin, Tulkarem, Jericho and Al-Dahriyeh). The preparations for selecting the contractors finally began in June, and were completed in December 2012 when the contractors started with the actual refurbishment. They were able to hand over the refurbished rooms in February/March 2013. The refurbishment of Al-Dahriyeh started in accordance with the same schedule as for the other three CRCs, yet run into difficulties when access to the workshop appeared to be on the compound of the Preventive Security Forces. The cancellation of the tendering process, selecting a new location for the workshops within the premises controlled by the CRCD, and the unanticipated increase of the budget took several months. This was partially a consequence of the different administrative processes of the two UN agencies involved, and a change in senior management in Al-Dahriyeh. The refurbishment process in Al-Dahriyeh is expected to be completed at the end of October/beginning of November 2013.

The procurement process of the equipment for the vocational and educational programs, that is, for four bakeries, one mosaic and one shoe-making unit, and for three multi-purpose rooms has been completed in 2013. The multi-purpose rooms have been equipped, and already used for educational activities. The bakery equipment was delivered in the Jericho CRC in May, and in the Jenin and Tulkarem CRCs in the beginning of July 2013. The equipment must still be installed by the supplier as the electricity system in Jenin and Tulkarem requires an upgrade first before the equipment can be used. The upgrade could possibly have been requested for at an earlier stage, although also other reasons have delayed the use of the equipment, including the ongoing development and approval process of the operational policy for the non-profit rehabilitation workshops. The question is whether the operational policy for the use of the rehabilitation workshops should not have been established in the first place to inform the parameters of the refurbishment process, and to make this a pre-condition for the release of funds to guarantee the sustainability of the units, and adherence to articles in the UNSMR on wages and social insurance.

Table 1: UNODC-supported rehabilitation workshops and educational rooms in CRCs

<table>
<thead>
<tr>
<th>CRC</th>
<th>Phase I Workshops</th>
<th>Phase II Workshops</th>
<th>Educational rooms</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Bakery</td>
<td>Shoe-making</td>
</tr>
<tr>
<td>Al-Dahriyeh</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Jenin</td>
<td>Tailoring</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Jericho</td>
<td>x</td>
<td>x</td>
<td></td>
</tr>
<tr>
<td>Nablus</td>
<td>Bakery</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ramallah</td>
<td></td>
<td>x</td>
<td></td>
</tr>
<tr>
<td>Tulkarem</td>
<td>x</td>
<td>x</td>
<td></td>
</tr>
<tr>
<td>Bethlehem</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

34 See Toure, 2012: 2
35 Reportedly, some unanticipated minor delays took place because of the strict security regulations of CRCs, but generally, the refurbishment process had no extensive delays once it had begun despite the additional challenges encountered while refurbishing rooms in high security areas. Access for each worker had to be requested in advance, and often work could only be undertaken on some days of the week.
36 In collaboration with the municipality/the electrical company at the request of the CRCD in one instance, and through the Preventive Forces which own the property in the other location.
37 See Toure, 2012 (letter CRCD), Toure, 2012x: 10 (raising the issue at the PSC) Kampman, 2013
The output ‘enrolled inmates trained in vocational training skills’ (output 2.3) has therefore only been achieved with respect to the in the first phase of the project established tailoring workshop in the Jenin CRC where male inmates received training by a local trainer.38 A vocational trainer for the mosaic workshop in CRC Jericho has been identified in close collaboration with the local association for mosaic businesses, but no other information was available regarding the recruitment of other vocational trainers at the time of the evaluation field mission. It is reasonable to expect that the workshops will be functioning at the end of 2013, as this will give adequate time to complete the refurbishment in Al-Dahriyeh, solve (at least partially) the power problems in two of the CRCs, receive approval from the MoI for the operational policy for workshops, recruit vocational trainers and select inmates for the first training batches.(see the section on effectiveness for further information about the operational policy).

CRCD staff has however already gained the capacity to manage the workshops once they can start to function. The output ‘relevant DCRC staff qualified in effectively managing rehabilitation programs’ (output 2.4) was achieved in a timely manner to the extent that eighteen prison officers received training on rehabilitation programs.39 Further training was however recommended on rehabilitation as well as a review of roles and responsibilities in this field of the CRCD and other actors.40 In addition, fifteen officers of the CRCD (Deputy Director CRCD, seven CRC directors and staff working in CRCs) went for a study visit on this issue to Ankara, Turkey.

The last output ‘involvement of PNA line ministries and civil society organisations (CSOs) in rehabilitation-related services supported’ (output 2.5) has to a great extent been achieved efficiently with several PNA line ministries involved in rehabilitation-related services in CRCs. The number of CSOs could however not be assessed during the evaluation mission, although some indications were received that there was scope for more involvement of CSOs in this field. The training in anger management given to CRCD and MoSA staff was conducted by trainers from the Turkish MoJ and subsequently by trainers from the TRC41, and a roundtable discussion was organized this year with representatives of the CRCD, MoSA, MoJ, Ministry of Waqf and Religious Affairs (MoWRA), MoL and CSOs regarding the provision of services in the CRCs.

Component III: Healthcare conditions and capacity in CRCs

Only part of the third component concerning the health care facilities in CRCs has been implemented in an efficient manner. With respect to the output ‘Knowledge on drug treatment needs established and infrastructural support provided’ (output 3.1), the assessment on drug treatment and care opportunities in CRCs was undertaken in accordance with the schedule, but the equipment for the drug treatment services for the CRC in Jericho was not procured. Different

38 The first batch of trainees received certificates from the Association of Tailors. The inmates receive privileges when taking part in the rehabilitation activities (more communication time allocated for making phone calls/family visits etc.)
39 McFarlane, 2012: 2
40 There was agreement that all staff involved in rehabilitation, including social care staff, needed to be briefed about effective practice principles. Most rehabilitation officers do not do the assessments in the prison, these are done by the social care department, and others and the rehabilitation officers simply receive the referrals. However in Jericho there is one officer who coordinates this and does all the assessments. This is recommended as a model for all the RRCs. It is also recommended that any officer who undertakes an assessment for rehabilitation uses the suggested form given to the training to assess the level of risk and to create an effective rehabilitation plan.(McFarlane, 2012: 5)
41 This was recommended by international trainer Langelaar (2011: 5) based on his reflection of module one, two and three while preparing a second batch of CRCD trainers.
reasons were given for this situation, namely the unavailability of budget to recruit expert staff for the drug treatment unit and the fact that the establishment of two community-based drug rehabilitation centres were delayed thereby not offering the necessary psychological/medical support after release from prison. With the financial assistance of Korean Aid, two drug treatment centres will in the near future be established. UNODC already offered training in this field under the auspices of another project.\(^{42}\)

With respect to the output ‘selected DCRC/MMS staff qualified on issues related to healthcare in prisons’ (output 3.2), several training activities were conducted in this field (see annex III with further information on training). Whereas the healthcare system in CRCs covers physical health, one of the remaining gaps is the response to mental health problems. Some of this has been addressed through other activities (e.g. anger management training in order to reduce stress levels among inmates and staff/group counselling activities), but the issue continues to demand further attention, including from a gender perspective.

The last output under health services ‘Health care infrastructure and awareness in CRCs improved’ (output 3.3) has been implemented efficiently, with the delivery of preventive and specialized healthcare equipment, disposables and dental equipment to all CRCs based on a needs assessment undertaken by the CRCD. Furthermore, the production and dissemination of material for CRC inmates on healthcare has been done, including four different posters and one leaflet on hygiene. Also, health lectures to inmates were delivered by CRCD trainers.

**Management**

The UNODC management structure of the project is a regional structure with technical, administrative and financial backstopping done by the Programme Coordination and Analysis Unit of UNODC ROMENA (with a regional programme coordinator who is in charge of the Jerusalem-based staff, and reports to the UNODC Regional Representative Middle East and North Africa) based in Cairo, and the UNODC team responsible for the day-to-day running of the project in East Jerusalem. The project team is composed of an international program manager, and three national staff (one national project officer, one coordination officer, which is cost-shared with a Global Fund project, and one general services assistant).\(^{43}\) Because of UNODC’s regional office in Cairo, the technical support of UNODC headquarters in Vienna was not needed, and the related budget item has therefore never been used.

The local project staff started to work for UNODC during the first phase of the project, thereby contributing to the institutional memory of the office and building on already established contacts within the PA, the UN family and other organizations during the second phase of the project. The project manager who had managed a major part of the first phase of the project, resigned in the beginning of the second phase, and the project development officer/officer-in-charge also became responsible for this project from April 2010 to February 2011 until the position was filled again.\(^{44}\) The delays in the project, and the subsequent density of activities during the second half

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\(^{42}\) UNODC conducted two ToTs with UNODC’s TreatNet Modules (HIV prevention and drug users & evidence based drug dependence treatment), and recruited an international consultant for an assessment on the establishment of opioid substitution treatment programs in the oPt. This was conducted at the end of 2012.

\(^{43}\) The UNDP Programme of Assistance to the Palestinian People (UNDP-PAPP) in East-Jerusalem provides services to the UNODC office in Jerusalem with respect to the administration of personnel, field office administration and the financial and administrative support to projects.

\(^{44}\) Reportedly, after the resignation of the former Project Coordinator, the candidate who was identified through a competitive process declined the offer, and another recruitment process had to be started to identify the current project coordinator.
of the project’s life span, could – at least to some degree - have been avoided if a fulltime project manager for PSEX-21 could have been identified at an earlier stage. At the time of the evaluation, the UNODC project team was highly committed to complete the project within the agreed on time-frame. They were appreciated for their good working relations with the national counterparts, clearly making efforts to address their concerns within the legal, policy and project framework.\textsuperscript{43}

The project governance arrangements with the national counterpart consist of a Field Committee which had its first meeting on 17 July, 2012\textsuperscript{46}, a Project Steering Committee for PSEX-21, and a Programme Steering Committee with membership of the PCP (3 members), MoI (two members) and EUPOL COPPS (two members – non-voting).\textsuperscript{47} The UNODC presented the main results and challenges of the PSEX-21 at the PCO Programme Steering Committee on 1 November 2012. The Field Committee composed of representatives of the CRCD, the UNODC and EUPOL COPPS (the PCP Research Planning Development Administration) met approx. every month and held a total of 17 consultation meetings until September 2013.\textsuperscript{48} The factual focus of the meetings appeared to be on the monitoring of the implementation of activities and possible obstacles therein. A summarized log frame taken from the one given in the project document was the main reference tool in these meetings. One of the committee members viewed the field committee as the backbone of the project. The Field Committee meetings were undoubtedly important in order to discuss the status of activities, seek clarifications, and possibly formulate issues that had to be addressed at the PSC level.

\textit{Explanatory factors contributing to the efficiency of the project}

The commitment of the UNODC and the CRCD to implement the project, and thereby fulfil its obligations agreed upon when signing the MoU, has been considerable, and must be commended. The overall assessment of project implementation shows that this has only to some extent been efficient.

Three key internal factors impacted negatively on the efficiency of the project. First, the late start of the project was partially a consequence of the lack of perceived ownership of the MoI/PCP of the project. Secondly, personal changes in UNODC and the CRCD also had an effect on project progress. This includes the absence of a fulltime project coordinator during the ten months in the beginning of the project, the changes in CRCD leadership (two times during the project) and also rotation at lower levels of the CRCD hierarchy. Thirdly, in some areas the planning for activities could have benefited from more decisiveness, and a different prioritization of activities.

Several external factors also had an impact on the efficiency of the project, such as the ongoing financial crisis of the PA (e.g. hindering the purchase of raw materials for the rehabilitation

\textsuperscript{43} For instance, one senior CRCD manager noted that the UNODC as partner in this project has been a positive experience on the basis of a professional attitude and mutual trust. During the interviews, despite specific questions on this issue, no negative comments were made about the high costs of UNODC as an implementing agency. The UNODC confirms this in its self-assessment by stating that the agency has been successful in establishing close working relationships with its counterpart based on ‘trust, transparency and open exchange of views’ (Toure, 2013b: 2)

\textsuperscript{46} Toure, 2013: 10 annual report

\textsuperscript{47} During the first phase, the envisaged Steering Committee did not meet due to issues related to personalities on the PA’s side. ‘It is important that these problems are overcome in phase II’. (Pedersen and Muntingh, 2010: 19)

\textsuperscript{48} Toure, 2013c: 2
workshops), security regulations (which impacted on the performance of contractors in CRCs), and the consequences of the Arab Spring in Egypt due to which local staff sometimes could not reach the ROMENA office for extended periods in Cairo in 2012 and 2013.

Partnerships and cooperation

With the MoI as its national counterpart, the UNODC operates in a complex environment with a host of international, national and local agencies taking on different roles in penitentiary reform in the OPT. The UNODC liaised closely with other ministries of the PNA for particular activities, including the MMS, Ministry of Social Affairs (MoSA), and the MoJ – representatives of these entities took part in training activities. UNODC also established and continued with particular partnerships with civil society organizations, such as with the TRC, the Palestinian Red Crescent Society, and the legal institute of the Bir Zeit University, which developed regulations and standing orders based on law # 6.

The UNODC takes active part in the United Nations Country Team (UNCT), the sector area group on governance and human rights, and the prison coordination group. Originally started by the UNODC in 2009, the latter group offers an information sharing platform for representatives of the MoI (only participating occasionally since the beginning of 2013), different UN agencies, other international organizations, and donors. The meetings are organized every two months, and currently hosted by EUPOL COPPS. The extent to which the prison coordination group also facilitates coordination among the different donors and implementing agencies was however questioned by several interlocutors. The level of inclusiveness of the prison coordination group will in turn also have an effect on the extent to which information will be shared during the gatherings.

In 2010 the division of labour among donors appeared rather straightforward with the EU Commission and bilateral donors mainly focusing on ‘hardware’ such as prison infrastructure, equipment and training, the EUPOL COPPS taking on a coordinating role, and the UNODC providing ‘software’ in terms of management support, mentoring, training and other technical inputs based on the UNSMR. The prison reform sector has become more complex over time with an increasing number of implementing partners involved in ‘software’ activities in the field of rehabilitation and reintegration (e.g. UN Women) and training (e.g. EUPOL COPPS). Although UN Women targets female inmates only, and the training activities of the EUPOL COPPS tend to focus on the lower echelons of CRCD staff (in comparison to the training offered by the UNODC which targets specialized staff and senior management), some concern remains with respect to the possible risk of duplication of these efforts and the coherence and long-term

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49 A recent World Bank report notes that ‘With the current economic slowdown, measures to increase tax revenues handicapped by external constraints, most notably Israeli restrictions, and any further increase in the PA’s borrowing from local commercial banks considered unsafe for the stability of the banking sector, the provision of basic services by the PA is increasingly affected and there is a risk that gains in institution building may be eroded.’ (WB, 2013: 1) Economic activity slowed down in 2012, and a further slowdown of growth is expected for 2013. (WB, 2013: 5) The IMF confirms this picture: ‘The WBG economy weakened in 2012, with a slowdown in growth and a rise in unemployment.’ (IMF, 2013: 3)

50 UNOPS, UNODC, UNWomen, Office of the EU Representative, USSC, NRO, ICRC, INL, Canadian Representative Office, EUPOL COPPS

51 Most of the interviewees agreed that in order to be successful, coordination has to be done at the lower levels. For example, a USSC official and a EUPOL COPPS prisons expert personally worked out a regular meeting with those involved in prison reform in the West Bank. […] Palestinians were deliberately excluded at first because “if we couldn’t get our [international] act together, we definitely didn’t want the Palestinians there.” (Kristoff, 2012: 8)

52 See for a critical review of aid coordination of the security sector, Sayigh, 2011

53 Pedersen and Muntingh, 2010: 19-20
vision of all capacity-building activities given to the CRCD. In the area of alternatives to imprisonment, the CRCD however clearly tried to avoid the duplication of activities based on an MoJ/EUPOL COPPS activity when asking the UNODC to cancel the training on alternatives to imprisonment and organize a roundtable on the topic instead.

UNODC partnered with other international agencies in line with their specific mandates (e.g. UNOHCHR as co-host/trainer for the human rights ToT; and invited international agencies operating in the prison reform (e.g. UN Women, EUPOL COPPS) to conduct a session during training activities, and/or to participate in debriefing sessions and roundtable seminars. The UNOHCHR used the opportunity network with CRCD staff members during the training, and these contacts proved beneficial and facilitated their monitoring work of CRCs, which they had started in the beginning of the year. In particular with the UNOPS infrastructural projects regarding the renovation of the Ramallah CRC, the current location of the UNODC in the UNOPS building facilities interaction and the provision of timely advice and assistance in the planning stages of the refurbishment of and planning for a new prison.54

Also at the regional level partnerships have been established, and good practices concerning the norms and practices of penitentiary systems in other countries in the Middle East have been used and build upon by the UNODC and the CRCD. For instance, a trainer of the Jordan penitentiary system has conducted a refresher training for trainers in the beginning of the project’s second phase, and supervised the training of the 43 new Jericho CRC staff. A CRCD/UNODC mission has been undertaken to Jordan to examine the options of alternatives to imprisonment. Also, a training mission has been undertaken by the UNODC and the CRCD to Ankara, Turkey to examine rehabilitation practice in the country. Furthermore, the MoJ of Turkey committed to providing trainers and training material for the CRCD in the field of anger management in August 2013. These partnerships with states from the region have been very effective from a ‘South to South’ (perhaps more properly called ‘Middle East to Middle East’) cooperation and learning perspective, and must ideally be built upon and expanded in the future.

Knowledge management

The project PSEX-21 has enhanced UNODC knowledge about the actual situation in prisons, and some of the remaining gaps in the implementation of the UNSMR. Within the limits of UNODC’s mandate, the UNODC regional programme and in consideration of the activities of other actors, the UNODC shared and used this knowledge with project partners through the organization of training activities, in meetings and seminars, and formal and informal consultations in order to advocate for change. UNODC’s knowledge about the current situation in prison reform in the West Bank has further been translated in recommendations for future activities in the field of penitentiary support, the rehabilitation and reintegration of inmates and alternatives to imprisonment. This knowledge has certainly had an influence on the formulation of national policies as can be observed in the CRCD Strategy developed during the first phase of the project, and the current efforts to be inclusive of the MoJ in penitentiary reform processes at the political level.55 The extent of the influence of the UNODC is however difficult to ascertain because of the complexities of operating in a reality with a host of different stakeholders.

54 Toure, 2013: 11
55 MoJ informed the Coordination Group that there will a National Committee comprised of all the relevant ministries to formulate a plan addressing the international standards on how to guide the CRCD (e.g. legislation), and that the
Effectiveness

The project PSEX-21 has been effective, and achieved (and is expected to achieve) its objectives and outcomes. A more detailed analysis will be given below for each outcome followed by an analysis of the extent to which the objective has been met.

Outcome 1: strengthened compliance with regulatory frameworks through enhanced management, training and outreach capacity

The project ‘Strengthening the Management of the Palestinian Penitentiary System and the Rehabilitation of Inmates in Reform and Rehabilitation Centres administered by the Palestinian National Authority (PNA)’ has resulted in increased compliance with regulatory frameworks through enhanced management, training and outreach capacity. The regulatory framework was strengthened as a result of the approval by the MoI of the regulations and standing orders of law # 6. One interlocutor stated in relation to the further operationalization of this law that ‘when we have something written then it offers clarity. We try to apply it in line with the international experts training and best practices. UNODC gave us the push that we needed’. It is however still too early to examine the impact of these rules, but CRCD staff unanimously agreed that the capacity-building efforts have certainly led to more consistent practices in CRCs in line with the UNSMR and law # 6.

The proportion of CRCD staff familiar with the basics of professional prison management (training modules 1) human rights; 2) working in RRCs; 3) managing RRCs developed during the first phase of the project) is however much less than the planned minimum of 75 percent of CRCD staff (that is approx. 270 trained staff in accordance with the September 2013 staff figure). The fact that those trained often occupied senior positions had a catalyst effect, which facilitated the ‘learning on the job’ of staff interacting on a daily basis with inmates. The CRCD trainer pool established under the project is another source of capacity and knowledge which CRCD colleagues reportedly tap into to enhance their performance. The profound change to the earlier culture of managing prisons and dealing with inmates is clear when considering that all GARRC staff only received basic police training, with a focus on military discipline, self-defence, arms and infantry before the first phase of the UNODC project.56

Table 2: Number of trained CRCD staff per phase/period (module 1, 2 and 3)

<table>
<thead>
<tr>
<th></th>
<th>Number of trained staff</th>
</tr>
</thead>
<tbody>
<tr>
<td># of CRCD staff trained in first project phase57</td>
<td>50</td>
</tr>
<tr>
<td># of new staff of Jericho CRC trained in second project phase</td>
<td>53</td>
</tr>
<tr>
<td># new staff trained in March 2013 by CRCD trainers58</td>
<td>17</td>
</tr>
<tr>
<td>Total</td>
<td>120</td>
</tr>
</tbody>
</table>

56 GARRC/GDPCP/Mol, 2010: 10
57 The figure of 50 staff members which were trained in module one, two and three by the GARRC in-house trainers during the first phase of the project is given in the GARRC strategic plan 2011-2013 (GARRC/GDPCP/Mol, 2010: 10). This contradicts with the estimate of the approx. 125 trained staff given in the independent evaluation of the first phase of the project.
58 Figure given by the CRCD head of training.
The management of the CRCs has reportedly also improved with the availability of the prisoners’ profile data and available daily, weekly, monthly and annual reports on the CRC population. The prisoner profile data management system has been highly appreciated by senior management, and not only provides statistics on the prison population, but also offers information for management decisions - on groups with special needs as well as on individual cases. CRC management can now also respond more adequately to questions about inmates from courts. Court correspondence is entered into the system, and the length of stay of each inmate in one or several CRCs can be monitored on a daily basis. The records are however not publicly available to allow for the independent monitoring of statistics of the penitentiary system in the West Bank.

Capacity-building efforts in the field of inspection have been effective when considering the institutionalization of internal inspections by the CRCD, and the continued interest of the MoJ to consider this issue seriously. Following the training in November 2012, the CRCD completed internal inspection guidelines, a corresponding checklist and inspected all CRCs earlier this year in late Spring. Monitoring visits were further undertaken by the ICHR, the UNOHCHR (since the beginning of 2013) and the ICRC, thereby exercising some degree of independent control of the penitentiary system.

**Outcome 2: Diversified and enhanced prison regime activities for inmates in all CRCs**

The second outcome of the project has to a certain extent been attained. Prison regime activities will be more diversified and enhanced for inmates in four CRCs once the bakeries, and the mosaic and the shoe workshops are fully functioning with several batches per day. The target of 25 percent of all inmates involved in these activities can then be achieved for the UNODC supported workshops. In two out of the four visited CRCs also other workshops for male and female inmates were operated in support of their rehabilitation, and to offer some financial support to their families. In addition, three line ministries have been involved in the provision of services in CRCs. The Ministry of Education (MoE) offers literacy classes and classes to obtain the Certificate of General Secondary Education Examination (Tawjihee), the MoWRA organizes religious teaching, and the MoSA is responsible for social counselling. The provision of services of these ministries is noted in law # 6, although only direct reference has been made to the MoE. The only NGO which concluded a MoU with the CRCD as part of the project’s second phase is the TRC to conduct anger management training.

**Outcome 3: Healthcare conditions and capacity in CRCs improved**

The health care capacity and conditions in CRCs have improved as a result of project activities. In the four visited CRCs two designated CRCD staff with expertise in health care issues coordinate the medical units. The scope and quality of health care services provided in CRCs has respectively increased and improved because of the specialized medical equipment as well as disposable items all units received during the project’s life span. CRCD and MMS staff

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59 Palestinian law ‘allows police to hold detainees without charge for 24 hours and with court approval for up to 45 days; [and] requires that a trial must start within six months.’ US State Dept, 2012

60 US State Dept, 2012; 2013

61 ‘Law No. 6 on Reform and Rehabilitation Centres addresses, explicitly in some articles and implicitly in others, such services to be provided by ministries, e.g. in Art. 10, para 1 (Ministry of Justice, Art. 10, Para 2 (Ministry of Social Affairs), Art. 30 and Art. 44 bis. (implicitly referring to the Ministry of Labor and Ministry of Education, which is further in line with Point No. 8 of the Police Strategic Plan).’ (GARCC/GDPCP/MoI, 2011: 8-9)
confirmed that the project had contributed to more confidence of inmates in the health care services provided in the centers because of the above investments, and the availability of services to a relatively smaller number of inmates because of the decrease of the size of the civil prison population during the past three years. In some of the CRCs the medical units could however be cleaned more often, and specialized training on hygiene standards might be relevant to further improve the health care conditions in CRCs.

Project objective: Management and operation of Corrections and Rehabilitation Centres strengthened in line with the UN Standard Minimum Rules for the Treatment of Prisoners

The management and operation of CRCs has been strengthened in accordance with the UN Standard Minimum Rules for the Treatment of Prisoners (UNSMR), and all three project components have contributed to this state-of-affairs. CRCD senior management unanimously agreed that the UNODC organized training on prison management, human rights and other aspects of the UNSMR has greatly improved the performance of their staff at different levels, and reflects a human rights approach to prison management. For instance one CRCD senior manager/trainer noted that ‘before we used to work in a more random way. We were not informed about international standards. Now we have specific guidelines to polish our expertise. We evaluate practice. We notice improvements in the performance of staff.’

Generally, according to CRCD senior managers, prisoners are nowadays treated with respect, and more trust can be found between staff and inmates. This has not only been the result of the host of training activities, but also because of a gradually improving morale among prison staff that work in CRCs is not degrading in nature. Furthermore, also inmates have increasingly become aware of their rights, and of the difference between the various actors of the criminal justice system. The CRCD has clearly made an effort to respond more to the special needs of particular groups of inmates (e.g. juveniles, women, elderly), although practice is diverse and partially a consequence of available facilities in the different CRCs. A CRC-wide assessment could be undertaken to obtain a complete picture of the extent to which UNSMR is met in all areas in order to provide concrete recommendations for further programming activities.

Secondary sources also confirm that civil prison conditions have improved in recent years. Unlike in 2009, no deaths from adverse conditions in civil prisons were reported in 2010, 2011 and 2012. The CRCD operated a mechanism for reviewing complaints of prisoner abuse, and reported in 2011 and 2012 no cases of inmate abuse by its staff. This has been confirmed by reports of the Independent Commission on Human Rights (ICHR) for 2010, 2012 and the first seven months of 2013. Also the Office of the High Commissioner for Human Rights (OHCHR) has thus far not received any complaints of torture or ill-treatment of the CRCD since the beginning of 2013 when it started with unannounced monitoring visits to CRCs, thereby confirming the above. However, in 2010 the ICHR registered 142 complaints concerning other types of human rights violations against the CRCD (out of a total of 384 complaints received

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63 US State Dept, 2012; 2013
64 The Independent Commission on Human Rights (ICHR) registers complaints of citizens regarding the CRCD. In 2010, 2012 and the first seven months of 2013 no complaints were received of torture and ill-treatment by staff of the CRCD (Herst, 2011: 182-3; ICHR, 2013a/b/c/d/e/f/g/h) For the year 2011 no information of complaints on torture and ill-treatment cross-tabulated with the different police and security entities was available in the ICHR executive summary (ICHR, 2012: 21).
against the civil police). In addition to a smaller number of complaints in 2012, also the proportion of complaints registered against the CRCD out of the total number of complaints against the PCP was reduced with 9.5 percent (37 percent in 2010 and 27.5 percent in 2012). This could be an indication that the human rights situation in civil prisons in general has improved during the past three years, despite the infrastructural constraints and its consequences for the provision of adequate services.

Impact

The project ‘Strengthening the Management of the Palestinian Penitentiary System and the Rehabilitation of Inmates in RRCs administered by the PNA (PNA)’ has been implemented in two phases from 2009 onwards. Whereas the project is still being implemented, some tentative conclusions can be drawn regarding the impact of the project.

First and foremost, the project has strengthened the legislative framework concerning the management, administration and operation of CRCs, and contributed to institutionalize the internal investigation mechanism of the CRCD, and enhance the capacity of staff, including specialist staff, in relevant areas of their work. The project has also been instrumental in setting up a pool of in-house trainers and a CRCD-wide functioning data management system to support its decision-making, and support adherence to human rights. Furthermore, access to health care in CRCs has improved, and the ground has been prepared to develop and implement an action plan on how to institutionalize and put into practice alternatives for imprisonment, and to have six functioning workshops in four CRCs for vocational training in the near future in order to support the rehabilitation of inmates and provide some support to their families (with the aim to decrease the level of recidivism in the long term).

Several additional unanticipated effects and consequences of the PSEX-21 project have been given below:

- A change in morale in which staff feels comfortable and – at times - proud to work for the CRCD;
- The delivery of training by CRCD trainers to other relevant actors, such as to their peers at the police academy and to inmates;
- Contribution to the economy by hiring local contractors to do the refurbishment work, in the case of one CRC by paying the municipality which owns the electric company to do the upgrade of the system, and by procuring equipment from companies in the West Bank and East Jerusalem if available and cost-effective (e.g. computers). Some equipment (e.g. bakery equipment) was purchased in Israel;

65 ICHR, 2011:192
66 The information given in the ICHR annual reports is not cross-tabulated with the different administrative entities in order to get an accurate picture of the type of complaints regarding the CRCD. Complaints included the violation of the right to separate prisoners; the right to family and lawyer visits; and the right to medical care inside prisons. (ICHR, 2011: 191-2) For the year 2011 no information on this issue is available in the executive summary of the annual report which is available in English. In 2012, a different picture emerged with a total of 400 complaints received against the PCP, which is a slight increase from the year 2010, while the number of complaints regarding the CRCD has decreased with a total of 110 complaints (ICHR, 2013: 23)
68 Toure, 2012: 18
69 Employment opportunities created at the four CRCs are an estimated 250 days skilled labour, and an estimated 500
• ‘South to South’ knowledge sharing and technical cooperation as a result of the two study visits to Turkey and Jordan, and the contribution of regionally hired trainers as well as trainers of the MoJ of Turkey.

Sustainability

The sustainability of the different elements of the second phase of the project ‘Strengthening the management of the Palestinian penitentiary system and rehabilitation of inmates in civil prisons administered by the Palestinian National Authority’ has been a major concern, especially in light of the ongoing financial crisis of the PNA. It is reasonable to expect that, once completed and functioning in accordance with the still to be approved operational policy (and possible annual plans of operation) the rehabilitation workshops will be sustainable in the longer term providing that the political commitment continues to commit financial sources to sustaining the workshops in current locations, and in the new CRCs which are currently being built. The demand for bread is unlikely to decrease as it will most likely be consumed by the producers themselves and CRC staff. The mosaic and shoe-making workshops are located in towns which have built a reputation for these particular industries. An assessment might need to be undertaken to examine how the products can be marketed.

The outputs of the component which focused on strengthening the legislative framework, the management and training capacity of the CRCD are sustainable providing that the regulations and standing orders based on Law # 6 will be approved by the Cabinet, and international and national support continues to implement policies and programmes in accordance with human rights instruments, the UNSMR and Palestinian law. Furthermore, the current information management system is functioning, but the equipment and software will continue to need attention in terms of maintenance and revisions in order to keep it up-to-date, functioning and concur with CRCD’s needs.

The project has heavily invested in building the capacity of eleven CRCD trainers, and it is key that future efforts will be made to institutionalize this function in the CRCD. This could imply the establishment of an autonomous CRCD training institute with a training policy, a training strategy covering several years, an annual training program, fulltime staff (trainers, mentors and administration), and the necessary equipment and training curricula in order to fulfil its mandate. Furthermore, in order to ensure that capacity building is fully responsive to social norms and meets local needs, further consideration must be given to the ‘Palestinization’ of the training material. As the CRCD trainers are currently not trainer on a fulltime basis, there is a risk that capacity building of staff and inmates might be sidelined in the short term to the benefit of other priorities.

With the establishment of the CRCD’s Inspection Unit, the inspection function has become institutionalized in the CRCD, and further developed, approved and implemented the inspection policy, checklist and guidelines. With continued commitment from senior administrative levels the internal inspection unit of the CRCD will be sustainable, and be able to continue executing its function.

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70 See for instance Toure, 2012: 9
71 See Sayigh (2011: 8) for an analysis of training curricula in the security sector of the West Bank.
It is further very reasonable to expect that the benefits of the built capacity of the health care units in terms of equipment, and the management, presence and skills of CRCD and MMS staff is likely to continue after project completion. Some attention must be given to the maintenance of the equipment and the purchasing of expendable equipment at a certain point in time, and financial sources must be committed and made available to do so. Hygiene continues to be an issue, and some further investments in certain equipments might be required in order to further enhance the capacity of these units.

**Human rights and gender**

The objective of the project has been to strengthen the CRCD in such a way that its practices are more in accordance with the UNSMR. In addition to the centrality of the UNSMR in capacity building efforts of the UNODC and the CRCD, international human rights instruments formed the theoretical underpinning for the basic training of prison staff. For instance, module one is solely dedicated to human rights, and also module four on vulnerable groups and inmates with special needs is based on the principle of non-discrimination – relevant human rights conventions such as the Convention against Torture (CAT) and the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) have been extensively referred to. Furthermore, one separate ToT training session was solely devoted to human rights in 2012. The end-of-consultancy reports of the expert trainers confirm that CRCD staff made significant progress towards strengthening their knowledge base and understanding of these legal instruments, thereby establishing the foundation for improving compliance with these regulatory frameworks. More case studies based on local and/or regional experiences could have been given in order to translate theory more effectively to the reference framework of the trainees.

In addition to mainstreaming human rights in capacity-building efforts, relevant principles outlined in the UNSMR and human rights instruments have also been included in the inspection checklist currently used by the CRCD (which includes sections on health, complaints, torture and ill-treatment, and the rights of female inmates). The project has also contributed to an enhanced access to healthcare and education (for which adequate space has been given), and aims to diversify activities for inmates, offer them vocational training with the purpose to increase their chances of rehabilitation, and – ultimately – integration into society. To ensure compliance with the UNSMR, the operational policy must be approved by the MoI which delineates the rights of inmates working in the rehabilitation workshops. Further clarification must however be given regarding the extent to which the above norms have also been covered by this operational policy in order to fully protect the inmates’ rights. In addition, the selection of inmates who are entitled to take part in the various training activities must be done on the basis of the principle of non-discrimination, and more transparency regarding the criteria for selection could be recommended for future monitoring purposes.

Women’s rights and the mainstreaming of gender have been taken into regard within the implementing agency, the CRCD and with respect to the different outputs of the project. The UNODC project team has one female team member of a four member team. The proportion of female staff at the CRCD varied between eleven (2013) to fourteen (2010) percent. This could be an indication of the limited interest of female PCP staff in working with the CRCD. Although

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72 During the sentence planning workshop, which did not directly address specific international human rights standards, the international trainer noticed that ‘participants posed several great questions around this topic. It demonstrated that participants benefited from previous UNODC/CRCR training programs and that information was retained.’ (Langelaar, 2012: 3)
efforts have been made to include female staff as trainers into the ToTs during the first and also second phase, the two identified women took both part for a short period of time in the training sessions before they left the CRCD for different reasons. Some female CRCD staff members were selected to take part in the study tour to Turkey. Despite efforts on the part of the UNODC and the CRCD, not at all times female participation could be ensured in training sessions as a result of the limited number of female staff in the CRCD. A complete assessment on the level of participation of female staff (including in relation to functions and grades) could not be undertaken as only in a minority of end-of-training reports sex-disaggregated data were given regarding the participants. Furthermore, only one expert trainer assessed the capacity of male and female participants, and recommended that the capacity and perspective of the latter group (working with female inmates) must be seriously taken into regard in the field of rehabilitation activities.

Gender has been mainstreamed in the training modules developed within the framework of the project, and taken into regard in the different specialized training courses organized by the UNODC/CRCD, although the extent to which this has been discussed could not at all times be ascertained. Furthermore, gender issues have also been taken into regard in two specialized training modules, namely the fourth one on vulnerable groups/special needs and the fifth one on classification, sentencing and rehabilitation. The one on vulnerable groups/special needs extensively refers in the two sections on women to the Bangkok rules and CEDAW. In the training module on classification, sentencing and rehabilitation reference has been made to the need to classify prisoners in accordance with different objective criteria, including gender, to consider gender aspects in sentence planning and rehabilitation. Short references were made to transgender. The training report of the sentence planning and prisoner classification training specifically mentioned that the gender perspective was discussed. Furthermore, in the training on inspection and monitoring women’s rights are reflected in the internal inspection check list prepared during the monitoring and inspection training.

In training curricula some space is however left for the interpretation and application of international rules to the context of the oPt, at the risk of the possible misinterpretation of gender issues. In training modules, exercises have been given to students to give examples of particular situations, but this requires the trainers to be fully gender-sensitive, and be able to reflect critically on prevailing assumptions regarding stereotypes, values and norms in Palestinian society. UN Women lend its expertise to some of the training sessions, and appears to be willing to continue doing so in future training, but activities might also be considered in the field of gender training of the trainers (and senior CRCD staff), and the provision of case study material with guiding notes to the training modules, including with respect to the position of women in Palestinian society and the special needs of female inmates.

With respect to ensuring the non-discrimination of female staff in the CRCD, and of female inmates in respective CRCs, further consideration could be given to the removal of obstacles to ensure equal access to available opportunities. This concerns for instance the examination of ways to get a higher participation of female staff in training activities if possible, which means that more consideration is given to women’s multiple roles and the prevailing norms in society. In addition, equal access to facilities, activities and services for female inmates in CRCs must be guaranteed, and possible obstacles removed in order to give the same opportunities to male and

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73 UNODC, 2013g: 24, 32, 50, 146
74 Langelaar, 2012: 1
female inmates. This also implies avoiding the gender stereotypical classification of some rehabilitation activities, which would in turn then require the provision of male and female toilets in the workshop areas. A gender audit of the CRCD policies, programmes and practices would be beneficial in order to assess the current state of affairs, and provide recommendations for specific areas which can be improved in accordance with international legislation on human rights and the rights of female inmates.

75 For instance, Toure (2012a: 3) points out that the sewing workshop in the CRCD which was initially intended for the female inmates was subsequently used by male inmates as the female inmates had lost interest and/or because of psychosocial issues. In order to ensure equal access the issue of lack of interest would have to be further examined, and counselling services provided to those with psychosocial problems.
III. CONCLUSIONS

The second phase of the project ‘Strengthening the Management of the Palestinian Penitentiary System and the Rehabilitation of Inmates in RRCs administered by the PNA’ built on the components of the project’s first phase, and expanded the scope of the program to include the examination of alternatives to imprisonment with relevant stakeholders and the monitoring and inspection of CRCs. The second phase took several of the recommendations of the independent end-of-project evaluation of the first phase on board, including completing the prison regulations and standing orders, making the electronic prisoner file management system operational in all CRCs and CRCD headquarters and training relevant staff in managing the system; enlarging the group of trainers, and organizing training activities; improving health care services; raising public awareness and cooperation with civil society organisations; introducing the inspection checklist currently used by the CRCD, and facilitate progress towards applying a comprehensive approach to the rehabilitation and social reintegration of prisoners. However, because of the rather limited time-frame of the current phase, and the changing political and operational realities on the ground, some other recommendations could not be included in the second phase of the project.77

The project has been highly relevant and in line with strategic documents of the PNA, the CRCD, and the UNODC. The design has to a large degree been comprehensive and a logical continuation of the first phase of the project based on a needs assessment in the beginning of the project, and the ongoing assessment of training needs based on inputs of expert trainers. The project design could however have benefited from a more comprehensive stakeholder analysis, a review to strengthen the coherence between the project document and the log frame, some fine-tuning of the log frame, the delivery of revised log frames/indicators based on project progress within its operational context, and a plan with a clear division of responsibilities regarding the collection of data for output and outcome monitoring and evaluation purposes.

The efficiency of project implementation has also shown some mixed results. The project had a late start (two months after the official starting date in April, 2011), and only slowly gathered pace in the beginning of 2012. This resulted in a density of activities to be implemented within a 1.5 year period, and especially in the field of procurement several delays have been noticed due to which the rehabilitation workshops are up till now still not operational. The concern of the donor and the implementing agency with respect to the availability of sufficient budget for the running of these workshops, and the guarantee to adhere to the inmates’ human rights working in these workshops could have been addressed in a more timely manner. The six outputs comprising the outcome of strengthened compliance with regulatory frameworks have been achieved, and the same applies to those in the field of health services. Since the beginning of 2012, the UNODC

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76 The project evaluation of the first phase referred to ‘toolkit’ instead of inspection checklist.
77 These include establishing an independent oversight mechanism, developing operational standards, targets and functionalities for the prison system, and an exploration of the prospects for capacity building in the prison sector in the larger context of national building (i.e. beyond the level of GARRC) Also ‘supporting the development of action plans in specific areas, based on the strategic plan, including: prison infrastructure, training (development of a training unit), health care and prisoner rehabilitation’ was not included as one of the activities in the second phase (Pedersen and Muntingh, 2010: 8, 25)
The project team enhanced its working relations with its counterpart, and both parties viewed their collaboration as positive, responsive and based on transparency and trust. The establishment of the field committee further contributed to this state of affairs, formalizing a sense of ownership of the project on the part of the CRCD.

The effectiveness of the project has till date been partially achieved. The compliance with regulatory frameworks have been strengthened through enhanced management, training and outreach capacity (as well as a stronger legislative framework concerning the penitentiary system in the oPt). The same applies with respect to the improvement of healthcare conditions and capacity in CRCs. The outcome concerning the diversification of prison regime activities of CRCs is likely to be achieved before the end of 2013. Whereas the UNSMR and the human rights framework have underpinned the capacity-building activities of the project, including references to women’s rights and gender mainstreaming, further attention could be given to more gender-sensitive programming.

Although it is too early to gauge the impact of the project, the above makes clear that important results have been achieved in the field of change management with respect to the CRCD’s legislative framework, management, capacity and approach towards inmates. In addition, the numerous investments in the CRCD have led to a change in morale in which staff feels more comfortable and – at times - proud to work in this institution, which is a major change from the past when a transfer from the PCP to the CRCD was perceived to be a punishing measure.

Despite this positive note, the sustainability of the investments made during this project must continue to receive attention by the CRCD/PCP/MoI as well as the MoF in terms of annual budgetary allocations, maintenance (technical expertise) and the further institutionalization of the in-house training capacity. Some of the activities which have started in the second phase of this project can be further fleshed out, possibly with donor support, in order to strengthen the rehabilitation of inmates, and their reintegration into society. This concerns not only the provision of specific services in the CRCs but also the further institutionalization and implementation of inspections of the CRCs led by one or more agencies of the justice sector, the development, implementation and institutionalization of alternative punishments in addition to imprisonment and a probation and parole system in support of the reintegration of prisoners into society.

In addition to the evaluation of PSEX 21 a separate but related objective was to provide concrete recommendations for the third phase of the project, which builds on the achievements of the first two project phases. The next phase should ideally strengthen activities in the field of reporting, monitoring and investigation, the rehabilitation of inmates, including in the field of drug addiction. In addition, several outputs delivered during the second phase offer recommendations on how to proceed with a possible third phase of the project, which must be discussed and agreed upon with the CRCD/PCP/MoI, and coordinated with partners of the prison coordination group. These have been mentioned in the assessment studies on training of the CRCD, the rehabilitation workshops, and the operation of a drug unit in the CRCs as well as during seminars organized by the UNODC. Furthermore, the MoJ has expressed an interest to work in several fields of relevance to the penitentiary and justice sector, which would appear to be a logical continuation and extension of some of the activities of the second phase. This interest would however need to be discussed with all relevant actors in order to ensure full transparency of decision-making in this field. The planning for future activities is timely considering the current process to design the new National Development Plan, with possibly more attention for supporting the implementation.
of the UNSMR and international human rights instruments through the involvement of respectively the justice and social affairs sectors.
IV. RECOMMENDATIONS

The recommendations given below can be divided into two sections. The first will provide actions which built on the lessons learned of the project PSEX 21, and give concrete suggestions on improvements in a range of areas, including in the field of project design, coordination and management. The second section will offer recommendations to inform the development of a possible third phase of the project ‘Strengthening the Management, Operation and Oversight of Civil Prisons administered by the Palestinian Authority’. These will not only focus on ensuring further sustainability of penitentiary reform in the oPt but also on enhancing the adherence to the UNSMR and other human rights instruments, including with respect to women’s human rights.

The UNODC is recommended to undertake a stakeholder assessment and ensure adequate space for consultations with all interlocutors on the basis of a concept note, and a roundtable followed by bilateral consultations when developing a project proposal. Further, recommendations concerning the design of the project are as follows: to determine a clear hierarchy of data needs, and corresponding responsibilities of collection, sharing and analyzing data in accordance with established performance indicators; to regularly revise/update the log frame during the project’s life span to keep it up-to-date; to develop operational log frames for complex outputs given in the log frame in the project document; to ensure transparency and facilitate the monitoring of activities, and; to ensure adequate time in planning schedules (monitoring milestones) in the case of activities which concern infrastructural improvements and/or require the procurement of expendable/non-expendable equipment, and to obtain commitment of all stakeholders before the beginning of the project regarding the funding of particular activities to achieve certain outputs and outcomes, and possibly agree on certain pre-conditions in this field.

The UNODC is further recommended to recruit a fulltime international project coordinator from the very beginning of the implementation of complex projects, and, if possible, recruit trainers from the region, and ensure that training curricula are adequately contextualized and adapted to the local context. The agency is further recommended to prepare a briefing note for new (international) consultants that outline the different ministries involved in the penitentiary system, including their interlinkages, the current state of affairs of the CRCD (including staffing, number of inmates, capacity, main problems), and further information about the culture of learning in a particular context. This issue is partially related to ensuring that information about the penitentiary system in the office continues to be up-to-date. Last but not least, the UNODC is recommended to develop a training manual on inspection and monitoring (e.g. using the manuals of UNODC Pakistan) as part of its possible future work in this field.

The CRCD/PCP/MoI is recommended to consider revising law # 6 to make it coherent with new legislation, including the (forthcoming) new penal code. The department is further recommended to develop a new strategy for the next three years in consideration of the achievements and remaining weaknesses of the penitentiary system, and as part of this review consider establishing an autonomous training institute for the penitentiary system, including with its own policy, annual work plans, fulltime staffing, equipment, training facilities, modules, mentoring etc. In the possible (continued) absence of such an institute, the CRCD/PCP/MoI is advised to develop a
training policy, and an annual work plan on training (topics, trainers, profile participants etc.). In the area of training, it is also recommended to Palestinianize the training modules wherever relevant in order to adapt the teaching material more to the local context (without compromising the international norms given in these curricula), and continue to offer training conducted by the in-house trainers to inmates on human rights, health etc. and/or seek partnerships with civil society to do this.

The CRCD is further recommended, in close collaboration with the PCP and the MoI, to seek the services of an expert to assess the data collection and analysis systems in the CRCD (including the prisoner profile data management system, the training data management system and so on) to provide recommendations on actions to support the provision of data for planning, monitoring and evaluation purposes, and possibly for the production of an annual report of the CRCD. The department is advised to seek the services of an expert in the field of monitoring and evaluation to support the field committee to expand its activities. In addition to the monitoring of activities and the achievement of outputs also consider the progress made towards achieving the outcomes every six months based on performance indicators, and strengthen its public outreach activities, including the development of its own website, press releases and press conferences to obtain more public support & confidence for its activities.

In the field of the rehabilitation of inmates, the CRCD, in close collaboration with other stakeholders, is also recommended to ensure the sustainability of the rehabilitation workshops (through the operational policy, annual business plans per workshop and the budget to maintain the equipment and buy raw materials for production), and monitor the implementation of the operational policy. It is advised to seek further funding to continue with providing anger management/stress training by the TRC (and/or other civil society organizations) to CRC staff and inmates, to examine opportunities to give individual counselling to those male and female inmates with psycho-social problems (and, if necessary, to create space to do so to support the confidential nature of this activity), provide computer literacy training to inmates, and organize further training to enable rehabilitation staff to run pre-release programs for prisoners.

In the field of healthcare, the CRCD, in close collaboration with other stakeholders, is recommended to consider establishing the drug treatment unit, to ensure that disposable health care items are procured on time in order to keep the health care system up to standard, and to organize hygiene training for relevant staff in order to raise further awareness with respect to hygiene standards in health units in CRCs.

With respect to the cross-cutting issue of gender, it is recommended to conduct a gender audit of the CRCD (and the main projects that are currently being implemented, especially the construction of new CRCs) in order to obtain evidence of the current state of affairs, achievements, and key areas for further activities, to organize gender training for CRCD trainers, and to develop gender-sensitive case-studies for the training modules.

Other recommendations concern the establishment of a working group of relevant security and justice agencies to discuss the way forward to commence a monitoring and inspection regime based on the responsibilities outlined in law # 6. This working group could possibly also be used as a platform to review current mechanisms of coordination between security, justice and social welfare agencies in order to enhance the coordination of activities, and also to support transparency and ownership of different new activities in the field of penitentiary reform, and the rehabilitation and reintegration of inmates – thereby taking into consideration that the MoJ has expressed an interest to take on the responsibility of several of these activities. Issues to be
addressed could include the review and revision of law # 6 to identify and provide for more opportunities for alternatives to incarceration, bring it in line with the new penal code (once approved), and substantiate the different roles in the field of inspection and monitoring; to develop a probation and parole system; to set up and test pilot projects of community sanctions and measures, and to review possible governance arrangements to oversee the development and implementation of alternative penalties; to develop public information programs to raise awareness regarding alternatives to pre-trial detention and imprisonment, and the role of the community in the social reintegration of offenders/inmates; to develop training curricula for judges, magistrates, probation service staff and others involved in the administration of alternative sanctions and measures; to link the CRCD data management system with the one used by the public prosecution and the courts (Mizan II); and to review the roles and responsibilities in the field of rehabilitation of the CRCD and other actors (especially MoSA).
V. LESSONS LEARNED

The following lessons learned highlight strengths and weaknesses in project preparation, design and implementation that can affect performance, outcome and impact. These lessons can offer advice on how to improve processes (how things were done) or products (outputs).

Before undertaking a participatory needs assessment, conduct a stakeholder analysis and ensure adequate space for consultations with all interlocutors on the basis of a concept note, and a roundtable followed by bilateral consultations when developing a project proposal in order to ensure ownership of the project among all stakeholders. Furthermore, commitment must be obtained from all stakeholders before the beginning of the project regarding the funding of particular activities to achieve outputs and/or the commitment to develop and implement relevant policies/business plans on time. The donor and other actors involved in project implementation can consider making funding conditional for certain activities in order to ensure the sustainability of particular activities.

When designing the project, give adequate attention to the identification of baseline data, determine data needs of the different levels of performance indicators, and corresponding responsibilities of collection, sharing and analyzing data in order to support output and outcome monitoring and evaluation. Furthermore, in order to support a clearer delineation of responsibilities, transparency among the different project partners, and the management of expectations, the development of operational log frames for complex outputs given in the log frame annexed to the project document could facilitate the accurate planning for and the monitoring of activities. Also, as already pointed out in the evaluation of the first phase of the project, it is necessary to ensure adequate time in planning schedules in the case of activities which concern infrastructural improvements and/or require the procurement of expendable and/or non-expendable equipment.

Especially in complex environments, it is important to recruit a fulltime international project coordinator from the very beginning in order to manage the project, and ensure sustained follow up on all matters that require attention. Further, when operating in (post)conflict contexts, the fluidity of the operational context is higher than in more stable development countries, which – in turn – makes it more necessary to regularly revise the log frame (including the performance indicators if necessary) during the project’s life span to keep it up-to-date.

Ideally, Arabic-speaking expert trainers from the region must be recruited who are familiar with the social and cultural background of the participants, and the local legal context. Trainers from the region are also in the position to include examples from the region and contextualize information whenever necessary and translate it to the Palestinian context. In case these cannot be found and/or are not willing or able to travel to Israel then co-facilitation proved to be a useful recipe in UNODC/CRCD organized training, especially with CRCD in-house training capacity. Otherwise, also the expertise of a local staff member can be crucial to overcome tensions, give clarifications regarding theory and practice, and translate and/or explain theory and other case studies into local norms and practices.
Other lessons learned concern the selection of trainers to support capacity-building of administrations. This selection must focus on those with the appropriate skills, expertise and sufficient seniority in order to have the legitimacy to promote change by means of training. This is even more crucial in the case of training for senior management in case it is decided to do this in-house. Another issue related to the in-house training capacity is that ideally a distinction must be made between generalized and specialized trainers, and that in the absence of a training institute and fulltime trainers, a training structure and plan must be developed which takes into regards that some trainers occupy a key position at the central level (including easier access to information to prepare for training), whereas others will likely operate at CRC level, and could therefore be involved in other types of training and/or with different target audiences.

In relation to the above – include the counterpart in the design and development of the material to improve local ownership of the training material (and by doing so already involve them in the change management process). Furthermore, the reproduction of training modules must ideally be done in a case file format in order to allow for a possible change in the order of components of one particular training session. This would also allow for the adding and/or removing of certain components in case of profound changes in the international and/or local (legal) framework.

The contracting agency must prepare a briefing note for new (international) consultants that outline the different ministries involved in the penitentiary system, including their interlinkages, the history and current state of affairs of the CRCD (including staffing, number and profile of inmates, capacity, main challenges), and the preferred culture of learning of the Palestinian target group. This will in turn facilitate the work of these experts, allow them to prepare themselves better before the mission, and as a result enhance their performance.
ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

Title: Consultant/Individual Contractor to carry the independent Project Evaluation of PSEX-21 - Strengthening the management of the Palestinian Penitentiary System and the Rehabilitation of Inmates in Reform and Rehabilitation Centres administered by the Palestinian National Authority (PNA)

Organisational Section/Unit: UNODC- POPSE

Duty Station: 27 days Home Based / 8 days travel to the occupied Palestinian Territories.

Proposed period: Monday, 29 July 2013 to Friday, 27 September 2013

Actual work time: 35 working days

1. Background of the assignment:
   Brief Description:

The UNODC project PSET 49 (April 2009 – September 2010) aimed at strengthening the management, operation and oversight of Reform and Rehabilitation Centres (RRCs) administered by the Palestinian National Authority. It included four mutually reinforcing components: (a) leadership capacity building; (b) general staff training and curriculum development; (c) rehabilitation; and (d) healthcare support.

PSEX 21 represents phase II of PSET 49 and contains activities which are (i) a logical continuation of activities undertaken in phase I and (ii) supportive elements identified by CRCD, PCP, MoI and UNODC, building on the achievements of Phase I. These supportive components include the provision of technical assistance to the development of prison inspection mechanisms with a particular focus on reviewing the legality of detention and reducing the pre-trial detention prison population; and raising public awareness and cooperation with PA lines ministries and civil society organisations to harness their support in improving conditions in RRCs and the rehabilitation of prisoners. Thus, in total the project will further strengthen the management capacity of CRCD, improve cooperation between CRCD and other ministries who have the mandate to provide services in RRCs, continue with CRCD staff training and the building of the department’s internal training capacity, establish a wider range of rehabilitation programmes and develop such programmes in each of RRCs, improve healthcare conditions and capacity in RRCs, including treatment for drug dependent inmates, and start working towards reducing the size of the prison population with a focus on pre-trial detainees.
INDEPENDENT PROJECT EVALUATION: STRENGTHENING THE MANAGEMENT OF PALESTINIAN PENITENTIARY SYSTEM AND REHABILITATION OF INMATES (PSEX21)

Project Overview and Context

The Palestinian Authority faces a number of pressing priorities in the reform of its criminal justice sector. These include, amongst others, delays in the trial process, poor coordination between criminal justice agencies and the lack of reliable data to facilitate policymaking. The Department of Corrections and Rehabilitation Centres, in particular, faces multiple challenges in relation to the lack of suitable infrastructure, insufficient healthcare and rehabilitation services, as well as developing the skills of its staff.

Currently, all responsibility for prisons falls within the duties of the Ministry of Interior under Law No. 6 on Reform and Rehabilitation Centres. In 1998, the powers of the Minister of the Interior and his responsibility for the CRCD were delegated to the Chief of Police. Accordingly, there is no separate prison administration and the Department of Corrections and Rehabilitation Centres, an organizational unit within the Palestinian Civil Police (PCP), currently run prisons.

The prison system in the Palestinian Territory currently comprises of seven RRCs with approximately 261 staff, including 36 female staff, responsible for the supervision of 1,120 inmates as of 7 June 2010. The RRCs are severely overcrowded, exceeding current prison capacity by 79%, which undermines the implementation of policies, which would ensure compliance with international standards and norms as well as Palestinian legislation relating to the treatment of prisoners. Further, and with 60% (June 2010), the proportion of the pre-trial prison population is very high. According to CRCD, the delay in the judicial system leading to large numbers of those on remand being held for long periods before being brought to trial, is a key challenge that needs to be addressed.

2. Purpose of the assignment:

Prior to the implementation of the programme, expenditures were allocated for the provision of an external independent evaluation, which will be implemented without exceeding the budget.

The evaluation is expected to provide forward-looking and actionable recommendations, based on the current level of progress made towards achieving the outputs and outcomes listed in the project document. (Please refer to the UNODC Logical Framework below for more information Annex 1).

By carrying out this evaluation, UNODC plans to assess the impact of the project, how results achieved are sustainable, learn lessons from the implementation. In addition, the evaluation is expected to provide concrete recommendations for the third phase of the project.

The purpose of the evaluation is summative in nature as it seeks to determine the extent to which planned objective and outcomes were produced, so that lessons can be learned and serve as a basis for project planning, design and management.

Deriving from this purpose, the specific objectives of this evaluation are to:

• Make proposal for action in order to improve or rectify any undesired outcomes.

78 See Resolution 23 of 1998 delegating responsibilities of the Ministry of Interior to the Chief of Police.
• Measure the relevance of the project in the context of the Prison reform and validate results achieved against the project document.
• Provide a comprehensive assessment of the overall impact of the project on the Penal reform undertaken by the PA and vis-a-vis other intervention in the sector.
• Assess the sustainability of the project, including institutionalisation of interventions.
• Serve as a means to empower stakeholders, target groups, and other beneficiaries through a participatory approach.
• Review the project’s efforts to mainstream Gender and Human Rights.
• Discuss the main challenges faced by the project, including the ways in which UNODC has sought to overcome them.
• Inform a potential development and strategic repositioning of a new project/programme in Palestine.

To respond to the above objectives, this evaluation builds on the Evaluation of the first phase of the project (PSET49), with the aim to learn from and complement these reports.

Thus, the evaluator will assess the implementation of the programme in terms of the quality and timeliness of inputs and outputs as well as the efficiency and effectiveness with which activities have been carried out. Management effectiveness should also be evaluated, including an analysis of the quality and timeliness of monitoring and backstopping by all relevant project parties.

The intended main users of the evaluation are respective beneficiaries, the Project team as well as the donor.

Evaluation Scope

Substantive scope

Notwithstanding the adherence to the UNEG and DAC Evaluation Criteria (Relevance, Effectiveness, Efficiency, Sustainability, and Impact), additional evaluation criteria regarding design, partnerships and cooperation, knowledge management, and other crosscutting issues such as gender and human rights should be considered. Specifically, the evaluation may be guided by the below indicative questions. Please note that these are only indicative and will be further developed by the evaluator as necessary.

Relevance

Extent to which the objectives of the project are continuously consistent with recipients’ needs, UNODC mandate and overarching strategies and policies.

• To what extent are UNODC services and products provided through this project relevant?
• To what extent are UNODC mandates translated adequately into this specific project?
• To which extent are there synergies or complementarities with other implemented interventions within this particular thematic area?
• To what extent are the project objectives still relevant?
• How well do the objectives reflect the specific nature of the problem?

Design

Extent to which (i) the logical framework approach was adopted, with measurable expected Performance Indicators at the country level, outcomes and outputs, performance indicators, including gender equality and human rights, targets, risks, mitigation measures
and assumptions; and (ii) an appropriate participatory needs assessment and context analysis took place.

- To what extent are the problems addressed by the project and the project strategy, successfully dealt with- encompassing an assessment of the appropriateness of the objectives, planned outputs, activities and inputs as compared to any cost effective alternatives?
- To what extent have the executing modalities and management arrangements been relevant to deliver the programme outputs?
- To what extent have the stated project objectives been achieved, taking into account the “achievement indicators”?
- To what extent was the feasibility and effectiveness of the work plan achieved?
- To what extent was the feasibility within the budget and time available achieved?
- To what extent have the project documents provided clarity, logic and consistency

**Efficiency**

*Measure of how resources/inputs (funds, expertise, time, etc.) are converted into outputs.*

- To what extent is the governance structure adequate?
- How efficient are the reporting mechanisms related to the project?
- To what extent were the resources and inputs, including technical equipment used appropriately and efficiently, and converted into outputs in a timely and cost-effective manner?
- To what extent was the project funding mobilization and utilization efficient?

**Partnerships and cooperation**

*Measure of the level of UNODC cooperation with partners.*

- To what extent are UNODC partnerships in Palestine efficient and effective with regard to the implementation of the project?
- To which extent the UNODC takes advantage and maximizes its impact while working with partners and other stakeholders?
- Has working in partnership with other actors, stakeholders etc. achieved long term results?

**Knowledge management**

*Measure of how knowledge is selected, managed and used in the formation and implementation of UNODC and counterparts policies and programmes.*

- To what extent has the project contributed to improve UNODC knowledge about the crime situation in Palestine?
- To what extent did UNODC share and use this knowledge?
- To what extent did this knowledge influence national policies?

**Effectiveness**

*Extent to which the project activities achieves its objectives and outcomes.*

- To what extent has the project achieved its planned results (objectives and outcomes)?
- To what extent have other results, which are not explicit in the project document, been achieved?
- To what extent is the progress, or lack thereof made so far, the result of external factors rather than of project activities? How did external factors impact on the effectiveness of the project?
- In general, what can be done to make UNODC project more effective?
**Impact**

*Positive and negative, primary and secondary long-term economic, environmental, social change(s) produced or likely to be produced by a project, directly or indirectly, intended or unintended, after the project was implemented.*

- What has been the overall impact of the project?
- What difference has the project made to key stakeholders, and beneficiaries at the local level?
- What are the social, economic, technical, environmental and other effects on the individuals, the community and institutions- wither short, medium or long-term, intended or unintended, positive or and negative?

**Sustainability**

*Measure of whether the benefits of the project are likely to continue after its termination.*

- To what extent are the project results (impact if any, objectives and outcomes) likely to continue after the project completion?
- Do the beneficiaries accept the project, are they willing to continue and is there a capacity and motivation to manage the project?
- Can the activity become self-sustaining financially?
- Is the activity likely to continue after the donor founding or after a special effort such as a campaign ends?

**Gender and Human Rights**

*Measure of (i) how the intervention is designed and implemented to align and contribute to HR & GE as defined by international conventions; (ii) how results were defined, monitored and achieved (or not) on HR & GE and processes that led to these results were aligned with HR & GE principles; (iii) how HR & GE integration led to benefits and related costs; (iv) how the intervention has advanced key factors that need to be in place for the long-term realisation of HR & GE. Further guidance on the incorporation of gender and human rights issues is provided in Annex 6.*

- To what extent have men and women benefited /can be expected to benefit from the project?
- Have gender and human rights been mainstreamed in the implementation of the project?

3. **Specific tasks to be performed by the consultant:**

While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties. The evaluation uses a participatory approach through the active participation of the evaluation stakeholders, in particular the Core Learning Partners (CLP), in the evaluation process. These should share responsibilities for the evaluation planning, implementation and reporting. In particular, this means involving stakeholders in selecting the evaluator, defining the TOR and the evaluation questions, collecting the data and reviewing the draft evaluation report.

The present ToR provides basic information as regards to the methodology, however this should not be regarded as exhaustive. It is rather meant to guide the evaluator in elaborating an effective, efficient, and appropriate evaluation methodology that should be proposed, explained and justified in an Inception Report (please see guidelines in Annex 5).
The lead evaluator will present a summarized methodology (evaluation matrix) in an Inception Report, which will specify the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards.

While the evaluator shall fine-tune the methodology for the evaluation in an Inception Report, a mixed approach of **qualitative and quantitative methods** is proposed as per below. Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. Indeed, information stemming from secondary sources will be cross-checked and triangulated through data retrieved from primary research methods. Primary data collection methods should be gender sensitive.

The credibility and analysis of data are key to the evaluation. Rival theories and competing explanations must be tested once plausible patterns emerge from triangulating data stemming from primary and secondary research.

The first step in defining the evaluation methodology is a grouping of the units of analysis (RP, SP and projects) with regard to the methodology used. Some guidelines are provided hereafter.

- **Methodology**

  **Secondary Research Methods**

  a. **Desk Review**

  The evaluator will perform a desk review of existing documentation (please see the preliminary list of documents to be consulted in Annex 3).

  Secondary sources for the desk review will include, among others:
  - The project document and revisions
  - Monitoring data
  - Baselines (where these exist)
  - Annual and progress reports
  - Tools developed under the project and other supplementary documents
  - Official communications with key stakeholders
  - Etc.

  b. **Evaluability Assessment**

  Based on the desk review findings, a basic evaluability assessment could be carried out to identify the limitations to the evaluation since the scope of the evaluation could be affected by such limitations, e.g. does the baseline exist and can it be used? Will the evaluation be able to constitute the necessary evidence base?

  An evaluability assessment examines the extent to which the programme can be evaluated in a reliable and credible fashion. It calls for the early review of the programme in order to ascertain whether its objectives are adequately defined and its results verifiable.
Some guidelines can be found on IEU’s website:
http://www.unodc.org/documents/evaluation/IEUwebsite/Evaluability_Assessment_Template.pdf

Primary Research Methods

Primary sources of data include, among others:

- Qualitative methods: structured and semi-structured interviews with key stakeholders, key representatives of different entities (face-to-face, by telephone or by webcam).
- Quantitative methods: survey questionnaires.

c. Phone interviews / face to face consultations

The evaluator will conduct phone interviews / face-to-face consultations with identified individuals from the following groups of stakeholders:

- UNODC staff in Palestine and at the ROMENA in Cairo;
- Partner government officials who are benefitting from and are directly involved in UNODC’s work in Palestine;
- End beneficiaries such as inmates;
- Representatives of development partner/donor agencies who are contributing to UNODC’s work;
- Other UN agencies etc.

d. Field visits

The evaluator will undertake a field visit to East Jerusalem, Ramallah and Jericho and in addition of the above mentioned criteria, the evaluator will need to establish some sample of additional individuals or project sites needed to represent a full overview of the project.

e. Feedback on preliminary findings and recommendations

Prior to the end of the field mission, the evaluator will provide a short debriefing to UNODC Project Team and ROMENA on its preliminary observations via teleconference.

Following the preparation of a first full draft of the evaluation report cleared by UNODC Project Team and ROMENA/IEU the key findings, conclusions and recommendations could be presented to National counterparts, and donor for their comments and feedback.

The final report should be submitted to the UNODC ROMENA in Cairo. UNODC Project Team will be responsible for distributing the final report to the relevant projects counterparts.
4. **Expected tangible and measurable output(s):**
Under the direct supervision of the project coordinator, the evaluator will carry out the following duties:

<table>
<thead>
<tr>
<th>Duties</th>
<th>Duration (working days)</th>
<th>Location</th>
<th>Results</th>
</tr>
</thead>
<tbody>
<tr>
<td>Desk study</td>
<td>7 days</td>
<td><strong>Home base</strong></td>
<td>List of evaluation questions</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Evaluation tools</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Draft inception report</td>
</tr>
<tr>
<td>Interviews with staff at ROMENA/HQ (teleconf)</td>
<td>2 days</td>
<td>Cairo</td>
<td>Inception report</td>
</tr>
<tr>
<td>Evaluation mission: briefings, interviews and presentation of preliminary findings</td>
<td>7 days</td>
<td><strong>East Jerusalem &amp; Ramallah</strong></td>
<td>Interview transcripts and Notes</td>
</tr>
<tr>
<td>Presentation of preliminary findings to ROMENA (teleconf)</td>
<td>3 days</td>
<td><strong>Home base</strong></td>
<td>Notes or PowerPoint</td>
</tr>
<tr>
<td>Drafting of the evaluation report; submission to stakeholders for comments; and finalization of report</td>
<td>16 days</td>
<td><strong>Home base</strong></td>
<td>Draft report Final Report</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>35 days</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

5. **Dates and details as to how the work must be delivered:**

The evaluator will have the overall responsibility for the quality and timely submission of all deliverables, as specified below:

- Inception Report, containing an evaluation matrix, a refined work plan, methodology and evaluation tools.
- Final Evaluation Report
- Presentation of evaluation findings and recommendations to UNODC and other key stakeholders in the field and in HQ, as require

<table>
<thead>
<tr>
<th>Dates</th>
<th>Responsible Party</th>
<th>Deliverable</th>
</tr>
</thead>
<tbody>
<tr>
<td>July 2013</td>
<td>Evaluator</td>
<td>Delivery of Inception Report</td>
</tr>
<tr>
<td>July 2013</td>
<td>UNODC Project Team and ROMENA/IEU</td>
<td>Clearance of Inception Report</td>
</tr>
<tr>
<td>July 2013</td>
<td>Evaluator</td>
<td>Field mission</td>
</tr>
<tr>
<td>July 2013</td>
<td>Evaluator</td>
<td>Delivery of debriefing on preliminary observations to ROMENA</td>
</tr>
<tr>
<td>July 2013</td>
<td>Evaluator</td>
<td>Delivery of Draft Report</td>
</tr>
<tr>
<td>August 2013</td>
<td>UNODC Project Team and ROMENA/IEU</td>
<td>Review of Draft Report</td>
</tr>
<tr>
<td>August 2013</td>
<td>Evaluator</td>
<td>Revision of Draft Report as needed to meet IEU quality standards</td>
</tr>
<tr>
<td>August 2013</td>
<td>UNODC and other stakeholders</td>
<td>Review of Draft Report and submission of comments to IEU/ROMENA</td>
</tr>
<tr>
<td>September 2013</td>
<td>Evaluator</td>
<td>Revision of Draft Report as needed to address stakeholders comments and meet IEU quality standards</td>
</tr>
<tr>
<td>----------------</td>
<td>-----------</td>
<td>-------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>September 2013</td>
<td>Evaluator</td>
<td>Finalisation of Evaluation Report as needed</td>
</tr>
<tr>
<td>September 2013</td>
<td>UNODC Project Team and ROMENA/IEU</td>
<td>Clearance of Evaluation Report</td>
</tr>
<tr>
<td>September 2013</td>
<td>UNODC Project in Palestine</td>
<td>Presentation of the final Evaluation Report to National counterparts and donors</td>
</tr>
</tbody>
</table>

6. **Indicators to evaluate the consultant’s performance:**
   
   - Evaluation methodology available including the implementation of quantitative tools
   
   - Set timeline to carry out the desk review; develop the evaluation methodology; draft the report and effectively followed
   
   - Final report including findings and recommendations of the evaluation available.

7. **Qualifications/expertise sought (required educational background, years of relevant work experience, other special skills or knowledge required):**

   **Required qualifications:**
   
   The consultant should demonstrate:
   
   - extensive knowledge of, and experience in applying, qualitative and quantitative evaluation methods;
   
   - a strong record in designing and leading evaluations;
   
   - technical competence in the area under evaluation (advanced university degree or practical experience);
   
   - excellent communication and drafting skills;

   **Languages:**
   
   The consultant must have excellent English writing skills. Knowledge of another language relevant to the evaluation might be an advantage.

   **Absence of Conflict of Interest:**
   
   According to UNODC rules, the consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation.

   **Ethics**
   
   The evaluators shall respect the UNEG Ethical Guidelines.

   **Payment Modalities**
   
   The project will arrange for and bear the costs of the consultant’s travel for related field mission, issuing a travel authorization. 75 percent of the daily subsistence allowance and terminals will be paid in advance, before travelling. The balance will be paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms.
The consultant will be paid in accordance with United Nations rules and procedures. Payment will correlate to deliverables – three instalments are foreseen:

- The consultancy period is for 35 working days during the period of 22 July to 20 September 2013, at a daily rate of $450. The total remuneration would be $15,750.
- The first payment (30% of the consultancy fee) will be made upon clearance by IEU/UNODC ROMENA of the Inception Report;
- The second and final payment (70% of the consultancy fee, i.e. the remainder of the fee) will be made only after completion of the respective tasks and receipt of the final report and its clearance by IEU/UNODC ROMENA
ANNEX II. DESK REVIEW LIST


MoJ/EUPOL COPPS (s.d.) ‘The Penalty of Community Payback for Occupied Palestinian Territories’. MoJ/EUPOL COPPS, Ramallah.


Head of Mission of the Netherlands Representative Office to the Palestinian Authority (2010) ‘Memorandum of Understanding between The Netherlands, represented by the Head of Mission of the Netherlands Representative Office to the Palestinian Authority, Roderick van Schreven and the Palestinian Liberation Organization, legally represented by the Ministry of Interior of the Palestinian Authority And the United Nations Office on Drugs and Crime’. Ramallah, NRO/PLO and Cairo/UNODC.


UNODC (2013b) ‘ROMENA programme analysis by projects, 2013. UNODC, Jerusalem


Write your text of the evaluation report on top of this in order to create a report with the correct format and style.
### ANNEX III. MEETING SCHEDULE

<table>
<thead>
<tr>
<th>ORGANISATION</th>
<th>Number of people interviewed</th>
<th>RELATION TO PROJECT</th>
<th>MODE</th>
</tr>
</thead>
<tbody>
<tr>
<td>CRCD</td>
<td>7</td>
<td>Counterpart</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>CRCD (CRC al-Dahriyeh)</td>
<td>2</td>
<td>Counterpart</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>CRCD (CRC Jenin)</td>
<td>1</td>
<td>Counterpart</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>CRCD (CRC Jericho)</td>
<td>1</td>
<td>Counterpart</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>CRCD (CRC Tulkarem)</td>
<td>3</td>
<td>Counterpart</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>EUPOL COPPS</td>
<td>2</td>
<td>Counterpart</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>MoJ</td>
<td>2</td>
<td>Beneficiary</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>MMS</td>
<td>3</td>
<td>Beneficiary</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>NRO</td>
<td>2</td>
<td>Donor</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>PCP</td>
<td>2</td>
<td>Counterpart</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>TRC</td>
<td>2</td>
<td>IP UNODC</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>UNDP</td>
<td>3</td>
<td>Service provider</td>
<td>Telephone interview</td>
</tr>
<tr>
<td>UNODC</td>
<td>4</td>
<td>Project team/implementing agency</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>UNODC ROMENA</td>
<td>2</td>
<td>Regional UNODC office/backstopping the East Jerusalem UNODC office</td>
<td>Telephone</td>
</tr>
<tr>
<td>UNOHCHR</td>
<td>1</td>
<td>Prison coordination working group member (not active)</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>UNOPS</td>
<td>1</td>
<td>Prison coordination working group member</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>UN Women</td>
<td>1</td>
<td>Prison coordination working group member</td>
<td>Face-to-face</td>
</tr>
</tbody>
</table>
## ANNEX IV. OVERVIEW TRAINING ACTIVITIES

<table>
<thead>
<tr>
<th>Training</th>
<th>Date</th>
<th># of part.</th>
<th># M/# F</th>
<th>Functional levels</th>
<th>Trainer(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Output 1.1</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Training on data collection and usage of developed IT application</td>
<td>5-6 Nov 2012</td>
<td>18</td>
<td></td>
<td>CRCD – data management officers</td>
<td></td>
</tr>
<tr>
<td><strong>Output 1.2</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Basic and advanced management training for CRCD leadership</td>
<td>5-6 and 9 Jan 2011</td>
<td>8</td>
<td></td>
<td>CRCD trainers</td>
<td></td>
</tr>
<tr>
<td>Management workshop I</td>
<td>19-23 Mar 2012</td>
<td>15</td>
<td></td>
<td>Different ranks CRCD staff, incl. prison directors and 6 selected trainers</td>
<td></td>
</tr>
<tr>
<td>Management workshop I</td>
<td>16-20 Apr 2012</td>
<td>15</td>
<td></td>
<td>Senior staff (different from earlier attendees?)</td>
<td></td>
</tr>
<tr>
<td>Basic and advanced principles of sentence planning and related systems</td>
<td>9-12/15-18 Jul 2012</td>
<td>22</td>
<td></td>
<td>Dep director CRCD and repress of all prisons/variety positions, incl. Director, security department, psychology, health care and classification staff</td>
<td>Peter Langelaar</td>
</tr>
<tr>
<td><strong>Output 1.3</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Refresher training CRCD trainers</td>
<td>4-6 Jul 2011</td>
<td>6</td>
<td>Male</td>
<td>First batch of trainers CRCD staff– rank lt to major (two in CRCD, four in CRCs of which two as CRC managers)</td>
<td>Lt. Col. Khaled Ibrahim al-Majali</td>
</tr>
<tr>
<td>Training module 1-3</td>
<td>7-10 Jul 2011</td>
<td>53</td>
<td>Male</td>
<td>CRC staff (new staff Jericho CRC)</td>
<td>Lt. Col. Khaled Ibrahim al-Majali</td>
</tr>
<tr>
<td>ToT general training skills &amp; techniques</td>
<td>5-6 and 9 Oct 2011</td>
<td>7</td>
<td>Male</td>
<td>CRCD staff - New trainers</td>
<td>Peter Langelaar</td>
</tr>
<tr>
<td>ToT module 1 ensuring human rights in prisons</td>
<td>10-14 Oct 2011</td>
<td>7</td>
<td>Male</td>
<td>CRCD staff - New trainers</td>
<td>Peter Langelaar</td>
</tr>
<tr>
<td>ToT module 2 working in reform and rehabilitation centres</td>
<td>17-21 Oct 2011</td>
<td>7</td>
<td>Male</td>
<td>CRCD staff - New trainers</td>
<td>Peter Langelaar</td>
</tr>
<tr>
<td>ToT module 3 managing CRCs</td>
<td>24-28 Oct 2011</td>
<td>7</td>
<td>Male</td>
<td>CRCD staff - New trainers</td>
<td>Peter Langelaar</td>
</tr>
<tr>
<td>Pilot training for trainers</td>
<td>31 Oct-4 Nov 2011</td>
<td>7</td>
<td>Male</td>
<td></td>
<td></td>
</tr>
<tr>
<td>ToT human rights (UNODC/UNOHCHR training with guest lectures of ICHR and PCP)</td>
<td>25-28 Jun 2012</td>
<td>13</td>
<td>Male</td>
<td>CRCD trainers</td>
<td>UNODC/UNOHCHR trainers</td>
</tr>
<tr>
<td>ToT module 4 - prisoners with special needs/vulnerable, incl. pilot</td>
<td>17-20 and 22-4 Sep 2012</td>
<td>11</td>
<td>Male</td>
<td>CRCD trainers</td>
<td>Mona Chamass</td>
</tr>
<tr>
<td>ToT module 5 - classification, sentence planning and rehabilitation, incl. pilot</td>
<td>8-16 Apr, 2013</td>
<td>11</td>
<td>Male</td>
<td>CRCD trainers</td>
<td>Paula Molino</td>
</tr>
<tr>
<td></td>
<td>Date</td>
<td>Participants</td>
<td>Output</td>
<td>Notes</td>
<td></td>
</tr>
<tr>
<td>-----------------------------------------------------------------</td>
<td>-------------------</td>
<td>------------------------------------------------------------------------------</td>
<td>--------</td>
<td>----------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>ToT module 6- security and incident management, incl. pilot (expected)</td>
<td>23-26 and 28-30 Sep 2013</td>
<td>11 Male CRCD trainers</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Training workshop on inspection, monitoring of places of detention</td>
<td>19-22 Nov 2012</td>
<td>22 Male and 'good representation of women' 9 MoI (incl. intelligence, preventive security branches), members of MoI (a judge, prosecutors), 2 CRCD staff (head of inspection unit and legal consultant), UN Women, ICRC</td>
<td>Paula Molino</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Training workshop on internal monitoring and inspection</td>
<td>25-27 Nov 2012</td>
<td>17 CRCD staff officers</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Workshop on rehabilitation</td>
<td>2-5 Jul 2012</td>
<td>18 3 1 Social Care Dept/1 Rehab Dept/2 from each centre (does not add up however)</td>
<td>x</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Anger management training</td>
<td>26-29 Aug 2013</td>
<td>24 CRCD</td>
<td></td>
<td>Turkish trainers/TRC participated to familiarize themselves with the training</td>
<td></td>
</tr>
<tr>
<td>Anger management training</td>
<td>09-12 Sep 2013</td>
<td>24 Senior management and lower levels</td>
<td>TRC</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Roundtable on providing services in CRC’s</td>
<td>26-7 Jun 2013</td>
<td>22 CSO/MoSA</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>First aid techniques/practical training in emergency</td>
<td>11 Nov-6 Dec 2012</td>
<td>17 CRCD officers in charge of health care in their respective CRCs</td>
<td></td>
<td>Palestinian Red Crescent Society</td>
<td></td>
</tr>
<tr>
<td>Psychological and mental disorders</td>
<td>3-6 Jun 2013</td>
<td>22 MMS</td>
<td></td>
<td></td>
<td></td>
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## ANNEX V. CRCD STATISTICS ON 12 SEPTEMBER, 2013

### Table 5: CRCD staff, 12 September, 2013

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<th>Number of staff</th>
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<td>Total staff</td>
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<td>Total male staff</td>
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<td>Total female staff</td>
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<td>New staff in 2012 and 2013 (until 12 September, 2013)</td>
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<td>Staff resigned in 2012 and 2013 (until 12 September, 2013)</td>
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<td>Staff moved to another department in 2012 and 2013 (until 12 September, 2013)</td>
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### Table 6: Population statistics of CRCs, 12 September, 2013

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