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Final Independent Project Evaluation of the

**Forensic Human Resource and
Governance Development Assistance
to
the Palestinian Authority**

PSEX02

Occupied Palestinian Territory

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This independent evaluation report was prepared by an evaluation team consisting of Ms. Ayesha AIRifai, Mr. Robert Anderson and Mr. Angus Henderson (team leader). The Independent Evaluation Section (IES) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects. Please find the respective tools on the IES web site: <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

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ABBREVIATIONS AND ACRONYMS

<i>Abbreviation</i>	<i>Full name</i>	<i>Abbreviation</i>	<i>Full name</i>
AFIS	Automated Fingerprint Identification System	AGO	Attorney General's Office
CID	Criminal Investigation Department	CIDA	Canadian International Development Agency
CJS	Criminal Justice System	CLP	Core Learning Partner
COGAT	Coordinator of Government Activities in the Territories Unit	CPD	Continuing Professional Development
CSI	Crime Scene Investigation	CSO	Civil Society Organisation
DAC	Development Assistance Committee (of OECD)	DFATD	(Canadian) Department of Foreign Affairs, Trade and Development
EU	European Union	EU POL COPPS	EU Police Co-ordinating Office for Palestinian Police Support
FCR	Full Cost Recovery	FM	Forensic Medicine
FPU	Family Protection Unit	FSAP	Forensic Services Assistance Program (of CIDA)
FS	Forensic Services ¹	FSL	Forensic Science Laboratory
GAC	Global Affairs Canada, formerly DFATD	GBV	Gender Based violence
HJC	High Judicial Council	IEU	Independent Evaluation Unit
INL	Bureau of International Narcotics and Law Enforcement Affairs	JSAP	Justice Sector Assistance Programme (of the USA)
LSS	(UNODC) Laboratory and Scientific Section	MoH	Ministry of Health
Mol	Ministry of Interior	MoJ	Ministry of Justice

¹ Forensic Services is a generic term which includes the disciplines of Forensic Sciences and Forensic Medicine.

MoPAD	Ministry of Planning and Administrative Development	NCFM	National Centre of Forensic Medicine
NGO	Non-Governmental Organisations	NPA	National Project Assistant
NPO	National Project Officer	OPT	Occupied Palestinian Territory
OECD	Organisation for Economic Cooperation and Development	PA	Palestinian Authority
PCP	Palestinian Civil Police	PCP-FJPU	Palestinian Civil Police – Family and Juvenile Protection Unit
PIU	(UNODC PSEX02) Project Implementation Unit	PLC	Palestinian Legislative Council
PNSI	Palestinian National Standards Institute	POPSE	Programme Office in the State of Palestine
PPO	Public Prosecutor’s Office	PRDP	Palestinian Reform and Development Plan
PSC	Project Steering Committee	ROMENA	Regional Office for the Middle East and North Africa
SGBV	Sexual Gender Based Violence	SMART	Specific, measurable, attainable, relevant and time-bound
SME	Subject Matter Expert	SOP	Standard Operating Procedure
TFSL	Temporary Forensic Science Laboratory	UN	United Nations
UNCT	United Nations Country Team	UNDAF	United Nations Development Assistance Framework
UNDCP	United Nations International Drug Control Programme	UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group	UNFPA	United Nations Fund for Population Activities
UN-HABITAT	United Nations Human Settlements Programme	UNODC	United Nations Office on Drugs and Crime
UNRWA	United Nations Relief and Works Agency (for Palestine Refugees)	UN Women	The UN organization dedicated to gender equality and women empowerment
USAID	United States Agency for International Development	WHDD	Women’s Health and Development Directorate
WHO	World Health Organisation		

MANAGEMENT RESPONSE

<i>Recommendation</i>	<i>Management Response (accepted/partially accepted/rejected)</i>
<p>1: Revise reporting and generate greater awareness of project outcomes: POPSE should consider how it communicates with donors and the media. There is a need for good news stories to demonstrate success, presented in easy to digest bite-sized portions. Overall, reporting though, should focus less on activities and more on effects and impact. This reporting would be in addition to normal UNODC reporting.</p>	Accepted
<p>2: Mitigate risk via conditionality: Future UNODC projects which seek to support forensic services should actively manage risk and reduce both the likelihood and impact of risk by making certain elements of delivery conditional. Assistance should be balanced against the requirement of recipients to support and then deliver key elements of: a comprehensive system (to include crime scene management); a sound legal basis for forensic services; firm governance for forensic services; and an agreed sustainment plan.</p>	Accepted
<p>3. Increase visibility within the legal profession: POPSE should ensure that there is increased visibility of forensics amongst justice providers so that they understand the capabilities and competencies of the Forensic Services (FS)² and how they can be used to support and aid both victims and the accused.</p>	Accepted
<p>4. Promote forensic services as recognised professions: POPSE, under the HAYA project, should consider how it can continue to provide technical assistance and advice to the PA so that FS can develop as recognised professions within the PA.</p>	Accepted
<p>5: Create more demand for SGBV clinics: POPSE should work with other UN agencies to increase the use of SGBV clinics before establishing any more clinics for the survivors of SGBV. Public awareness is multi-pronged and includes conducting community outreach and advocacy so that actual and potential victims understand their rights and the services available to them.</p>	Accepted
<p>6: Support the national referral system: As an element of HAYA, POPSE should provide support to the National Referral System to ensure that all elements of the forensic services fit into the System and contribute to effective response to GBV survivors.</p>	Accepted

² Forensic Services are FSL (PCP/MoI), NCFM, MoJ and MoH officials.

<p>7: Optimise staff structures: ROMENA and POPSE should consider the following structure for delivering technical capacity building in Palestine: 1 x Technical Expert, 1 x National Expert, and 1 x National Project Assistant. International experts may be engaged as consultants when needed. The same consultants should be retained throughout the project.</p>	Partially Accepted
<p>8: Provide a sound legal basis for forensics: POPSE should ensure that the PA is assisted in the task of establishing the legal basis for FS. The development of a series of bylaws is acceptable as a temporary foundational measure until the Palestinian Legislative Council (PLC) becomes fully functional. This process should commence before the end of the project. If this is cannot be achieved by December 2018 then it should form an element of HAYA.</p>	Partially Accepted
<p>9: Support PA to establish governance structures: POPSE should continue to assist the PA with establishing a defined governance structure for its FS. Governance should be supported by assisting the FS to establish a set of instructions that codify how investigations occur and how various justice actors cooperate and how the PA will finance the FS. Initially these instructions should be basic, allowing for further development and the addition of more detail as the FS mature. This work should continue as an element of HAYA.</p>	Accepted
<p>10: Guarantee sustainment of project outcomes: POPSE should ensure that an effective sustainment plan for FS is put into place. Actions within this plan should include:</p> <ol style="list-style-type: none"> a. remedy all outstanding issues with laboratory equipment. b. support the completion of the FSL's quality management system prior to seeking accreditation. c. LSS at HQ UNODC considering how it can best assist the FSL via Global Programmes and/or backstopping. d. considering what forensic tasks can be passed over to EU POL COPPS and/or JSAP as both organisations have a vested interest in FS in Palestine. 	Accepted

EXECUTIVE SUMMARY

Background

In 2009 a Canadian led needs assessment reported that Palestinian forensic services were virtually non-existent³. In response the UNODC Programme Office in the State of Palestine (POPSE) designed the project “Forensic Human Resource and Governance Development Assistance to the Palestinian Authority”. The overall objective was to contribute to an ‘improved criminal justice system for men, women and children of the West Bank’. The five expected outcomes of the project were: increased technical skills of forensic science professionals; improved ability of forensic medical professionals; improved institutional capacity to manage and deliver integrated forensic medicine and forensic science; enhanced understanding of the role and importance of forensic services, including for sexual and gender-based violence (SGBV) and family violence cases; and increased harmonisation concerning legal frameworks, approaches, policies, and coordination, including SGBV and family violence cases⁴. The sole donor Department of Foreign Affairs, Trade and Development (DFATD) that was renamed Global Affairs Canada (GAC) in 2015, funded the project with a budget of CAD 10,900,000.

The project commenced in March 2011 and will formally end in December 2018. From May 2018 UNODC POPSE, in conjunction with UNFPA, UN Women and UN-HABITAT, started to deliver a new Canadian-funded project, known as “HAYA⁵”. An element of this project will provide support and better integration of forensic services in Palestine.

Purpose, scope and methodology of the evaluation

This report represents the final Independent Project Evaluation of project PSEX02. The purpose of the evaluation was to assess relevance, efficiency, effectiveness, partnerships and cooperation, human rights, gender equality, effectiveness, impact and lessons learned. In addition, the evaluation considered three main areas; (1) the extent that objectives, outputs and outcomes were met, (2) the utilization of resources, (3) areas for improvement. The evaluation assessed achievements, derived recommendations, and examined the strategy for completion. The primary intended users are POPSE and the Regional Office of Middle East and North Africa (ROMENA).

The evaluation utilised a mixed-method approach, in line with UNEG and UNODC Norms and Standards, to assess qualitative and quantitative data, ensuring a gender-sensitive, inclusive methodology. The evaluation used a broad-based sampling approach. Primary (interviews and observations) and secondary data sources (project documents and reports) were used. Data gained from one source was triangulated with another. The mid-term evaluation covered the period 2011-

³ PSEX02 Project Document, Forensic Human Resource and Governance Development Assistance to the Palestinian Authority, 2011, pp4-7.

⁴ UNODC, 2015: 22-32. In the original project document two intermediate outcomes were also given, as the logframe followed the template provided by the donor. The two intermediate outcomes were 1. Enhanced provision of reliable and credible forensic evidence to the criminal justice system in the West Bank, and 2. Increased application of internationally acceptable practices by the Palestinian Authority in the management of forensic services in the West Bank.

⁵ Part of HAYA, delivered by UNODC will provide support to the National Centre of Forensic Medicine (NCFM) and for better integration of forensic services into the justice system.

2015⁶ and whilst this evaluation covered the duration of the project, it placed particular emphasis on the period 2015 to 2018. It was conducted by three independent, external evaluators with SGBV, Law Enforcement and Forensic Medicine and Science backgrounds, all of whom had prior experience of the Middle East. The evaluation included a field visit to East Jerusalem, Ramallah, Hebron, Bethlehem and Nablus from 22 July – 02 August 2018.

Main Findings

Design

The project was complex, multi-faceted, and ambitious, especially the anticipated timescales. Delays in delivery were often due to factors beyond the control of the Project Implementation Unit (PIU) and not purely a function of the design. Risks to delivery centred on an absent legislature⁷, the PA's financial crisis, and difficulties in hiring staff to work in Jerusalem and the West Bank, and these should have received more attention via active risk management.

Relevance

The project was highly relevant to the needs of the Palestinian Authority (PA), a state emerging from conflict, as articulated in PA strategic and policy documents. The project was highly relevant to the objectives of the International Community and Canada, the donor. The project was highly relevant to UNODC's Strategic Framework for the period 2014-2015, the Thematic Programme on Research, Trend Analysis and Forensics, and the Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States (2011-2015). While the project had some problems understanding the local context and adjusting its assistance accordingly, overall the project accurately reflected the needs and requirements of the PA.

Efficiency

The PIU used resources appropriately and cost-effectively. The project was within budget but took 3 years longer to deliver than expected. Efficiency was eroded by the political situation in Palestine, the high turnover of PIU staff and time-consuming procurement. The project would have benefitted from more continuity of PIU staff, PA partners and consultants. While the implementation of the project conformed to UNODC normal procedures, better use could have been made of in-house UNODC expertise to overcome some of the obstacles encountered in procurement, capacity building, governance and the development of new legislation.

Partnerships and Cooperation

The project worked with several PA ministries and agencies and with the Bureau of International Narcotics and Law Enforcement Affairs (INL)/ Justice Sector Assistance Programme (JSAP), EU Police Co-ordinating Office for Palestinian Police Support (EU POL COPPS) and the German Police Training Mission. The Project Steering Committee (PSC) was well attended and well documented. While there was some friction at the working level, this usually related to the detailed allocation of resources, a by-product of competing Ministries. The PIU and POPSE interactions with international partners were not as strong as with local partners. UNODC's role in

⁶http://www.unodc.org/documents/evaluation/Independent_Project_Evaluations/2016/PSEX02_final_evaluation_report_2016.pdf

⁷ Palestinian Ministry of Planning and Administrative Development General Framework of Preparation of the National Development Plan 2014-2016.

the Occupied Palestinian Territory (OPT) was not well known or understood and POPSE needs to develop a more proactive communications and outreach strategy.

Sustainability

Sustainability is largely dependent on the fiscal environment within the PA. Beneficiaries want and like what has been achieved through the project, and have expressed a desire that the new forensic services⁸ (FS) are not only sustained but also increased in scope and capacity. Key to sustainability will be continued donor support, until the political circumstances change and/or the PA becomes more self-sufficient. Awareness of project services and uptake by the population are low and this poses a threat to sustainability.

Effectiveness

The project has been highly effective in achieving the desired objectives, with the exception of increasing harmonisation and coordination within the legal framework. Developments in forensic science and forensic medicine have been very successful, especially the creation of a new, functional and staffed forensic science laboratory (FSL) working to international standards, and the increased capacity of the National Centre of Forensic Medicine (NCFM) to process medicolegal cases. The project's positive results outweigh the areas for improvement, which should be viewed as opportunities for HAYA; to build on the firm foundations laid by PSEX02. While UNODC reports were accurate, they were not user-friendly and should have been focused more on effect and impact rather than activities, with actual results better communicated to donors and the media.

Impact

The project created FS that are contributing to an improved criminal justice system within the West Bank. The PA now has the means to analyse and present forensic evidential material in court and justice is swifter. While the forensic laboratory has shown impressive progress, it still requires support through adequate funding, governance and oversight. There are reliable indicators of contributions in support of human rights of victims and the accused in cases of sexual and gender-based violence (SGBV) and in changing the mindset of service providers towards the victims of SGBV, which has positively impacted the quality of care that they receive.

Human Rights

The project was highly relevant to the human rights agenda articulated in the PA's policy frameworks and strategy documents. Human rights were considered clearly and logically during the design phase and mainstreamed throughout all project activities. Equality of access to forensic services and justice were central tenets of the design. The project assisted the judiciary and prosecution services to understand family protection, SGBV and women's rights to justice. A direct tangible outcome was articulated in interviews with prosecutors, who confirmed that timely evidence attainment was a major national gain for procedural justice and fair tribunals, as elucidated in international human rights treaties.

Gender Equality

The project was informed by a formal UNDOC gender strategy during the design phase. This recognised a number of challenges that hindered the realization of gender equality, including the fact that law enforcement, justice and forensic sectors are non-traditional employment areas for women. Although the project established FS that did not exist before the project, a lack of visibility,

⁸ Forensic Services are FSL, NCFM and MoJ officials.

advocacy and awareness-raising compromised reasonable gender integration. The evaluation found that mainstreaming gender within the security sector, in the area of FS, is a work in progress which needs greater attention during the HAYA project.

Leaving no one behind

Palestinian rule of law objectives prioritise access to justice for marginalised and vulnerable people. The project indirectly benefited victims of crime and the accused which, for different reasons, are both vulnerable and marginalised groups. The project significantly increased the capacity of forensic medical services to offer appropriate medical care to victims of SGBV but low uptake of this service points to insufficient resources being allocated to awareness raising.

Main Conclusions

Compared to 2008, there has been a substantial change in FS. The project provided facilities and infrastructure and assisted in developing a strategic vision for FS, based on trained forensic physicians, nurses and scientists, and on formalized cooperation with academic institutions within Palestine. Criminal justice actors now have better awareness of the role of forensics within the criminal justice system. Many components are in place that allow the PA to handle the forensic aspects of sexual, physical and psychological abuse and violence against women and children. While many of the project's delays were outside the PIU's control, risk management should have received more attention. Fluctuating UNODC staff levels impacted delivery. A correct staff structure ensures that a project commences on time and it sets the budgetary parameters. The legal basis for the FS has still to be ratified, a consequence of the PA's Legislative Council being suspended. Despite the best efforts of the project to upskill Ministry of Justice (MoJ) and Ministry of Interior (MoI) managers, there remains weaknesses in strategic planning and governance frameworks. Without strong governance, agreed structures and guaranteed funding, the sustainment of the FS is questionable.

Recommendations

Of the ten recommendations report only two are listed below (all recommendations are included in the matrix and in the main body of the report). Six related to the HAYA project and other four which relate generically to project management should be noted by HAYA.

Recommendation 1: Revise reporting and generate greater awareness of project outcomes: POPSE should consider how it communicates with donors and the media. There is a need for good news stories to demonstrate success, presented in easy to digest bite-sized portions. Overall, reporting though, should focus less on activities and more on effects and impact.

Recommendation 2: Transfer risk via conditionality: Future UNODC projects which seek to support forensic services should actively manage risk and reduce both the likelihood and impact of risk by making certain elements of delivery conditional. Assistance should be balanced against the requirement of recipients to support and then deliver key elements of: a comprehensive system (to include crime scene management); a sound legal basis for forensic services; firm governance for forensic services; and an agreed sustainment plan.

Lessons learned and best practices

The main lesson learnt (all lessons learned are included in the main body of the report) was the fact that there is a lack of awareness found amongst project beneficiaries of UNODC's rich catalogue of online information and resources highlights the need for active promotion and publicity of not only its in-country assistance but also its global portfolio of activities.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings ⁹	Evidence (sources that substantiate findings)	Recommendations ¹⁰
<p>1. The project has contributed to major improvements in FS in the West Bank, but awareness of the services and uptake by the population are not only poor by comparison but they also pose a threat to their sustainability. The positive experiences of individuals who have benefitted from the FS could help others to learn about them and signpost where they can be found. While UNODC reports were accurate it was reported that they were not user-friendly and should be more focused on effect and impact rather than being a list of activities.</p>	<p>UNODC newsletters, publicity pamphlets, eLearning Programme, interviews with staff of forensic clinics, UNODC, Core Learning Partners (CLPs), PIU survey results</p>	<p>1. Revise reporting and generate greater awareness of project outcomes: POPSE should consider how it communicates with donors and the media. There is a need for good news stories to demonstrate success, presented in easy to digest bite-sized portions. Overall, reporting though, should focus less on activities and more on effects and impact. This reporting would be in addition to normal UNODC reporting. (POPSE)</p>
<p>2. Risk analysis and management within the project was limited. Areas of greatest risk lay in ratifying new laws, ensuring a firm governance structure that could accommodate FS and manage the new capability, and the sustainment of FS from within PA/Line Ministries' own resources. Rather than unilaterally mitigate these risks, it would have been better to transfer risk to the PA, making assistance conditional.</p>	<p>Project documentation and revisions Interviews with UNODC Staff, the Donor and National Partners PA National Strategy documents UN General Assembly reporting</p>	<p>2. Mitigate risk via conditionality: Future UNODC projects which seek to support forensic services should actively manage risk and reduce both the likelihood and impact of risk by making certain elements of delivery conditional. Assistance should be balanced against the requirement of recipients to support and then deliver key elements of: a comprehensive system (to include crime scene management); a sound legal basis for forensic services; firm governance for forensic services; and an agreed sustainment plan. (ROMENA)</p>

⁹ A finding uses evidence from data collection to allow for a factual statement. In certain cases, also conclusions may be included in this column instead of findings.

¹⁰ Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

<p>3. Legal professionals stated that UNODC workshops had increased their understanding of forensics. There is increasing trust of FS within the justice system. However, more information is required as not everyone within the justice sector fully understands the capabilities and limitations of the FS.</p>	<p>Desk level Review Observations from training Interviews with national justice actors</p>	<p>3. Increase visibility within the legal profession: POPSE should ensure that there is increased visibility of forensics amongst justice providers so that they understand the capabilities and competencies of the forensic services and how they can be used to support and aid both victims and the accused.</p>
<p>4. The FS are only just starting to deliver. They are jointly owned by the MoJ and MoI and clinical staff come from the MoH. Staff management needs careful consideration. The FS profession is extremely small and lacks depth. Staff must see a future in the profession, feel valued and be developed.</p>	<p>Interviews with Stakeholders.</p>	<p>4. Promote forensic services as recognised professions: POPSE, under the HAYA project, should consider how it can continue to provide technical assistance and advice to the PA so that Forensic Services (FS)¹¹ can develop as recognised professions within the PA. (POPSE)</p>
<p>5. Presentation rates at SGBV clinics are low. The number of sexual/assault cases investigated by forensic physicians is also low and some are months old before the examination. The project did not directly reach out to the public or to victims as a means of advertising forensics and the SGBV clinics.</p>	<p>UNODC reporting MoJ annual statics Interviews with Forensic Physicians and nurses, MoJ officials and public prosecutors Interviews with Palestinian Civil Police (PCP), Family Protection Unit (FPU) officers and UN Women</p>	<p>5. Create more demand for GBV clinics: POPSE should work with other UN agencies to increase the use of SGBV clinics before establishing any more clinics for the survivors of SGBV. Public awareness is multi-pronged and includes conducting community outreach and advocacy so that actual and potential victims understand their rights and the services available to them. (POPSE)</p>
<p>6. Many of the elements required to assist SGBV victims have been instigated by the project and these have been integrated into the National Referral System, but they will need support as they mature.</p>	<p>UNODC reporting MoJ annual statics Interviews with Forensic Physicians and Nurses, MoJ Officials and Public Prosecutors Interviews with PCP and FPU officers Interviews with Shelter Staff and UN Women</p>	<p>6. Support the national referral system: As an element of HAYA, POPSE should provide support to the National Referral System to ensure that all elements of the forensic services fit into the System and contribute to an effective response to GBV survivors. (POPSE)</p>
<p>7. Some of the project's initial delays were due to UNODC recruitment issues and to staff changeovers. Project progress was maximised when there was a balance between forensic subject matter expertise and knowledge of the PA and line ministries.</p>	<p>Project revisions. Project reporting. Mid-term evaluation. Interviews with UNODC Staff, the Donor and National Partners</p>	<p>7. Optimise staff structures: ROMENA and POPSE should consider the following structure for delivering technical capacity building in Palestine: 1 x Technical Expert, 1 x National Expert, and 1 x National Project Assistant. International experts may be engaged as consultants</p>

¹¹ Forensic Services are FSL (PCP/MoI), NCFM, MoJ and MoH officials.

<p>Continuity of Subject Matter Expert (SME) consultants generated stronger relationships and increased confidence amongst FSL staff.</p>		<p>when needed. The same consultants should be retained throughout the project. (POPSE)</p>
<p>8. Placing forensics under a firm legal basis was a key requirement of the project design and significant project resources were used to ensure this. Laws and bylaws that are fit for this purpose have been drafted and are now awaiting final approval by the Council of Ministers or to be enacted by Presidential decree. Sustainability of the project's outputs requires this process to be completed.</p>	<p>Project Needs Assessment GAC (CIDA) monitoring/reports Project document and revisions Project reporting Mid-Term Evaluation Interviews UNODC staff, Line Ministries and the Donor</p>	<p>8. Provide a sound legal basis for forensics: POPSE should ensure that the PA is assisted in the task of establishing the legal basis for FS. The development of a series of bylaws is acceptable as a temporary foundational measure until the Palestinian Legislative Council (PLC) becomes fully functional. This process should commence before the end of the project. If this cannot be achieved by December 2018 then it should form a key element of HAYA. (POPSE)</p>
<p>9. Most FS infrastructure has been installed but issues persist in governance, which needed to emerge as a joint endeavour by nominally cooperating Ministries, themselves relatively recent organisations within the PA and working in a volatile political landscape. These issues must now be resolved.</p>	<p>GAC (CIDA) reporting Project Document and revisions Project APRs Minutes of PSC meetings Interviews with UNODC staff, Line Ministries, FSL, NCFM, GAC and UN Country Team (UNCT)</p>	<p>9. Support PA to establish governance structures: POPSE should continue to assist the PA with establishing a defined governance structure for its FS. Governance should be supported by assisting the FS to establish a set of instructions that codify how investigations occur, how various justice actors cooperate and how the PA will finance the FS. Initially these instructions should be basic, allowing for further development and the addition of more detail as the FS mature. This work should continue as an element of HAYA. (POPSE)</p>
<p>10. The final phase of the project affords an opportunity to work on activities that remain to be completed because of delays in the earlier years or which will morph into the (UNFPA, UN-HABITAT, UN Women and UNODC) HAYA project. Some of these activities could utilise remaining funds while others can benefit from UNODC's global resources and from established UNODC partnerships in Palestine.</p>	<p>Project reporting, Reports from and interviews with trainers, Interviews UNODC Staff, Palestinian Laboratory Accreditation Committee, Donor and partner organisations in Palestine</p>	<p>10. Guarantee sustainment of project outcomes: POPSE should ensure that an effective sustainment plan for FS is put into place. Actions within this plan should include:</p> <ol style="list-style-type: none"> a. remedy all outstanding issues with laboratory equipment. b. support the completion of the FSL's quality management system prior to seeking accreditation. c. LSS at HQ UNODC considering how it can best assist the FSL via Global

		<p>Programmes and/or backstopping.</p> <p>d. considering what forensic tasks can be passed over to EU POL COPPS and/or JSAP as both organisations have a vested interest in FS in Palestine.</p> <p>(POPSE)</p>
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I. INTRODUCTION

Background and context

The Palestinian Authority (PA) was established in 1994 under the terms of the Declaration of Principles (Oslo Accords); however, the Occupied Palestine Territory (OPT)¹² is not truly free to decide and govern. UN reporting¹³ indicates that the following barriers impact the situation: the absence of a political process aimed at ending conflict; continued Israeli expansion, demolition, closure, access and movement restrictions which have severe impact on the humanitarian, social and political life; continued acts of organized Israeli State violence and Palestinian response to this violence perpetuates mutual fear and suspicion; political division between the West Bank and Gaza is a severe obstacle to addressing humanitarian needs and restoring a political horizon; and that development and humanitarian funding to the PA is declining.

In addition, the PA is unable to influence sixty per cent of the West Bank and all of Jerusalem, and there is friction between the authorities in Gaza and in the West Bank,¹⁴ who refuse to coordinate and recognise each other's legitimacy to the extent that no elections have been held since 2006. The PA's own Developmental Framework highlights the absence of a legislative authority and states that it is an obstacle to implementing institutional reforms, which require review and amendment of legislation and enactment of new laws and executive regulations¹⁵. Moreover, the organisational and institutional culture inside the PA is strongly influenced by political affiliations and personal ties, which can create barriers to implementing a project that seeks to support the governance of a state institution¹⁶.

Socio economic context

The population of the West Bank is 2.90 million¹⁷. The economic conditions are characterized by stagnant growth and high unemployment¹⁸. Despite these challenges, the OPT is defined as a

¹² In accordance with the UN Secretary-General's report on the "Status of Palestine in the United Nations" (A/67/738), released on 8 March 2013, the designation "State of Palestine" is now used in all documents of the United Nations, notwithstanding the use in parallel of the term, "occupied Palestinian territory". Both terms are thus used interchangeably in this document.

¹³ Assistance to the Palestinian People – Secretary-General Report (A/73/84-E/2018/65).

¹⁴ Assistance to the Palestinian People – Secretary-General Report (A/73/84-E/2018/65).

¹⁵ Palestinian Ministry of Planning and Administrative Development General Framework of Preparation of the National Development Plan 2014-2016.

¹⁶ SAWASYA "Strengthening the Rule of Law: Justice and Security for the Palestinian People".

¹⁷ Prime Minister Office & UNFPA-Palestine country office. Palestine 2030: Demographic Change: Opportunities for Development. Summary Report. Revised Edition. April 2017.

¹⁸ Assistance to the Palestinian People –Palestinian Central Bureau of Statistics 2017.

middle-income country.¹⁹ Although the PA has increased revenues and reduced its fiscal deficit²⁰, the financial situation remains precarious. Donors provided USD 544.5 million in budgetary support and USD 175 million in development finance in 2017. The PA-approved unified budget for 2018 was USD 5.1 billion and included a financing gap of around USD 500 million²¹. At the same time, donor support is reducing²².

As reported by UNDP, access to justice within the OPT is impacted by: inadequate recognition of rights within both the formal and informal justice systems; Israeli military legislation which breaches basic human rights; lack of Palestinian jurisdiction to prosecute crimes committed by Israelis against Palestinians; and failure of Palestinian legislation to adequately protect vulnerable groups due to discriminatory laws, legislative loopholes, vaguely worded laws and an absence of legislation in some areas of the law²³.

Project background

Prior to 2000, the United Nations Drug Control Programme (the predecessor to UNODC), assisted in establishing a laboratory for the analysis of illicit drugs in Gaza. This facility was destroyed before the 2nd Intifada in September 2000.²⁴ Since 2005 UNODC has provided technical assistance to the PA through projects on drug prevention, including the development and implementation of HIV prevention and care strategies among drug users in the West Bank and Gaza via drop-in centres. Technical assistance was later extended to include the Palestinian justice system.

A fully functioning criminal justice system must retain the confidence of the people: justice must be seen to be done and decision-making should be based on the best available information. One element of an effective criminal justice system is the provision of quality forensic services, to provide credible evidence during court proceedings. In 2009, Canada (leading justice assistance to the PA) via the Canadian International Development Agency (CIDA) conducted a needs assessment which reported the



Map 1: UNOCHA Map of Occupied Palestinian Territory (OPT).

¹⁹ UNDAF Palestine 2018-2022.

²⁰ World Bank Economic Monitoring Report to the Ad Hoc Liaison Committee March 19, 2018.

²¹ World Bank Economic Monitoring Report to the Ad Hoc Liaison Committee March 19, 2018.

²² Assistance to the Palestinian People – Secretary-General Report (A/73/84-E/2018/65).

²³ UNDP Access to Justice: Mapping the Perceptions and Contributions of Non-State Actors April 2009.

²⁴ PSEX02 Project Document, 2011, p8.

following about forensic services²⁵:

- Inadequate facilities and infrastructure;
- Lack of a central facility, coordination and a strategic vision of forensic medicine;
- Insufficient number of adequately trained forensic experts and crime scene personnel.
- Critical shortage of forensic physicians;
- Lack of capacity to handle forensic aspects related to sexual, physical and psychological abuse and violence against women and children;
- Lack of strategic planning and governance frameworks;
- Limited awareness of other criminal justice actors (police, prosecutors, defence and the judiciary), of the evidence submission process, and of the use of forensic reports during investigations and court proceedings;
- No formalized cooperation with academic institutions and/or other third parties.

In order to address these gaps, UNODC POPSE designed the project ‘Forensic Human Resource and Governance Development Assistance to the Palestinian Authority (PA)’, with funding provided by the DFATD of the Government of Canada that was renamed Global Affairs Canada (GAC) in 2015.

The overall objective of the project was to contribute to an ‘Improved criminal justice system for men, women and children of the West Bank’. The five expected outcomes of the project were:

- Increased technical skills of forensic science professionals;
- Improved ability of forensic medical professionals;
- Improved institutional capacity to manage and deliver integrated forensic medicine and forensic science;
- Enhanced understanding of the role and importance of forensic services, including for sexual and gender-based violence (SGBV) and family violence cases; and
- Increased harmonisation concerning legal frameworks, approaches, policies, and coordination, including SGBV and family violence cases²⁶.

The project was formally launched on 8 December 2011, under the auspices of the Ministries of Interior, Justice and Planning and Administration²⁷. GAC funded the project with a budget of USD 10,181,000 (CAD 10.9 million). The project was initially designed for a four-year period until the end of February 2015²⁸. Canada approved an extension to the project in October 2014 for an additional three years, until the end of 2017, to ensure that planned results in the field of forensic

²⁵ PSEX02 Project Document, Forensic Human Resource and Governance Development Assistance to the Palestinian Authority, 2011, pp4-7.

²⁶ UNODC, 2015: 22-32. In the original project document two intermediate outcomes were also given, as the logframe followed the template provided by the donor. The two intermediate outcomes were 1. Enhanced provision of reliable and credible forensic evidence to the criminal justice system in the West Bank, and 2. Increased application of internationally acceptable practices by the Palestinian Authority in the management of forensic services in the West Bank.

²⁷ ‘Annual Progress Report PSEX02 2011’. UNODC, Vienna.: 3.

²⁸https://www.unodc.org/documents/evaluation/Guidelines/Evaluation_criteria_definitions_and_sample_questions.pdf and http://www.unodc.org/unodc/en/evaluation/normative-tools.html#Eval_criteria_and_plan

science and forensic medicine services were actually achieved²⁹. The project was extended twice more, to the end of December 2018, to ensure that this occurred.

An independent mid-term evaluation was conducted in June 2016³⁰ and the UNODC Thematic Programme component on Forensics was also independently evaluated in 2016³¹.

As the project ends, UNODC, UN Women, UN-HABITAT and UNFPA are jointly beginning to deliver a new Canadian-funded project which seeks to eliminate violence towards women and girls in West Bank and Gaza. This project³², known as HAYA - meaning “life” in Arabic commenced 7th May 2018³³. Part of this project will provide support to the National Centre of Forensic Medicine (NCFM) and for better integration of forensic services into the justice system, areas that were supported under PSEX02.

Funding, disbursement history and expenditure

The sole donor for the Project was Canada. Figure 1 below shows the funding and disbursement history for the project as of April 2018³⁴.

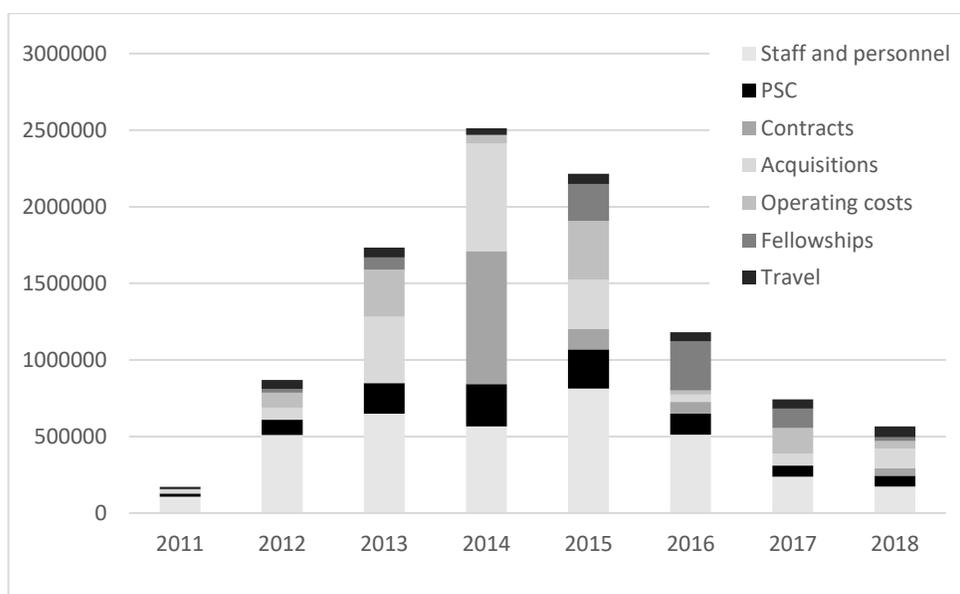


Figure 1: PSEX02 annual distribution of funds³⁵.

²⁹ Email from Director EDP/DFATD to Chief PSFR/UNODC, 27 October, 2014.

³⁰ http://www.unodc.org/documents/evaluation/Independent_Project_Evaluations/2016/PSEX02_final_evaluation_report_2016.pdf

³¹ http://www.unodc.org/documents/evaluation/indepthevaluations/UNODC_SMART_and_Forensic_In-Depth_Cluster_Evaluation_2016.pdf

³² HAYA was officially launched on 7 May 2018. It is the follow-on project from SWANSYA.

³³ https://www.unodc.org/middleeastandnorthafrica/en/web-stories/palestine_-the-joint-programme-haya-on-eliminating-violence-against-women-launched-by-unodc-and-three-other-un-agencies.html

³⁴ PSEX02 Final Evaluation Terms of Reference, p13.

³⁵ Financial data provided by the PIU.

Evaluation purpose, scope and specific objectives

This report is the final Independent Project Evaluation of PSEX02. The evaluation covered the full project period from December 2011 (in particular from December 2015) until August 2018 (the end of field mission) Palestinian Territories, West Bank (mainly Ramallah, Bethlehem, Hebron, Nablus, Jenin). The evaluation team had extensive evaluation experience and comprised three external evaluators with expertise in the areas of SGBV, Law Enforcement, and Forensic Science and Medicine; all had prior experience of working within the region. The evaluation assessed the main achievements of the project, provided recommendations and examined the strategy for the project's completion. In addition to United Nations Evaluation Group (UNEG) standard evaluation criteria this evaluation also considered three main areas; (1) the extent to which the objectives, outputs and outcomes were met, (2) the utilization of resources, (3) areas of improvement in terms of project management, but also any requirement for further technical assistance for the joint UNODC, UN Women, UN-HABITAT and UNFPA project HAYA, as well as assessing the implementation of the recommendations of the mid-term evaluation in 2016.

Methodology

The evaluation methodology conformed to UNEG Norms and Standards as well as UNODC Evaluation Policy, Norms and Standards. The evaluation was based on the standard UNEG criteria of relevance, efficiency, effectiveness, impact, sustainability, as well as partnerships and cooperation, gender and human rights and lessons learned. In order to answer these questions a mixed-method approach of qualitative and quantitative methods was undertaken due to its appropriateness to ensure a gender-sensitive, inclusive methodology. Special attention was paid to ensure that an unbiased and objective approach was maintained. The credibility of the data and analysis was key to the evaluation. Where rival theories and competing explanations existed, data was triangulated and theories tested with only viable observations being reported once plausible patterns emerged.

Data Collection

The data collection strategy comprised a framework of interview guides through which structured interviews, semi-structured interviews and group participation events were conducted. Additional stakeholders, such as other UN agencies and HQ UNODC staff that were not seen in person during the field mission were asked specific questions as they relate to pre-defined areas within the evaluation and as a means of triangulating certain data sets. These interviews were conducted by Skype whenever possible and email when not.

The primary means of data collection were:

- Desk review 15 June to 08 July 2018.
- Field Mission to the West Bank region of the occupied Palestinian Territory (Ramallah, Hebron, East Jerusalem Bethlehem and Nablus) 22 July to 2 August 2018.
 - Individual face-to-face Interviews.
 - Small group meetings.
 - Focus group discussions.
 - Professional on-site observations.

Triangulation of data

Triangulation of data occurred by combining the desk review, interviews, observations and group discussions. The desk review assessed all the relevant project documentation, as provided by UNODC, and open-source information discovered by the evaluation team. It identified areas where additional information was required and highlighted the indicators used to mould discussions and focus groups.

Data sources

The evaluation utilized a mixture of primary and secondary data sources. The primary sources included, amongst others, interviews with all stakeholders, including the CLPs, and a field mission. Secondary data sources included project documents, revisions, progress and monitoring reports and all other relevant documents, including visual aids and web pages.

Primary Data sources

A major element of the evaluation was a field mission to the West Bank. The evaluation team conducted interviews with CLPs, donors and stakeholders and observed first-hand UNODC-delivered outputs and how recipients interacted with and/or used their newly acquired equipment, knowledge, skills or procedures. A framework set of questions guided all discussions.

Interviews

During the interviews, the evaluators probed topics not originally contained in the guides if they were considered relevant. Interviewees also had an opportunity to address any topic they felt was not covered (sufficiently or at all). Ample opportunity was afforded to the respondents to tell their own story and to initiate discussion on issues not considered in advance. These “leads” were pursued in discussions with other respondents in order to verify their veracity and to allow further investigation of pertinent issues. Ongoing email and phone communications with stakeholders were used as required.

In relation to SGBV, the project’s main areas of intervention were at the policy and institutional levels. Interviewees included directors and social workers of women’s shelters who received victims of violence against women (VAW) and forensic doctors and nurses who met victims. The project did not directly address SGBV victims. It was understood that other agencies such as UNFPA, UN Women and the Italian Cooperation had aided the victims of SGBV and there was a high risk of false attribution. While the evaluation did not directly use this data, it did consider studies relating to the treatment of victims as a means of assessing overall improvements and trying to ascertain if the project had directly contributed.

The evaluation recognized the socio-cultural context surrounding GBV in Palestine, whereby victims are reluctant to report or seek help, due to fear of stigma, social exclusion, honor killings, or reprisal. It also recognized SGBV as a question of gender and human rights that intersects with all other defining variables such as class, race, ethnicity, age and those that together shape the life experiences of SGBV victims. Guided by this understanding the evaluation team ensured that its handling of data and information about victims obtained during the reviewing of forensic records and files, or during the site visits of the shelters and clinics at the field mission was conducted sensitively and in-confidence.

Observations

During the field mission the evaluators observed a number of activities being conducted at various sites which had benefited from the project. Observations from these locations assisted the evaluators in making qualitative judgements based on years of experience in delivering similar projects. Observations were then triangulated with other sources and provided a degree of qualitative feedback in support of quantitative evidence.

Focus Group Discussions

During the field mission the evaluators held a series of focus group discussions with FSL staff from different sections, forensic doctors, forensic nurses and police CID/scene of crime officers. Information that surfaced during the conduct of a focus group was followed up where possible in individual interviews with participants and/or their superiors. Focus groups were less formal than interviews, as it was understood that many of the participants' knowledge of the project was usually limited to a single event or item. Recipients of UNODC support, training or equipment were requested to provide first-hand feedback of training and equipment, its quality, suitability and use.

Exemplars of Project Effectiveness and Impact for Individuals or Groups

Interviewees (either individually or during focus groups) were requested to provide relevant stories, those that highlighted the project's achievements. These stories were narrated in their own words in the first instance. Later these stories were triangulated with other data sources, such as open-source and official reports, and a number of case studies were developed. These individual examples of project success stories serve as a means of demonstrating the project's impact at the human level.

Secondary data sources

Key documentation included:

- Project documentation and project revisions.
- Financial reporting.
- Annual costed work plans.
- UNODC Project progress reports (annual and semi-annual).
- Project Monitor / Technical Advisor reports on behalf of Global Affairs Canada (GAC)
- Minutes of meetings of the Project Steering Committee (PSC).
- Minutes of meetings.
- Mission reports.
- Previous evaluation reports and TORs.
- Training programmes, course schedules, feedback forms, impact assessments of learning, and course completion reports.
- Details of all equipment, materials and literature supplied.
- Project Monitoring and Evaluation tools.
- UNODC newsletters.
- Project-sponsored literature.
- Open source web-based literature.
- UNDAFs.
- UNCT reporting.
- UN Agency reports.

Sampling Strategy

The evaluation utilised a broad-based sampling strategy. The evaluation team conducted a large number of one-on-one interviews. Discussions and focus groups were carefully ordered and conducted by an Arabic speaking member of the evaluation team.

Identified Individuals

The project documentation and UNODC staff identified the universe of participants/CLPs as comprising 52 identified individuals. Selection was based on significant involvement in the design, implementation, funding and/or governance of the project. All 52 stakeholders were approached and interviewed in person and/or via Skype. In addition to the identified points of contact, 35 additional stakeholders were identified. These stakeholders were requested to answer questions and comment on the various elements of the Project either via email or Skype. The gender-disaggregated breakdown of interviewees by type is given in Figure 2:

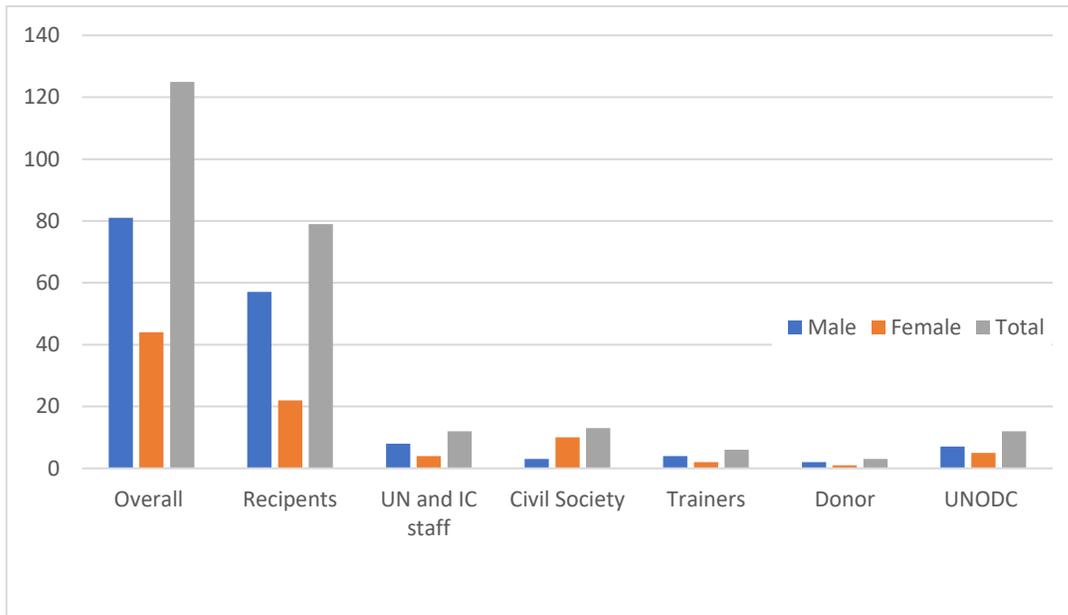


Figure 2³⁶: Gender-disaggregated breakdown of interviewees by type.

Recipients of Training

The project documentation reported that approximately 80 individuals had been directly trained by the project and/or attended workshops run with the assistance of the project. The recipients of UNODC training operate at the governate level and their availability could not be guaranteed due to workloads and roster patterns. During the course of the field mission, the evaluation team attempted to visit each governate and interview as many of these individuals as possible. Where

³⁶ PSEX 02 Final Independent Project Evaluation 2018.

this was not possible the evaluation team used phone calls. In addition, POPSE provided feedback and perceptions of training reports which greatly aided the evaluation team.

Other (Non-Direct) Recipients

According to project reporting there was an unknown number of individuals who had tangentially benefited from the project. These groups were either professionals or members of the public who had used, and therefore benefited from, the forensic services provided by the project. The availability of these groups could not be guaranteed before the field mission and the team went to great lengths to identify and interview a number of these persons as they became available. In total the evaluation team interviewed 17 additional people.

Technical / Empirical Data

During field visits to labs and clinics the evaluation team used a series of checklists to assess equipment, staffing and functionality. Additionally, the reported implementation of the Quality Management System (QMS) was assessed against a checklist of QMS components which should be in place. Staff familiarity with SOPs and QMS procedures was assessed in focus groups or one-on-one interviews. Furthermore, clinics offering SGBV services were examined with a minimum standards checklist that examined women-centred service requirements, such as staff observance of SGBV guiding principles including safety, confidentiality, respect/dignity and non-discrimination, and the availability and use of confidential spaces.

Data Mining

During the course of the evaluation the team data mined the project team's library of documents and also UNODC's repository of data collected from wider reporting.

Limitations to the evaluation

The challenge of attribution: Where the internal validity of a given intervention is well established, the attribution of outcomes to an intervention is fairly straightforward. However, in the case of coinciding project interventions, internal validity is not well established and attribution is problematic. For example, genuinely attributing a positive change in clinical forensic evidence collection in the case of GBV survivors to an intervention or set of interventions within this project is hard to confirm in the presence of other national and international interveners within the same thematic area. The reality of methodological and resource constraints while conducting the evaluation meant that attribution within the report is often expressed in terms of likelihood rather than actual proof.

The disproportionate extent of stakeholders' engagement: Except for the project staff, other stakeholders were engaged primarily in providing input that described the project outcomes. This is ascribed to feasibility issues relating to unavailability and structural complexity of the official stakeholders and the resultant difficulties in soliciting their input. The triangulation of data sources and additional data collection method mitigated this limitation to some extent.

Time: The field mission was of limited duration. Due to the fact that Palestine is occupied there were certain security and travel restrictions which had to be complied with. Travel to and from

some locations was challenging. Additional time was built into the evaluation programme to provide the evaluators sufficient time to interview a suitable number of stakeholders. The allocation of an evaluation team provided sufficient scope to sub-divide, call/Skype those that could not be interviewed in person, conduct focus groups and follow up additional leads during the field mission.

Language: Many of the discussions and interviews required the use of interpreters. This posed a risk relating to the loss or degradation of information during the translation process. Additionally, translation either added time to interviews or reduced the level of detail discussed. To overcome these issues the team deployed with an Arabic speaking member and hired two local interpreters to ensure that all interviews could be translated even when the team sub-divided.

II. EVALUATION FINDINGS

Design

Evaluation questions:

- Was the design of the project accurate and realistic in relation to its set objective or should there be any change for any future similar project?
- To what extent did the project implement the recommendations from the midterm evaluation in 2016 and adapt the project design accordingly?

The design process

The project was developed using the following process³⁷: pre-planning; inception.; implementation; and disposal. This provided a solid foundation and ensured that the project was based on the priorities of the PA and rooted in reality. The project was conceived in 2008. Following the Needs Assessment in April 2009, UNODC and CIDA conducted a joint Design Mission in November 2009. The project implementation plan (PIP) was issued in June 2011 and was signed by the PA in October 2011. The project was formally launched in December 2011. Following the Inception Mission in January 2012, implementation commenced in June 2012.

Objectives

The project's overall objective was to contribute to an 'improved criminal justice system for men, women and children of the West Bank'. As the intended objective and most of the outcomes have been achieved, this supports a conclusion that the majority of the project's outputs and activities were suitable and that the overall design was sound. There are two areas where the design did not fully deliver the intended outcomes:

The project was not designed to provide support to crime scene awareness and evidence handling training. This was an area identified in the needs assessment and was logged as a risk in the Risk Management Table of the Project Document. During the evaluation, trainers, police officers and project documents indicated that a lack of training in crime scene investigation is a concern, as the work of the forensic lab depends on evidence collection and integrity to be maintained. However, the donor was aware that the German Police Mission, JSAP and EU POL COPPS were delivering this training and decided to omit this activity from the project. While the PIU sought to coordinate its activities with other International Actors, full cooperation was not always achievable due to differences in approach, funding years and working practises³⁸.

The original project design included the provision of a forensic toxicology service but not the provision of new buildings and or equipment installation and maintenance. A project-initiated

³⁷ PSEX02 PIP 2014.

³⁸ In interview with UNODC staff and partners.

toxicology review recommended³⁹ that this capability should be outsourced. The annual number of toxicological or DNA analysis cases was low. Annually 30 samples are sent to Jordan, and 50 criminal cases (sexual assault, assault etc.) are subjected to presumptive urine screening by the MoH⁴⁰. The project assisted the MoJ to establish a central unit to manage the toxicology samples and store them appropriately before transferring them to external laboratories for examination⁴¹.

Risk analysis

While risk analysis was wide-ranging it did underestimate certain risks. The project risk matrix was not really used as a management tool and many of the mitigation proposals were inadequate. Risk should be articulated in terms of likelihood (of occurrence) and impact (regarding the ability to implement and achievement of objectives), with either, acceptance, mitigation or transfer of risk annotated. Most mitigation measures related to things that were already going to occur and there was no transfer of risk to the PA. The Project Revision of 2014 created new entries, primarily related to finance and sustainability of the forensic services⁴². Although these were better articulated, risk mitigation⁴³ was ineffective when dealing with a suspended parliament and didn't propose a suitable mitigation to the long-term issue of the PA financial crisis. Active risk management was not discussed at PSC meetings, although the PSC had a remit to identify obstacles at both the technical and political levels that would delay or hamper implementation.⁴⁴

Detailed design

In comparison with similar⁴⁵ projects the project appears to have had an adequate and realistic budget for the selected activities. The main issue with the design was that the timeframe was too ambitious for such a complex project, in a country with significant internal political, administrative, governance, economic and infrastructure challenges.

Although the design logic appeared robust at the inception phase, the project experienced a slow start due to a number of issues which are covered in depth in the efficiency paragraph. Although the project underwent three revisions (2014, 2017 and 2018⁴⁶) these did not fundamentally alter the project's budget, scope, or purpose and they were required to make up for delays⁴⁷ and to allow the PIU to be restructured⁴⁸.

³⁹ Interview with UNODC.

⁴⁰ Review of Toxicology Training Progress December 2017.

⁴¹ Minutes of PSC meeting October, 31, 2017.

⁴² PSEX02 Project Document.

⁴³ PSEX02_Project Implementation Plan_v1.1 (1) April 2014, p 38.

⁴⁴ PSEX02 Project Document.

⁴⁵ A review was made of 29 relevant UNODC projects from 2012-2018 which (a) have at least some overlap in theme with PSEX02, (b) have been independently evaluated and (c) have evaluation reports available on the IEU web site.

⁴⁶ PSEX02_DEC_2017_SD_UNODC responses.

⁴⁷ PSEX02 Project Revision, 31 March 2015, Version: 1.3.

⁴⁸ PSEX02 Mid-Term Independent Project Evaluation, June 2016, p7.

Incorporating recommendations

The Mid-Term Independent Project Evaluation in 2016 made 24 recommendations that were consolidated into seven related groups and incorporated into the evaluation matrix of this evaluation. In addition, GAC conducted periodic monitoring missions, each providing a report. In total, seven of these were made over the course of the project.

Recommendations from evaluations were recorded in the minutes of the PSC meetings, with management responses logged at Annex 2. Beyond this logging the decision-making and actions taken to implement recommendations were not clearly reflected in UNODC reporting⁴⁹. The project documents do not record any changes to the logical framework after the 2014 revision or changes after the mid-term evaluation in the monitoring or data management systems, expansion of the gender strategy/use in performance management or monitoring of UNDP activities with respect to procurement.

Summary - Design

The project design was based on extensive prior needs assessments and the established experience of the donor and the PIU and no major design flaws were identified.

Delays in the early years of the project were often due to factors outside the control of the PIU but indicated the need for a more robust and effective risk management strategy; some of the delays were very similar to those in other UNODC projects.

The project was complex, multi-faceted and ambitious, especially in the anticipated timescale, which in due course had to be extended.

Relevance

Evaluation questions:

- To what extent were the implemented activities and services set up relevant and suitable to achieve the expected results?
- To what extent were the implemented activities suited to the priorities and policies of the justice system actors, the law enforcement officers, and civil society?

Inception

In 2007⁵⁰, Canada committed CAD 300 million to support “a democratic Palestinian State”, with CAD 250 million to be disbursed by CIDA⁵¹. Of this, CAD 25 million per year was to be allocated to justice sector programming⁵². Within Palestine the base of the legal-judicial infrastructure had

⁴⁹ PSEX02 Mid-Term Independent Project Evaluation 2016.

⁵⁰ 2007 Paris Conference of Donors to the PA.

⁵¹ Canadian International Development Agency.

⁵² CIDA West Bank and Gaza Program, Rule of Law Scoping and Program Development Mission, March-April 2008.

been in Gaza,⁵³ however, much of this infrastructure was destroyed during the intifada of 2000-2005 and what remained was inaccessible to the PA within the West Bank⁵⁴. On June 24, 2008, foreign ministers and representatives of over forty countries convened for the “Berlin Conference in Support of Palestinian Civil Security & The Rule of Law”⁵⁵. The project’s inception was based on agreements made in Berlin.

Needs assessment

A formal CIDA Needs Assessment mission, conducted in 2009, reported weaknesses in forensic science and forensic medicine⁵⁶. At the time, the PA was attempting to establish a forensic service from an extremely low starting point (2 pathologists and 2 scientists⁵⁷). The project was officially launched in December 2011 and, because of the delay between the design mission in 2009 and project implementation, a joint CIDA and UNODC mission was launched in January 2012 to determine the continued relevance of the project.^{58,59,60}

Recipient’s priorities

The PA articulates its social justice goals⁶¹ as improving access to justice (by ensuring a fair, transparent, efficient and independent judicial system, ensuring integrated delivery of and fair access to judicial services, particularly for women and children, and strengthening the institutional capacity of the justice sector) and gender equality and women’s empowerment (by eliminating all forms of discrimination and violence against women and girls). The PA seeks to achieve this by: increasing technical skills of forensic science professionals; improving the ability of forensic medical professionals to conduct investigations; improving institutional capacity to manage and deliver forensic services; enhancing understanding forensic services; and increasing harmonisation and coordination⁶². The vision of the Justice Sector is an independent Palestinian state based on justice, equality and the rule of law, in which rights and freedoms are protected, and where everyone enjoys the ability to access justice without discrimination⁶³.

The project directly supports National Strategy objectives⁶⁴ by assisting in the establishment of both a forensic science laboratory and forensic medicine services that operate at the behest of the prosecution services and under the oversight of the judiciary. They are accountable and transparent. The project provided modern techniques and modern infrastructure to ensure that the new services are efficient. They benefit the victims of crime and the accused, both of which are vulnerable and marginalised groups. The project also provided support to the victims of SGBV.

⁵³ Interviews with MoJ and PCP officials and from CIDA reporting.

⁵⁴ PSEX02 Project Documentation.

⁵⁵ Berlin Conference in Support of Palestinian Civil Security & The Rule of Law, 24 June 2008 - Summary of the Chair 24.06.2008.

⁵⁶ CIDA West Bank and Gaza Program 2008 scoping mission short summary report, June 2008.

⁵⁷ Interviews with recipients.

⁵⁸ PSEX02 Mid-Term Independent Project Evaluation Report, June 2016.

⁵⁹ Interviews with UNODC Staff.

⁶⁰ PSEX02_Report_APR_2011.

⁶¹ State of Palestine National Policy Agenda 2017-2022, published Dec 2016.

⁶² State of Palestine National Policy Agenda 2017-2022, published Dec 2016.

⁶³ The State of Palestine The National Strategy for Justice and Rule of Law 2014-2016.

⁶⁴ The State of Palestine The National Strategy for Justice and Rule of Law 2014-2016.

Harmonized objectives

On reviewing PA, UN and UNODC documentation, the project appears to be highly relevant in that it contributed to and/or supported the following national, regional or global programmes:

Programme	Sub Programme or theme
The Palestinian Reform and Development Plan (PRDP) 9	Strengthened civil and criminal justice system, including better forensic capacities.....towards an improved criminal justice system for men, women and children in the West Bank.
The State of Palestine National Strategy for Justice and Rule of Law ⁶⁵	Development of the NCFM and the establishment of a forensic science laboratory as a “guiding vision” for the period 2008-2010.
Objectives, Policies and Interventions of the Justice Sector Plan 2011-2013 ⁶⁶	Guarantee to a fair trial, upgrading and developing specialized forensic medicine facilities and a forensic science laboratory are reconfirmed.
State of Palestine’s National Development Plan 2014-2016 ⁶⁷	Development of forensic services as a policy priority.
National Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the State of Palestine, 2014-2017 ⁶⁸	This ensured that project activities fitted into a broader programmatic framework covering drug control, crime prevention and criminal justice reform, including forensic services.
Palestinian National Policy Agenda (NPA) for 2017-2022	Three main pillars: a Path to Independence, Government Reform and Sustainable Development. It also identifies 29 national policies to achieve these goals, putting “citizens first” and outlining Government priorities aligned with the Sustainable Development Goals and Agenda 2030 premises to “leave no one behind”.
United Nations Development Assistance Framework (UNDAF) for 2014-2017 ⁶⁹	Strategic Priority Area 2: Supporting equal access to accountable, effective and responsive democratic governance, in line with international human rights standards.
UN SDGs	(5) Achieve gender equality and empower all women and girls (target 5.2, indicators 5.2.1 and 5.2.2) and (16) Promote just, peaceful and inclusive societies (target 16.3, indicators 16.3.1 and 16.3.2).
UNODC Strategic Framework for the period 2014-2015 ⁷⁰ .	(6) Research and trend analysis.
UNODC Thematic Programme on research, trend analysis and forensics ⁷¹	(c) “Improved scientific and forensic capacity to meet appropriate professional standards, including increased use of scientific information and laboratory data for interagency cooperation activities and in strategic operations, policy and decision making”.
UNODC Regional Programme on Drug Control, Crime Prevention	(1) Countering Illicit Trafficking, Organised Crime and Terrorism.

⁶⁵ http://www.lacs.ps/documentsShow.aspx?ATT_ID=13297

⁶⁶ http://www.lacs.ps/documentsShow.aspx?ATT_ID=13298

⁶⁷ http://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_236946.pdf

⁶⁸ <https://www.unodc.org/unodc/en/press/releases/2014/June/state-of-palestine-launches-national-programme-on-drug-control-crime-prevention-and-criminal-justice-reform.html>

⁶⁹ <http://www.ps.undp.org/content/dam/papp/docs/Operations/UNDP-papp-op-%20oPtUNDAF.pdf>

⁷⁰ https://www.unodc.org/documents/commissions/CND/CND_Sessions/CND_55/E-CN7-2012-CRP2_V1251319_E.pdf

⁷¹ https://www.unodc.org/documents/data-and-analysis/Thematic_Programme.pdf

and Criminal Justice Reform in the Arab States (2011-2015) ⁷²	
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Table 1: Relevant Palestinian, UN and UNODC policies, strategies and programme.

Comparative advantage

UNODC had longstanding experience in capacity building in relation to forensic services, especially in relation to forensic science and forensic medicine (toxicology) laboratories⁷³. UNODC's Laboratory and Scientific Section (LSS), Research and Trend Analysis Branch (RAB), Division for Policy Analysis and Public Affairs (DPA) is the focal point for the implementation of the Thematic Programme on Scientific and Forensic Services and supports, facilitates and backstops field-based activities to achieve consistency of activities in the forensic field⁷⁴. Building on experience, UNODC POPSE took over CIDA's proposals and developed a project to fill the gaps identified by the Needs Assessment.

Local context

The risk environment in the OPT is complex and the following areas indicate issues that arose due to a lack of detailed understanding or perceived risk of the local context:

- The fire arms firing range was in Jericho⁷⁵; however due to occupation it is difficult for Palestinians to transit from Ramallah to Jericho with firearms.
- The forensic laboratory sought ISO 17025 accreditation immediately rather than following the usual LSS/RAB/DPA approach of creating a working laboratory with validated methods and adequate quality control procedures^{76 77} which could be accredited later, after experience had been accumulated through casework.
- The project did not work with grassroots women's organizations that are historically known for being close to the vulnerable right-holders.

Summary – Relevance

The project was highly relevant to the needs of the PA as a state emerging from conflict, as articulated in numerous strategic and policy documents, and as testified by the interviewed officials and key actors.

The project was also highly relevant to the objectives set out by the International Community during the Berlin Conference and to Canada, the donor. The project was highly relevant to UNODC global, regional and country level interventions.

While the project had some issues with correctly understanding the local context, overall the project accurately reflected the needs and requirements of the recipients (the MoJ and MoI) as discovered in the Needs Assessment and Design Missions.

⁷² <https://www.unodc.org/documents/middleeastandnorthafrica//Regional-Programme-doc/RPArabStates.pdf>

⁷³ UNODC SMART and Forensic In-Depth Cluster Evaluation 2016.

⁷⁴ PSEX02 Report APR 2011, p6.

⁷⁵ Interviews with trainers.

⁷⁶ STNAR25, Recommended Guidelines for Quality Assurance and Good Laboratory Practices, UNODC, Vienna, 1995.

⁷⁷ Guidance for the Implementation of a QMS in Drug Testing Laboratories, UNODC, Vienna 2009.

Efficiency

Evaluation questions:

- What measures were taken during the implementation of the activities to ensure that the resources were used appropriately and efficiently and converted into outputs in a timely and cost-effective manner?
- To what extent was the project's governance structure adequate?

Over time

The project took longer to deliver than the four years envisaged in the original documentation although, when compared to similar projects, it took the average UNODC time of 6.4 years to deliver. The phrase “over time” is therefore not a criticism but a realisation that delays occur. From the agreement to fund the project in December 2010 there was a delay until it was launched in December 2011. UNODC invoked the "10% clause" in June 2011 which provided funds (of no more than 10% of the project to be drawn down before formal launch) to enable pre-planning to commence as POPSE has expected prompt ministerial signature⁷⁸. Delays were mentioned at PSC meetings⁷⁹ and fell into 3 areas:

Dealings with the PA

The design team experienced differences in opinion⁸⁰ over which Ministry would oversee FS, to the extent that the project was almost cancelled. While a working arrangement was agreed it did not solve the main problem which is related to resource competition between the Ministries.⁸¹

The legislative framework for the forensic services is still not in place, a direct result of the suspension of the Palestinian Legislative Council in 2007. The drafting of bylaws was first mentioned in the PSC of September 2014. While a draft law and bylaws have been developed with the assistance of the project, the law and draft bylaws have still to be ratified.

Delays with PA processes were minuted in PSC meetings and PA representatives agreed that delays were partly bureaucratic. The PSC of April 2013 indicates that 18 months after the Project was signed, the location of the forensic laboratory had still to be determined. The PSC of September 2014 refers to a needs assessment for forensic toxicology in July 2013 and a second assessment in October 2014. The PA fiscal crisis delayed hiring trainee forensic doctors and forensic scientists until 2013⁸². There were delays in approving laboratory plans⁸³ and delays to training; for example the PCP requested a postponement of Forensic Science Awareness workshops pending completion

⁷⁸ PSEX02 report APR 2011.

⁷⁹ PSEX02 Minutes PSC 26.01.2012, 19.09.2012, 24.04.2013, 25.09.2014, 25.03.2015, 9.02.2016, 31.10.2017, 16.05.2018.

⁸⁰ This issue was still evident during the final evaluation field mission in July 2018.

⁸¹ PSEX02 Mid Term Independent Project Evaluation Report, 2016, p 17.

⁸² PSEX02 Report APR 2012.

⁸³ PSEX02 Report APR 2012.

of the FSL QMS. The QMS has yet to be accredited. The donor wrote to the MoJ in 2015 about delays, underlining the fact that Palestinian counterparts were jointly responsible for the project's performance⁸⁴.

UNODC procedures

The first PSC meeting minuted⁸⁵ that it would be some time before concrete outputs would be seen from the FSL⁸⁶ or new fully trained forensic practitioners but that a solid foundation was required, and the committee agreed. Four years of professional training within a four-year project was never going to yield early results.

Many of the PA partners stated that although they had been involved in setting priorities⁸⁷, they felt that they had limited visibility of expenditure and that they were not content with what, in their views, were complex, slow and laborious UN administrative and procurement processes. At the behest of the donor, the PIU did not make detailed budgetary information available. It was evident that competition between ministries for funding was a major distraction and that providing budgetary information could have been counterproductive. In addition, it was evident that many PA partners did not fully understand how UNODC operated and how the donor-implementor-recipient relationship worked. Conversely, not providing budgetary impacted ownership as some recipients felt they were being told what to do. It might have been productive to provide different ministries with their own activity budgets as a means of supporting ownership and developing cost structures for ongoing operations.

Planning and implementation were constrained by UN standard practices for recruitment and procurement, by funding stipulations of the donor and by the availability of partners. More flexibility in UN hiring procedures was recommended by trainers e.g. QMS training was contracted as a block of work with no flexibility to adjust the schedule, resulting in training which could not be put into practice before the next training session.⁸⁸ Certain training could not be completed until equipment had been delivered. Other delays were apportioned to UN administrative procedures (especially procurement) and the application of rules relating to imports and immigration by Israel. This resulted in visa problems for one consultant trainer and delays in the delivery of the VSC600 to the document examination section of the FSL⁸⁹.

Staff issues

There were issues in recruiting and retaining staff. Applications for the P5 (project lead) position closed on 1st April 2011 and the post was re-advertised in January 2012. The PIU staff element started work on 1st April 2012 with the arrival of the Senior Technical Advisor and the NPA. Two NPOs then began their assignments on 1st May 2012.

⁸⁴ PSEX02 Mid Term Independent Project Evaluation Report, 2016, p 20.

⁸⁵ PSEX02 Minutes PSC I 26 January 2012.

⁸⁶ Temporary/Training Forensic Science Laboratory, subsequently the FSL.

⁸⁷ PSC meeting minutes confirm attendance by all stakeholders.

⁸⁸ Trainer interviews and reports.

⁸⁹ PSEX02 Mid Term Independent Project Evaluation Report, 2016 and in conversation with Stakeholders.

The PIU was small compared to the number of outcomes and it was never fully staffed⁹⁰. By 2014 most of the original staff had resigned,⁹¹ resulting in a loss of continuity, a problem that impacted several aspects of the project⁹². The PIU could have been designed with less staff initially and to deliver over a longer time frame. That would have allowed the project to surge staff into Palestine when required to conduct technical assistance and then reduce staff towards the end of the project, to provide for administration, mentoring and oversight.

Initial position	Grade	Post 2014 restructuring	Grade	Final position
Project Coordinator – Senior Technical Advisor (Forensics) ⁹³	P5	Programme Coordinator (Forensic Scientist)	P4	Transferred to a different post in Vienna July 2017 ⁹⁴
Forensic Expert (Vienna) ⁹⁵	P3			
Forensic Expert (Jerusalem)	P3	Terminated as post was never filled		
		National Programme Manager	SB5	National Programme Manager of HAYA during 2018
National Project Officer ⁹⁶	SB4	National Project Officer (Reporting Officer) ⁹⁷	SB4	Post terminated in 2016
National Project Officer (Gender Issues) ⁹⁸	SB4	National Project Officer (Gender Officer) ⁹⁹	SB4	Post terminated Dec 2017
National Project Assistant ¹⁰⁰	SB3	National Project Assistant	SB3	National Project Assistant of HAYA during 2018

Table 2: PSEX02 PIU Staff Table over time.

LSS in HQ UNODC lead the normative aspects of forensics, such as the development of training curricula, courses and materials. An international forensic expert was recruited (through the project's funds) and based at LSS from July 2011¹⁰¹ to substantively backstop the project. In fact, this expert was required to deploy to the OPT. It is evident that without this position there would

⁹⁰ Mid-Term Independent Project Evaluation 2016 and Project reporting.

⁹¹ Mid-Term Independent Project Evaluation 2016.

⁹² Lack of continuity also relates to staff turnovers within Ministries, including high level appointments. By 2016 there had been three ministers and two deputy ministers within the MoJ. In the PCP police officers trained in crime scene investigation were regularly reassigned.

⁹³ The P5 left UNODC in April 2014.

⁹⁴ The Programme Coordinator (Forensic Scientist) transferred to a new post in UNODC HQ in July 2017. Since this date, the National Project Manager has been assigned responsibility for overall management of the project.

⁹⁵ Transferred to POPSE April 2103 before the end of the two-year LSS assignment to support the PIU on the ground.

⁹⁶ The NPO left the service of UNODC in March 2014.

⁹⁷ Since Dec 2016 this post has been filled by an intern.

⁹⁸ The NPO (Gender Issues) left the service of UNODC in September 2014.

⁹⁹ This post was filled by a UNODC Project Officer on a part-time basis and latterly by an intern.

¹⁰⁰ The first Project Assistant left the service of UNODC in early 2014 and was replaced in Nov 2014.

¹⁰¹ PSEX02 Project Revision, 31 March 2015, Version: 1.3

have been no expertise in POPSE to design the project and secure funding. Based on interviews and reporting it would appear that although the idea of backstopping from Vienna seems appealing, it did not work and what the project required was expertise forward in the field.

On budget

The project was able to spend USD 10,181,000 compared to the USD 9,800,000 pledged due to exchange rate fluctuation. Figure 3 compares the initial *versus* revised expenditure as a percentage of the overall budget. The project made savings in personnel and subcontracts and was able to reallocate savings towards training, travel, study tours and equipment.

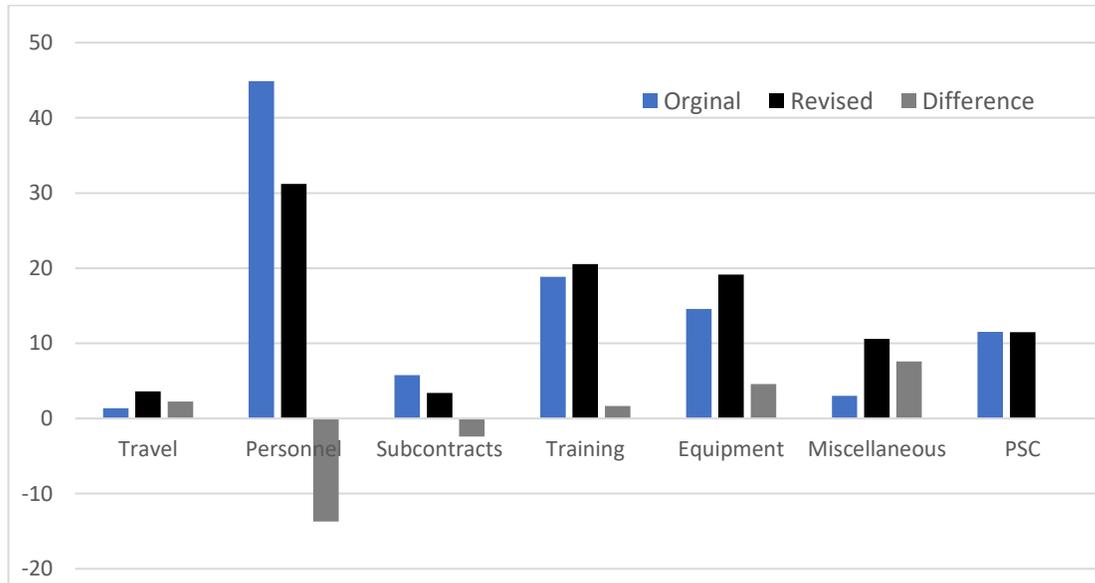


Figure 3: PSEX02 expenditure as a percentage of the project budget.

Figure 4 below shows the initial (2011) budget compared to actual expenditure for personnel costs. Project resources were allocated strategically: PSC minutes indicate that tight control was maintained over the reallocation of funds and there was a system in place for changes to be made¹⁰². Major adjustments such as the decision to send Fellows to the University of Jordan rather than to a Palestinian University was the result of deliberations at the PSC level¹⁰³.

¹⁰² PSEX02_Minutes_PSC V 25 March 2015.

¹⁰³ Interviews at GAC, Project Reports and PSC Minutes.

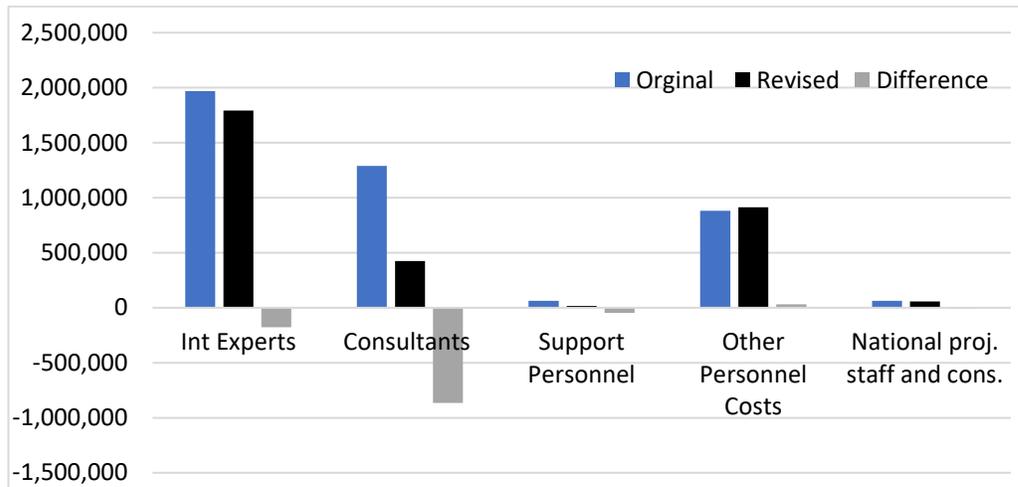


Figure 4: PSEX02 personnel expenditure in detail.

The project was cost-effective given its complexity. Costs increased when the forensic science laboratory transitioned from a training facility into a working laboratory¹⁰⁴, and when training of the forensic doctors was extended to four years¹⁰⁵. The figure above shows high expenditure on international experts and consultants. Training costs were inevitably going to be high, but the efficiency of knowledge transfer could have been higher if the same staff attended each session¹⁰⁶¹⁰⁷, if the same trainers were involved throughout¹⁰⁸ and if training schedules had been more flexible, allowing them to be scheduled around the delivery of equipment, drug standards and annual leave.

Project Governance

The project was managed by the PIU based in East Jerusalem. Following the 2014 restructuring, the PIU developed clearer lines of coordination with ROMENA in Cairo. The fact that this is recorded in the 2014 project revisions indicates that strong links may not have existed before 2014 and that a lack of oversight might in some way have contributed to the delays.

Project Governance was, in principle, multi-layered, involving local, regional and HQ-based UNODC personnel plus oversight by the PSC and input by the Country Team, JTF and (informally) Forensic Coordination Group as well as by other partners such as JSAP, EUPOL COPPS and UN Women. However, the Mid-Term Independent Project Evaluation 2016 indicated that there had been minimal input from LSS in Vienna. Similarly, there is no mention of ROMENA in any annual reporting. The mid-term evaluation recommended more involvement by ROMENA following the loss of the P5 position¹⁰⁹. While the PIU reported regular calls to the Deputy Regional Representative these calls were not logged and ROMENA assistance was not noted in reports. The

¹⁰⁴ PSEX02 Project Revision, 31 March 2015, Version: 1.3, p9.

¹⁰⁵ PSEX02 Project Revision, 31 March 2015, Version: 1.3, p10.

¹⁰⁶ In interview and from desk review of documents.

¹⁰⁷ Training was delivered as required although it was stated by recipients that it was often at UNODC's convenience.

¹⁰⁸ For example, different firearm trainers were involved.

¹⁰⁹ PSEX02_final Independent Project Evaluation_report_2016, pXIV.

Field Mission also found that there was little or no contact between recipients of the project in the West Bank and UNODC outside of Palestine.

Reporting

The donor had frequent interactions with the PIU and also received third party feedback via technical evaluation missions. While UNODC reporting was to the correct standard and frequency, the donor reported that the format and content of these reports were not user-friendly, they were felt to be repetitive and predominantly activity-based. It was preferable to have regular visual reporting as events occurred, with annual or semi-annual reporting measuring effect. The final evaluation of the UNDP/UN Women project Sawasya¹¹⁰ indicated that it required a management system to enable staff and managers to reflect, justify and communicate – to stakeholders – how and why intervention contributed to the desired changes. Clear answers contribute to priority setting and selection of the most effective intervention and approach to bring about the desired change. Providing such answers entails a shift in focus – in the Programme documents and in the progress reports: from what is being done, or has been done to how, and why, interventions contribute to change. This observation is in-line with the UN Secretariat’s drive for greater efficiency¹¹¹.

Ownership

Ownership was promoted by involving recipients in the project design, implementation and steering activities, ensuring their involvement with UNODC and other international agencies and engaging Palestinian counterparts in project monitoring and mid/long term planning¹¹². While the PIU stated that it believed that it had fully coordinated, some recipients felt that the project was being imposed. It is important to note that recipients’ perceptions are vital, as ownership must be perceived to be real. Financial ownership still largely resides with GAC/UNODC, who instituted the original and revised PIPs as they ultimately made the final decisions. True ownership by the PA may require a deeper level of partnership, in which PA partners are co-designers and take on board some responsibility for project planning, decision making, implementation and activity budgeting¹¹³. Strategic plans with the MoJ and PCP (MoI) for forensic services have been developed and, perhaps more importantly, an initial allocation of funds has been made¹¹⁴. The FSL benefits from the strong hierarchical organisation of the PCP which creates an effective management structure. The NCFM, on the other hand is a new department within the MoJ and has experienced problems in achieving an effective working relationship with the MoH and integrating qualified forensic doctors into the justice system.

There are positive signs that the PA will take over active management of the FS. The evaluation team saw first-hand the training and mentoring of new forensic experts, the desire from midwives and nurses to study Forensic Nursing at a postgraduate level and the plan to select and train future forensic doctors. The final evaluation of Sawasya¹¹⁵ found that the Continued Learning offered by Birzeit University was highly cost-effective. These courses offered an active learning approach that provided an opportunity for participants to identify and solve organisational problems within

¹¹⁰ Final Evaluation of SAWASYA Programme “Strengthening the Rule of Law: Justice and Security for the Palestinian People” – UNDP and UN Women.

¹¹¹ http://www.un.org/ga/search/view_doc.asp?symbol=A/72/492/Add.2

¹¹² PSEX02_Project Implementation Plan_v1.1 (1) April 2014.

¹¹³ Sawasya end of program evaluation Final Version - Nov. 6 2017.

¹¹⁴ Minutes of PSC meetings.

their own workplace. This approach is more likely to contribute to sustainable organisational changes, as the problems addressed are identified and solved by staff and managers jointly, in alignment with the principle that ‘learning and change come from within’.

Summary – Efficiency

The project has used the available inputs of finance and personnel resources appropriately and cost-effectively and converted them to the intended outputs of nascent forensic services, within budget but over a longer timeframe than expected.

The efficiency of project implementation was eroded by factors resulting from the regional and national political situation and time-consuming procurement. It would have benefitted especially from more continuity in staffing of the PIU, PA partner organisations and external suppliers of consultancy and training.

The governance of the project conformed adequately to UNODC norms but better use could have been made of in-house UNODC expertise in facilitating and overcoming obstacles in project implementation.

Partnerships and cooperation

Evaluation questions:

- To what extent were the UNODC partnerships in Palestine efficient and effective with regard to the implementation of the project?
- To which extent did UNODC take advantage and maximize its impact while working with partners and other stakeholders (including other UN agencies and international organisations)?

Partnerships in Palestine

The initial needs assessment was conducted with the Minister of Justice, the Chief Justice, the Attorney General and the General Prosecutor Service and later confirmed by the Ministry of Planning. The assessment also involved further discussions with other partners (listed as US INL, UNDP, EU POL COPPS, UNOPS, PECDAR, General Dayton’s Office, Nablus and Al-Quds Universities, University of Jordan and the Institute of Law at Birzeit University ¹¹⁶).

The primary Palestinian partner was the MoJ, as it had received a mandate for establishing forensic services from the Prime Minister¹¹⁷ but later the MoI, which has oversight of the PCP, assumed responsibility for the FSL. Project reporting indicated that during the inception period ownership was an issue and this was still evident during the field mission¹¹⁸. Competition and mistrust

¹¹⁶ CIDA West Bank and Gaza Program: Rule of Law Scoping and Program Development Mission March-April 2008.

¹¹⁷ Project documentation and CIDA West Bank and Gaza Program: Rule of Law Scoping and Program Development Mission March-April 2008.

¹¹⁸ Interviews with numerous justice actors in Palestine.

between the ministries, poor communication among justice institutions and weak institutional structures are highlighted in the PA's National Strategy for Justice as weaknesses¹¹⁹ and highlight the difficult working environment in which the PIU found itself.

The needs assessment noted a requirement to work with the Canadian Embassy in Tel Aviv to assist with clearances for the import of equipment and chemical supplies via Israel. The project did utilise the Canadian Embassy but did not work directly with the Israeli authorities¹²⁰. While the PIU procured and imported material via UNDP, it was not evident that there were high level discussions and/or assistance sought from UNDP. Given the fact that the issue of importing via Israel was highlighted as a major risk, this should have received more attention.

As specified in the Project Document and endorsed at its first PSC meeting in Sept 2012,¹²¹ project oversight and feedback were the remit of the PSC. PSC meetings were held on a regular basis and full minutes were provided to all stakeholders. During the field mission most ministries reported good working relationships with the PIU at all levels, and that they had been kept fully abreast of progress. Certain ministries complained that their opinions had not been heard, however, on reviewing PSC minutes it would appear that the issues had been aired but that collective vote had not supported their proposals. It was also evident that some of the complaints stemmed from a misunderstanding of UNODC procedures and the role of the PSC.

The project initially formed part of a wider Canadian developmental concept to support forensics and crime scene investigation. The first phase relating to supporting forensic services became the project, the second phase did not proceed. GAC realised that there was a risk in delivering increased forensic capability without considering the entire system. As a means of mitigating this risk and to avoid duplication a "forensic coordination group", with representatives of EU POL COPPS, USAID/JSAP and the German and Canadian governments was established. Participants reported that the group had been useful in avoiding duplication of activities, but reported that consideration of activities over a longer period than the coming month would have been more useful. Reporting indicates that while relationships were good, UNODC's participation in coordination meetings was sporadic and achieved limited effect. In defence of the PIU, many organisations did not understand the small size of the PIU and why it could not afford to attend every meeting with the international community. This implies that UNODC needs to consider how it explains its projects and staff structures to other agencies to avoid adverse perceptions.

The Project was limited in its approach of working alongside and with other UN Agencies. It was reported that POPSE did not participate as fully as other UN Agencies believed it should. There was a perception that UNODC worked in isolation. For example, the UNDP and UN Women project, Sawasya, was related to access to justice but there was not an overly strong tie to it (apart from meetings with the UNDOC gender officer). UNODC will now conduct a joint HAYA project with UNPFA, UN Women and UN-HABITAT which should see better integration.

Summary – Partnerships and cooperation

The project worked with a large number of diverse partner agencies. It developed strong relationships with Palestinian partners, particularly the PCP.

¹¹⁹ The State of Palestine: The National Strategy for Justice and Rule of Law 2014-2016.

¹²⁰ UNODC reporting.

¹²¹ PSEX02_Project Document p 27 and PSEX02_Minutes_PSC_II 19 September 2012.

PSC and formal meetings were well attended and well documented, which indicates that any disagreements were at the working level and were usually related to the competition between line ministries and the detailed allocation of resources; they were not substantive in nature.

UNODC's interactions with international partners were not as strong as they were with local partners and this is an area UNODC needs to develop during the new HAYA project.

Effectiveness

Evaluation questions:

- To what extent did the project achieve its planned results and which unachieved results should be targeted in future projects?
- To what extent did the strategy produce unintended outcomes (positive or negative)?

Measure of effect

The original Project Document did not include a logframe. The 2014 revision introduced a logic framework model and a performance measurement framework¹²² which included baseline data, targets and data collection methods, frequency and responsibilities. This was strengthened based on the recommendations of the mid-term evaluation of 2016. Between these two frameworks, the PIU had the tools it required for the measurement of effectiveness and these were used in progress reports and in the measurement and analysis of project outcomes¹²³.

Increased technical skills of forensic science professionals

The project provided training in three forensic science fields and included the use and maintenance of equipment provided by the project. Modular training manuals were developed using Expert Group Meetings. The project funded visits to forensic laboratories in other countries e.g. document examination in Jordan¹²⁴ and firearms in the US¹²⁵. The project significantly increased the technical skills of the FSL professionals, including women, in providing forensic services in the areas of drug analysis, firearms and tool mark identification and document examination. Experts now provide opinions and reports and testify in court. Before the project commenced, the PA had not internal capacity to conduct these tests.

Although the original project documentation only called for the development of a Temporary FSL Training Facility, the project was able, within means and with support from the PCP, to develop and equip a fully functional FSL which became operational in 2016.

¹²² PSEX02_Project Implementation Plan_v1.1 (1) April 2014, Annex B, Annex C.

¹²³ PSEX02_Plan for Measurement and Analysis of Project Outcomes, Version: Draft, 23 June 2017.

¹²⁴ PSEX02 Report APR 2011 and Field Mission Interviews at FSL.

¹²⁵ PSEX02_DEC_2017_SD_UNODC and Field Mission Interviews at FSL.

Within the FSL, examinations are carried out by the UNODC-trained experts or by trainees under supervision. All staff have a mentoring programme and junior personnel are trained by more experienced staff. Opportunities for continuing professional development are available on application to the FSL Director and several instances are recorded in Project Annual Reports. However, opportunities to train are limited by the FSL's budget¹²⁶.



Photographs¹²⁷: left: 1. FLS Plaque; 2. Artefacts from drug cases and 3. Drugs Section laboratory.

Environmental management was considered throughout the project and four¹²⁸ related plans have been written and successfully implemented¹²⁹. Following inspections¹³⁰, the donor's environmental consultant approved the Health & Safety Plan and Emergency Plan without comment, and approved the Facilities Management Plan, Environmental & Waste Management Plan subject to some comments. Training has been provided to all technical staff and mentors recruited under the project. The Director of the FSL, the Safety Officer, the Quality Manager and their Deputies visited the Forensic Laboratory in Ankara, Turkey, in February 2018 to observe the quality management and Health and Safety systems¹³¹. The environmental plan is due to be translated into Arabic before the end of the project¹³².

A QMS inspection on behalf of the Palestinian Standards Institute in April 2018 found the Evidence Management and Administration Sections to be operating satisfactorily in compliance with the ISO 17025 standard, which included a secure storage and filing system in place in the Evidence Management Section¹³³.

Improved ability of forensic medical professionals

The project significantly improved the ability of forensic medical professionals to conduct medicolegal investigations and provide gender-sensitive services to GBV survivors. In Palestine forensic doctors cover both forensic pathology/medico-legal autopsies and clinical forensic medicine/examination of living persons. Before the project commenced there were two qualified doctors in the West Bank. Seven doctors and 23 nurses were trained under the project. An additional doctor will graduate in 2019. The doctors took a four-year course at the University of

¹²⁶ Field Mission Interviews at FSL.

¹²⁷ Photographs were taken by the Evaluation Team.

¹²⁸ The environment plan, health and safety plan, waste management plan and facility management plan.

¹²⁹ PSEX02 Project Revision, 31 March 2015, Version: 1.3, p7.

¹³⁰ EnvAdvReport_WBG_HDHA_Clinics_20180523, EnvAdvReport_WBG_HDHA_Clinics_20180523

¹³¹ PSC Meeting Minutes_Eng_16052018.

¹³² PSEX02 Report DEC 2017.

¹³³ Assessors Report, ISO 17025 Assessment, April 2018.

Jordan leading to a *Higher Speciality Degree in Forensic Medicine* which provided practical training in the performance of the medico-legal autopsy and in clinical forensic medicine¹³⁴. On top of enhancing their clinical calibre, this also enhanced their academic capabilities too. The only female forensic doctor was involved with FM trainers in a paper on femicide in Jordan, published recently in the *Journal of Forensic and Legal Medicine*¹³⁵.

Nurses received a bespoke training programme in forensic medicine based on modules designed within the project, supplemented with additional practical training in the new clinic in Ramallah, a workshop and mentoring¹³⁶. The training was designed to enable them to assist forensic doctors during the examination of SGBV cases¹³⁷. Prior to the project extension proposal of 2014¹³⁸, the Public Prosecutor's Office confirmed that nurses did not have the legal standing to provide formal forensic examinations.¹³⁹ Instead, the nurses triage, support and assist in the conduct of the examination, procedures and specimen collection. They also assist patients to access other services (legal, counselling etc) and arrange follow up. The nurses are employees of the hospitals in which they provide the service and responsibility for their services remains with the hospital¹⁴⁰.

Improved institutional capacity to manage and deliver forensic services

Significant efforts were made by the PIU to provide personnel with training which would lead to more capacity and capability for managing forensic services¹⁴¹. Training included governance study tours to Portugal and Ireland for MoJ and PCP counterparts, resulting in increased capacity of the FSL Director and Deputy Director to manage forensic services and in better cooperation between forensic science and forensic medicine service providers. A management training programme was provided for directors and heads of sections in 2015¹⁴². Interviewees reported that additional training was required to overcome a lack of familiarity amongst staff of purchasing and payment procedures within the Ministries.

Despite these attempts to increase managerial capacity, there has been an underinvestment in the human capital assets. The new forensic doctors made a substantial personal sacrifice by leaving families, country, jobs and work to study in Jordan. On returning to Palestine they felt somewhat abandoned and disconnected. The NCFM is essentially a virtual organization and it has yet to integrate all of the constituent parts. It does not have a building and has limited support and administration.

The project did not include provision of new mortuaries and autopsies continue to be performed at Al-Quds and An Najah universities, for which each now receives an annual budget of USD 70,000 from the MoJ. The NCFM in the MoJ building in Ramallah has received a vehicle through the

¹³⁴ Curriculum of the Certificate of Higher Specialization in Forensic Medicine, University of Jordan.

¹³⁵ Forensic medical aspects of femicide in Jordan Hafsa O.Ghanem Salameha,*, Rakiz J. Salameha, Mohannad Shwaikib, Hasan Abder-Rahman, *Journal of Forensic and Legal Medicine* 56 (2018) 90–9.

¹³⁶ PSEX02 Report Dec 2017.

¹³⁷ PSEX02 Report Dec 2017.

¹³⁸ PSEX02_Report_Project Extension Proposal.

¹³⁹ PSEX02_Report_Forensic nursing capacity development and SGBV monograph.

¹⁴⁰ PSEX02 Project Revision April 2015.

¹⁴¹ PSEX02 Report Dec 2017.

¹⁴² PSEX02 Report Dec 2017.

project to transport cadavers to the mortuaries, although a lack of a driver has restricted its full use. Additionally, four laptops, two desktop computers and some other small equipment have been provided.

Enhanced understanding of the role and importance of forensic services

The project increased awareness of the role and importance of forensic services amongst stakeholders, including for SGBV. Training, building and strengthening forensic awareness outside the laboratory are importance to fair trials and court proceedings^{143 144}. Within the project, awareness of the role and importance of forensic services was nurtured amongst stakeholders through study tours, workshops, training programmes and lectures¹⁴⁵. Interviewees acknowledged the value of creating a working FSL and providing new forensic doctors. Several interviewees commented on the increased caseload within the FSL and the consequent increasing use of forensic reports in courts. Reports and experts are now accepted by the prosecution and judges¹⁴⁶.

According to international best practices, the integrity and reliability of forensic data can only be as good as the quality of the physical evidence submitted to the laboratory¹⁴⁷. Each step in the chain (at figure 5) should be addressed to obtain the desired outcome. This is well known within UNODC in its integrated programming approach.^{148,149} During the current evaluation, trainers, police, project documents and GAC Consultant Monitoring Reports all indicated that lack of training in crime scene investigation remains a deficiency within the OPT.

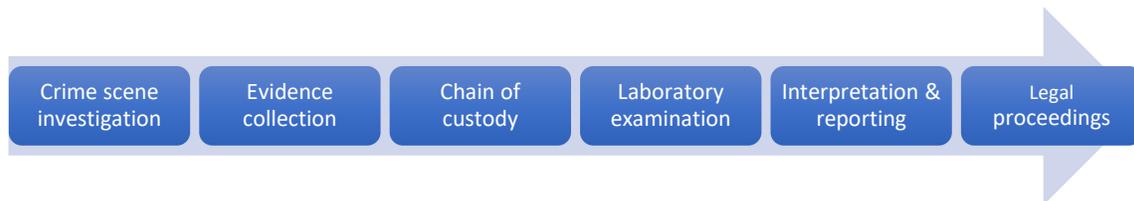


Figure 5: The forensic chain from crime scene to court¹⁵⁰.

The project did not increase the knowledge and skills of other key personnel within the criminal justice sector to the same extent as staff within the FSL. Nevertheless, a significant change has been made. Legal proceedings in Palestine have moved from convictions dependent on confession, to convictions based on objective and supportable scientific evidence¹⁵¹.

¹⁴³ UNODC Scientific and Forensic Services Biennial Report 2010.

¹⁴⁴ PSEX02 Project Implementation Plan, Version 1.1, April 2014, and PSEX02 Project Revision, 31 March 2015.

¹⁴⁵ Interviews, Project Reports.

¹⁴⁶ First results from the PSEX02 Assessment Questionnaires.

¹⁴⁷ UNODC Scientific and Forensic Services Biennial Report 2010.

¹⁴⁸ UNODC Scientific and Forensic Services Biennial Report 2010.

¹⁴⁹ UNODC SMART and Forensic In-Depth Cluster Evaluation 2016.

¹⁵⁰ Adapted from St/NAR/39, Crime scene and physical evidence awareness for non-forensic personnel, UNODC, 2009.

¹⁵¹ Interviews and UNODC reporting.

Increased harmonisation concerning legal frameworks, approaches, policies, and coordination

Harmonisation and coordination were recognised as a challenge and identified as a risk¹⁵². To achieve greater harmonisation there is a need for both political will and creative managerial ability. The project increased harmonisation of criminal justice sector institutions through the establishment of a legal and regulatory framework committee and Joint Task Force for forensic services¹⁵³, as well as involving national counterparts in planning the development of forensic services. In the absence of a functioning State Legislature, UNODC and the MoJ have prepared by-laws and regulations for forensic medicine and the National Centre of Forensic Medicine¹⁵⁴. These are now complete and the MoJ stated that it will soon share a draft with stakeholders to obtain comments prior to submission to the Council of Ministers.

Areas for improvement

Project areas in need of improvement have been identified by the PIU in the most recent Annual Progress Report¹⁵⁵. However, most of these are on-going activities which need to be continued after the end of this project, for example, enhancing understanding in the justice sector of the role and importance of forensic science and medicine. The most pressing issue is gaining approval for the forensic laws and bylaws and of other regulations relating to forensic medicine, as without these the legitimacy and survival of the FS might fail.

Not all forensic clinics follow the SOPs or work to the same standard¹⁵⁶ and there are problems with achieving a unified approach amongst MoJ and MoH staff is assisting SGBV victims.

Forensic toxicology also remains an unresolved issue. Outsourcing of the toxicology service was recommended by numerous consultants¹⁵⁷ but latterly the MoJ announced that the establishment of the toxicology laboratory is under process¹⁵⁸. Within the project, some training in forensic toxicology will be provided during the final months.

There are indications that awareness amongst judges and lawyers is not at the same level in all Governates¹⁵⁹. One approach to alleviating this problem is to train forensic practitioners in legal procedures and how to present their findings in court. Prosecutors have given training to FSL staff, including procedures regarding technical reports: as a result, the reporting doctor comes and discusses the report with the prosecutor. This evaluation concurs with the finding of the mid-term evaluation that stakeholder expectations need to be managed and finds that continuous efforts will be required to increase and maintain awareness of both the value and limitations of forensic science and medicine.

¹⁵² Project Document 2011 p23, Project Revision 2015, Interviews and CIDA scoping mission, June 2008,

¹⁵³ PSEX02 Report Dec 2017 p8.

¹⁵⁴ PSEX02 Report Dec 2017.

¹⁵⁵ PSEX02_Dec_2017_SD_UNODC, p99 and p104.

¹⁵⁶ GAC Monitoring Reports.

¹⁵⁷ Minutes of PSC meeting October, 31, 2017.

¹⁵⁸ PSC Committee Meeting Minutes_Eng_16052018.

¹⁵⁹ PSEX02 December 2017 APR.

The project did not particularly focus on awareness raising amongst the general population but rather looked to stakeholders by providing workshops for judges, public prosecutors, police, PCP Family Protection Unit officers, Ministry of Health emergency room physicians and nurses.¹⁶⁰ A number of these workshops were facilitated by female forensic experts¹⁶¹.

Nurses pointed out the disparity of their training compared to doctors which they viewed as an expression of patriarchy within the health profession (the predominance of males in medicine and females in nursing) and gender bias within the health sector and society at large. Forensic nurses requested that they be qualified to master's level. Within the referral system there was a request for more forensic psychologists (mainly female) and fewer psychiatrists (mainly male) to enhance the cost effectiveness *and improve availability of forensic services to the public, especially women*. They also recommended a model where a number of complementary forensic specializations work together under the leadership of a forensic doctor who is the accountable person before the court, thus following international best practice¹⁶².

While UNODC reports were accurate, it was reported that they were not user-friendly and should be more focused on effect and impact rather than being a list of activities. It is therefore recommended to revise reporting and generate greater awareness of project outcomes: POPSE should consider how it communicates with donors and the media. There is a need for good news stories to demonstrate success, presented in easy to digest bite-sized portions. Overall, reporting though, should focus less on activities and more on effects and impact. This reporting would be in addition to normal UNODC reporting.

Summary – Effectiveness

The project has been very effective in achieving 4 of the 5 outcomes, the exception is the provision of increased harmonisation concerning legal frameworks, approaches, policies, and coordination.

Developments in forensic science and forensic medicine through the project have been very successful, especially the creation of a new, functional and staffed forensic science laboratory working to international standards and the increase in capacity of the National Centre of Forensic Medicine to process medicolegal cases.

The project's positives outweigh the areas for improvement, which should be seen as firm foundations on which the HAYA project can build.

Impact

Evaluation questions:

- To what extent did the project contribute, or is likely to contribute to long-term impact and /or intermediate outcomes?
- To what extent did the project contribute to achieving the related Sustainable Development Goals?

¹⁶⁰ PSEX02_Minutes_PSC V 25 March 2015.

¹⁶¹ PSEX02 December 2017 APR.

¹⁶² Crime Scene Awareness e-book.

The project's objective was to contribute to the provision of an improved criminal justice system for men, women and children by providing reliable and credible forensic evidence and improving the capacity of the Palestinian National Authority to manage forensic services. As such this paragraph concentrates on the project's contributions to impact.

The main indicator in the project's logical matrix, the means of demonstrating success, was for the World Bank Rule of Law governance score¹⁶³ to have been significantly improved by 2018, when compared to the baseline of 2008.

Year	World Bank Rule of law governance score ¹⁶⁴	Remarks
2008	- 0.81 ¹⁶⁵	Baseline
2016	- 0.3 ¹⁶⁶	Latest available figures

Table 03: World Bank Rule of Law governance scores for Palestine.¹⁶⁷

The results indicate that the rule of law governance score has improved by just over 0.5, which could be classed as significant. However, this data set is flawed: the project commenced in 2011 not in 2008 and it did not start to deliver until 2013¹⁶⁸; 2008 appears to be a statistical anomaly; when the scores are averaged and plotted logarithmically, while there is an improvement since 2006, a more representative year, there is only a very small improvement since 2011 and an even smaller one since 2013 - which would indicate that improvements in rule of law governance have been slowing down since the commencement of the project; and finally, there is no way of directly attributing the outcomes of the project to the World Bank rule of law governance scores.

¹⁶³ Rule of Law captures perceptions of the extent to which agents have confidence in and abide by the rules of society, and in particular the quality of contract enforcement, property rights, the police, and the courts and the likelihood of crime and violence. Estimate gives the country's score ranging from -2.5 to +2.5.

¹⁶⁴ Detailed documentation of the WGI, interactive tools for exploring the data, and full access to the underlying source data are available at www.govindicators.org. The WGI are produced by Daniel Kaufmann (Natural Resource Governance Institute and Brookings Institution) and Aart Kraay (World Bank Development Research Group). Please cite Kaufmann, Daniel, Aart Kraay and Massimo Mastruzzi (2010). "The Worldwide Governance Indicators: Methodology and Analytical Issues". World Bank Policy Research Working Paper No. 5430 (http://papers.ssrn.com/sol3/papers.cfm?abstract_id=1682130).

¹⁶⁵ <http://databank.worldbank.org/data/reports.aspx?source=Worldwide-Governance-Indicators>

¹⁶⁶ Ibid.

¹⁶⁷ Ibid.

¹⁶⁸ Project documentation was not signed until Nov 2011 and according to the project's financial reporting major expenditure did not start until 2013/2014.

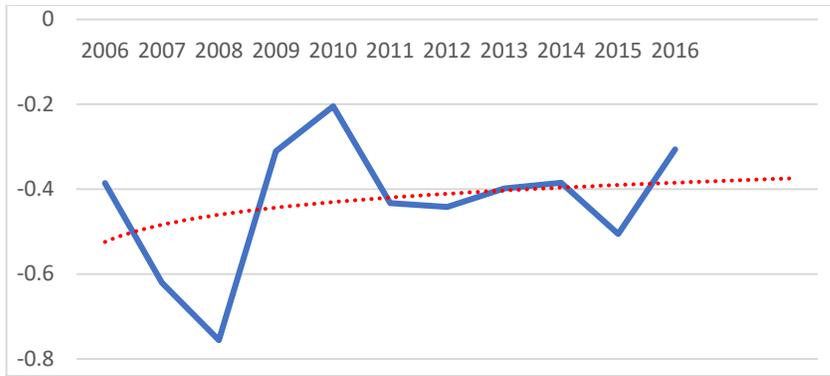


Figure 6. Palestinian National Authority Rule of Law Governance Scores from 2006 – 2016.¹⁶⁹

Multiple sources¹⁷⁰ indicate that before the project there was little forensic capability within Palestine. Testing was either carried out in Jordan, via a number of universities or within the private sector. The process was slow, costly (e.g. USD 1.2M one year to An Najah University for document examination¹⁷¹) and unreliable¹⁷². There is now a FSL which is able to test physical evidence. The experts working at this facility are considered to be experts by the courts and are certified by the MoJ. The FSL has dramatically decreased the time taken to process evidence.

Contribution to impact – anecdotal evidence

A private citizen discovered that some family land had been sold without his consent. On filing a case against the local municipality, his legal team requested copies of the land deeds as they believed that these had been signed by someone other than the plaintiff. The plaintiff's legal team submitted the land deeds to the NFSL for examination and they were found to have been fraudulently signed. The court accepted the expert opinion of the NFSL document section and the plaintiff won the case.

Under Palestinian law a prosecutor may hold an accused in custody for no more than 6 months, pending trial¹⁷³. If a case does not progress before 6 months, then the accused must be released. Public prosecutors reported that before the establishment of the FSL there were many instances where those accused of murder or grievous harm were released due to delays in obtaining forensic results. Delays in obtaining justice coupled with the sight of an accused returning home could lead to the victim's family and the community at large seeking retribution rather than relying on the courts for justice. The speedy conclusion to trials, using forensic evidence as a means of securing conviction, has increased the confidence of society in the justice system.¹⁷⁴

¹⁶⁹ <http://databank.worldbank.org/data/reports.aspx?source=Worldwide-Governance-Indicators>.

¹⁷⁰ Interviews and documents to include the 2008 needs assessment.

¹⁷¹ Interview at FSL with Heads of Sections.

¹⁷² In interview and reporting.

¹⁷³ In interview.

¹⁷⁴ In interview.

Contribution to impact – anecdotal evidence

The PCP, on investigating a murder in an urban area soon discovered a young man who confessed to shooting the victim. On examining evidence from the crime scene and from the accused, the NFSL firearms section concluded that the accused had not committed the crime. On further investigation it was discovered that the young man had confessed to protect his brother. Additional forensic tests conducted at the NFSL confirmed that the elder brother's gun had been used and that he was the more likely perpetrator.

In order that the project delivered outputs which conformed to international standards and best practice extensive use was made of international experts who worked to the required standards in their own fields. The FSL is on the way to achieving accreditation of some procedures to the ISO 17025 standard, which requires compliance with the standard in its management structure and environmental, health and safety plans. These have largely been implemented during the project, as indicated by external audit reports, but given the relatively short existence of the FSL and the low starting point, the FSL is still some way from obtaining full accreditation.

Contribution to impact – anecdotal evidence

A suspected drug dealer was arrested by the PCP and substances seized at the time of the arrest were sent to the NFSL. The suspect confessed to being in possession of drugs; however, the powder was found to be a pesticide rather than a controlled substance. The accused was released without charge despite complaints from senior management in the PCP. The laboratory held to its opinion and ultimately the MoH agreed to put the substance on the list of controlled substances¹⁷⁵.

Forensic Medicine achieved international standards by training staff in Jordan and via a specially designed course in the West Bank. Consultants developed the operating procedures for forensic pathology and clinical forensic medicine. However, the dispersed nature of the NCFM has posed a problem in ensuring uniformity of approach, and the slow uptake of SGBV services indicates a longer time-span is required for the standards to be fully and consistently implemented.

The inception report to this evaluation noted that there were few reliable project indicators to gauge impact in the key areas of human rights and SGBV. There was a risk of apportioning credit to a single intervention in what was a multi-agency and multi-donor environment. Palestine has traditionally been a patriarchal society that manifested in gender inequalities, (with women being considered legally and socially less entitled than men) and in GBV both within and outside families. Against this background, a mindset change is required to achieve any impact relating to SDG 5¹⁷⁶. The project has started to change mindsets. For example; there are female PCP experts working in the FSL; the project trained the first female forensic pathologist; and there is greater awareness in

¹⁷⁵ In Interview, UNODC Jerusalem and with PCP officials in Ramallah.

¹⁷⁶ SDG 5, 5 Achieve gender equality and empower all women and girls: 5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other forms of exploitation.

the police, prosecutors, judiciary and health professionals when dealing with the victims of SGBV. Some interviewees admitted that prior to the project there was a lack of compassion towards victims of SGBV and victims reportedly felt as if they were being blamed for what had occurred. The project promoted a recognition of the need of survivors for respect, security and confidentiality, in forensic clinics certainly, but also in interviews with prosecutors and when testifying in court.

Contribution to impact – anecdotal evidence

Medical staff reported that, thanks to the training that they have received and the facilities provided, there had been mindset change within the medical profession when dealing with the victims of SGBV. Before the project there was no referral system, no set procedure and victims were treated in the emergency room alongside other patients. Confidentiality was not considered and within hours, everybody on the ward would discover the fact that a victim of sexual violence was being treated; even the cleaners knew. This has changed.

Incorporation of the clinics in the National Referral System for survivors of GBV was agreed in 2015¹⁷⁷, and the project assisted by linking up professionals from different ministries so that there is now a system in place to take a victim through a series of steps from their first encounter with the services to eventual legal proceedings. This is only the beginning and there is still more that can be achieved within the justice sector, forensic medicine and across Ministries.

Summary – Impact

The project has helped to create forensic services which either already do, or potentially will, conform to international standards and which are contributing to an improved criminal justice system in the West Bank for men, women and children.

The foundations laid by this project will assist the new project (HAYA) focussing on gender issues, but the forensic services, having already made good progress, also need to be supported until they are firmly established with adequate funding and governance.

There is no good, reliable indicator of project impact in the key areas of human rights and SGBV, especially due to the limitation foreseen in the Inception Report prior to this Evaluation in apportioning credit, but a significant amount of work has been done through the project in these fields and there is evidence to suggest a changing mindset amongst service providers towards the victim of SGBV.

Sustainability

Evaluation questions:

- To what extent are the project results generated through its activities likely to continue in Palestine after the project completion?

¹⁷⁷ Mid-Term Evaluation Report, 2016.

- To what extent has UNODC assistance helped to generate confidence and commitment of the justice system actors in the work of forensic service providers, and cooperation among the actors to continue even after completion of the project?

This evaluation finds that sustainability is mainly a resource issue, as the project outputs are relevant to the PA and its national priorities¹⁷⁸ and stakeholders expressed¹⁷⁹ a desire for the outputs to continue¹⁸⁰. Four of the identified risks in the original project document¹⁸¹ and three of the four added in the 2014 revision¹⁸² related to funding. The question of sustainability is whether resources will be available from within the PA's budget or, given the PA's finances¹⁸³, from a donor. Secondary risks to sustainability relate to (a) lack of governance because forensic laws are not put in place or because the working arrangements between ministries are not codified and (b) loss of key staff who are either reassigned, or offered better jobs elsewhere.

Forensic Science Laboratory

Financial sustainability has been improved via UNODC's assistance to the PCP in developing an operational and maintenance budget for the laboratory. Some funding has already been agreed – the Prime Minister provided USD 70K and JSAP has given USD 400K to crime scene investigation teams¹⁸⁴ and a regular budget provides funding for salaries and for the maintenance of the AFIS fingerprint system¹⁸⁵. The timely preparation of an annual budget is key to securing funds if the laboratory is to continue to function. Budgetary training has been provided, but more must be done to advocate for the need of the different components of this budget, and to ensure the timely integration into the PCP budget before being submitted through the MoI to the Ministry of Finance. Funding is going to be a problem due to the high cost of new equipment¹⁸⁶ and the significant on-going cost of maintenance, repairs, and spare parts. Accreditation of the FSL is an expensive process and it too requires expensive maintenance contracts for equipment.¹⁸⁷

In interview it emerged that there are plans to¹⁸⁸ develop new sections within the FSL, a new building, and a new Directorate¹⁸⁹. However, the lab may not yet be ready for more advanced techniques such as trace evidence as during interviews this was reported as over-ambitious¹⁹⁰. The use of forensic science and medicine services is included in the Criminal Justice Law of 2003 and governance issues for the laboratory relate to the legal recognition of experts and the requirements

¹⁷⁸ See discussions under Relevance and Effectiveness.

¹⁷⁹ PCP Minutes, Project Annual Progress Reports and during interviews with recipients

¹⁸⁰ The Heads of PCP Sections were very positive about the project and the laboratory when interviewed.

¹⁸¹ PSEX02 Project Document, p22-25, risks c), d), l) and p).

¹⁸² PSEX02 Project Revision p 14, risks 1-3.

¹⁸³ The PA's current budget is made up of almost 20% aid and has a short fall over 10% due to low taxation and falling donor funding.

¹⁸⁴ Interviews with international partners.

¹⁸⁵ Interviews with recipients.

¹⁸⁶ Most of the capital equipment was purchased at about the same time and has a useful life of 5-10 years.

¹⁸⁷ Interviews with UNODC staff.

¹⁸⁸ Interviews with recipients and trainers.

¹⁸⁹ Interviews with recipients.

¹⁹⁰ Interviews with Quality Management trainers.

to renew their certification by the MoJ¹⁹¹. While most PCP staff move between departments, the laboratory staff need to stay in post and should not be reassigned by the PCP¹⁹², which is important as it takes a minimum of 4-5 years to become an expert¹⁹³.

National Centre of Forensic Medicine

Funding for the NCFM has started¹⁹⁴: each university mortuary has been given USD 70K by the Prime Minister, 1.4M New Israeli Shekels each year will be given in support to the NCFM, and the MoJ/NCFM are actively looking for another donor. As part of the PA's strategic plan, the Government will provide equipment but donors will be required to support capacity building efforts¹⁹⁵. The MoJ/NCFM have requested physical support (courses and equipment) not more workshops. Governance is more of an issue for the NCFM (discussed elsewhere) and delays in developing new flaws have been partially attributed to the MoJ¹⁹⁶. The project outputs and work plan included provision of Continuing Professional Development (CPD) to Fellows¹⁹⁷ and stakeholders have reviewed the requirement for maintenance of the doctors' competence/renewal of certification by the MoJ¹⁹⁸.

Forensic Clinics

The future prospects of the clinics are good as the UNODC POPSE will continue to support them under the HAYA project¹⁹⁹. The scope of the clinics will be expanded as forensic psychology is introduced²⁰⁰. The forensic clinics are subject to hospital regulations and major hospitals voiced concern over their combined use for forensic medicine and internal medicine or obstetric examinations. In interview, officials requested that UNODC supported the building of annexes to provide forensic services to SGBV survivors that ensure them privacy and confidentiality²⁰¹. Within the MoH, forensic nursing and medical services are woven into the agenda and work programmes of the Women's Health and Development Directorate (WHDD). In synergy with UNFPA and other international donors' support to the MoH in this area, the GBV programme is integral to WHDD. It is recognised that this requires an advanced level specialist forensic nursing programme to complement and consolidate the nucleus of the national forensics core team, which should form an element of HAYA.

National referral system

The National Referral System for female GBV survivors has created momentum amongst GBV actors across all sectors. It evolved incrementally through national efforts and is a milestone in the policy and commitment of the PA to combat violence against women; national ownership is

¹⁹¹ Interviews with UNODC staff.

¹⁹² Interviews with recipients.

¹⁹³ Interviews with recipients and trainers.

¹⁹⁴ Interviews with recipients

¹⁹⁵ Interviews with recipients

¹⁹⁶ Minutes of PSC Meetings, GAC Monitoring Reports.

¹⁹⁷ Outputs 2.7, 2.8, 2.11, 2.12, 5.3.

¹⁹⁸ Certification of staff has to be renewed every 2 years.

¹⁹⁹ Interviews with GAC staff.

²⁰⁰ Interviews with GAC staff.

²⁰¹ Interviews with hospital staff.

assured. Governance and sustainability are more likely because the much-needed services the project founded in the area of forensic medical sciences are indispensable elements of the referral system. The PA cannot afford to let them collapse, even if it has to seek funds from other donors to retain them. This means a high likelihood that the benefits from the project will be maintained.

Confidence of the justice sector

The Public Prosecutor’s Office (PPO) praised the FSL and its staff and stated that it has increased confidence in the service²⁰². The PPO stated that since the forensic doctors began practising, the quality and speed of reporting had increased. The courts are also placing more confidence in FM reports in injury or attempted murder cases and that FM reports are now considered in assessing whether serious harm or moderate harm has been sustained. The judges and courts also reported an increase in confidence in the FSL²⁰³ staff and their technical reports, and their status as experts is usually accepted. However, more can be done. The PPO wants the services to continue to develop and build more capacity, with more doctors and an increased staff at the FSL.

Summary – Sustainability

Sustainability of the project outputs in the West Bank will largely be dependent on the fiscal environment within the West Bank.

Both direct and indirect beneficiaries like what has been achieved through the project and have strongly expressed a desire that the forensic services will not only be sustained but will also increase in scope and capacity.

In the context of the OPT, the key to true sustainability will be continued donor support, until the political circumstances change and the PA can grow its economy and become self-sufficient.

Human Rights, Gender Equality and leaving no one behind

Human Rights

Evaluation questions:

- To what extent were human rights considerations included in the project design and implementation?

Palestinian priorities

The Universal Declaration of Human Rights (UDHR) and the International Covenant on Civil and Political Rights (ICCPR), state that everyone has “the right to effective remedy against violations

²⁰² Interviews with Public Prosecutors.

²⁰³ In interview.

of fundamental rights”²⁰⁴. The strategic objectives of the Palestinian Justice Sector seek to strengthen the rule of law and respect for human rights and freedoms²⁰⁵. The National Policy Agenda²⁰⁶ envisages improving access to justice by ensuring a fair, transparent, efficient and independent judicial system, ensuring the delivery of, and fair access to judicial services, particularly for women and children, and strengthening the institutional capacity and organization of the justice sector.

Design articulation

The aim of the project, as a whole, was to contribute to the provision of an improved criminal justice system for all by providing reliable and credible forensic evidence and improving the capacity of the PA to manage forensic services²⁰⁷. The project fundamentally supported the right to a fair trial by the use of credible and reliable evidence. Indirect beneficiaries of the project were the victims of crime and the accused, which further amplifies the human rights benefits of the project. The project focused on providing a “more transparent, equal and fair judicial system which would benefit the people of Palestine in their fundamental right to a fair trial”²⁰⁸.

Project delivery

The project’s very substance, its activities and achievements support the human right of access to justice and comply with UDHR Article 6 on the “right to recognition as a person before the law”, Article 7 on “the right to equality before the law” and Article 8 on the “right to remedy by competent tribunal.” The project took into consideration the fundamental ethical and human rights principles of freedom, respect, equality and dignity. It sought to deliver forensic services that protected the right to a fair trial, right to privacy and reputation and the right to protection from discrimination²⁰⁹. Project documentation stated that forensic science and forensic medicine services play an integral part in the administration of justice by providing reliable and probative evidence regarding criminal activity and that, upon completion, the PA and its people will have access to reliable, sustainable and transparent forensic services. Palestinian human rights were enhanced when the forensic laboratory was established, creating the opportunity for the realization of the fundamental human right to remedy by competent tribunal. The ability to analyse forensic evidence and present findings in court was a major achievement.

Equality of access of men and women to forensic services and justice was a central tenet of the project. The project assisted the judiciary and prosecution services to understand issues relating to family protection, SGBV and women’s right to justice. This was in addition to promoting an improved response to SGBV, including rape cases, through the forensic clinics it had created. A direct tangible outcome of this was articulated in interviews with prosecutors who confirmed that

²⁰⁴ Ghetnet Metiku Woldegiorgis (2009). Access to Justice under the International Human Rights Framework. Available online at <http://www.abysinnialaw.com/blog-posts/item/1459-access-to-justice-under-the-international-human-rights-framework>

²⁰⁵ The State of Palestine The National Strategy for Justice and Rule of Law 2014-2016.

²⁰⁶ State of Palestine National Policy Agenda 2017-2022, published Dec 2016.

²⁰⁷ The overall aim of PSEX02 as stated in the Project document and revisions.

²⁰⁸ PSEX02 Project Document.

²⁰⁹ PSEX02 Project Implementation Plan, Version 1.1, April 2014.

timely evidence attainment was a major national gain from this project, for procedural justice and fair tribunals of the accused, as elucidated in international human rights treaties.

There are three elements that require additional support if the forensic services are to function correctly. The first is visibility. The citizen's right to information about the forensic services was not delivered. Secondly, there is a need for the entire justice system to understand how to use forensic services. Low project visibility was frequently noted by stakeholders²¹⁰, particularly amongst justice providers²¹¹. Finally, without proper and dedicated crime scene investigation techniques there is a risk that evidence is not correctly gathered and stored correctly.

Summary - Human Rights

The project was highly relevant to the human rights agenda that the PA articulated in its policy frameworks and strategy documents. Human rights were considered clearly and logically during the design phase and mainstreamed throughout the project's activities.

Equality of access to forensic services and therefore justice was a central tenet of the project. The project assisted the judiciary and prosecution to understand issues relating to forensics. A direct tangible outcome was timely evidence attainment. While the project successfully supported the basic human rights of Palestinians to a free and fair trial it was not as successful in informing the Palestinian population of their relevant human rights.

Any issues with the crime scene investigation and the handling and logging of evidence have the ability to negate the positive human rights impact of the project. This aspect needs to be considered as part of any future intervention.

Gender Equality

Evaluation questions:

- To what extent was the project relevant to the needs and priorities as defined by beneficiaries, women and girls who were victims of violence?
- To what extent has the project answered the service needs of vulnerable targeted groups?

Context

²¹⁰ In interview with multiple stakeholders during the field mission.

²¹¹ The judiciary reported that although they had been engaged by the project more was needed.

Women represent: 4%²¹² of all Palestinian security officers²¹³, 3.3% of the PCP²¹⁴ and 2.0% of the military justice system²¹⁵

FSL staff come from the PCP. Although recruitment is merit-based²¹⁶ employment within the PCP is not well publicized. The culture is prevalently male and the presence of women, including as duty bearers, is low. The PCP has 6 senior female officers but no department for “female affairs” as all personnel are considered to be “police officers”. The PCP has addressed violence against women, children and families by establishing the PCP Family and Juvenile Protection Unit (PCP-FJPU, also referred to as the FPU) under the CID and assigned a high-ranking female officer as its head²¹⁷. In 2017, eleven FJPUs were operated by 106 police officers which included 27 females²¹⁸. The CID requires more female officers as women must be present when searching a house or interviewing a woman, and female staff have to be seconded from other Directorates²¹⁹. Similarly, there are no women in CSI²²⁰.

Palestinian security institutions do not give sufficient importance to gender specific needs, both internally and when delivering services²²¹. The low representation of women requires innovative policy solutions, especially in light of the low turnover and young age of existing staff and the limited recruitment opportunities in the context of the PA’s financial crisis²²². While the head of the FPU is a woman, the organization is predominantly male. Female staff are more likely to occupy junior posts. Nevertheless, the FPU presents a refuge for GBV survivors and their children as right-holders.

During a site visit to the one-stop-shop²²³ in Ramallah, the evaluation team was shown the facility where GBV survivors and their children are held for protection as their case progresses. It was disappointing to note how unfriendly this facility looked, in terms of contents, the design, organization, location and even wall colour and brought into question the GBV survivors’ right to dignity and respect.

The project design focused on gender issues from the outset²²⁴, with the documentation stating that the elimination of SGBV and domestic violence would benefit greatly from adequate, operational forensic medicine and science services. This intention is clearly aligned with the UN Declaration

²¹² Strengthening Gender Equality in Palestinian Security Sector Reform Working Paper Ramallah and Geneva. The Geneva Centre for the Democratic Control of Armed Forces (DCAF) July 2017.

²¹³ Security officers relates to all elements of the Palestine Security Forces of which the PCP is but a part.

²¹⁴ UNDP A Review of Palestinian Justice and Security Sector Data 2013.

²¹⁵ UNDP A Review of Palestinian Justice and Security Sector Data 2013.

²¹⁶ In Interviews.

²¹⁷ See <http://palestine.unwomen.org/en/news-and-events/stories/2014/11/wafa-muamar>

²¹⁸ Review of Health, Justice and Police, and Social Essential Services for Women and Girls victims/survivors of Violence in the occupied Palestinian territory November – December 2017, UNFPA and UN Women, p23.

²¹⁹ In interview with recipients.

²²⁰ Interviews with the CSI Department.

²²¹ Strengthening Gender Equality in Palestinian Security Sector Reform Working Paper Ramallah and Geneva.

The Geneva Centre for the Democratic Control of Armed Forces (DCAF) July 2017.

²²² UNDP A Review of Palestinian Justice and Security Sector Data 2013.

²²³ “one-stop-shop” is public facility that provides a single access point to information and/or public services.

²²⁴ CIDA Scoping Mission and Project Document.

on the Elimination of Violence against Women^{225 226 227}, UN Sustainable Development Goal 5.2.1 and 5.2.2²²⁸, the Palestinian National Policy Agenda (2017-2022) and the PA's national cross-sectoral gender strategies and national juvenile justice strategy²²⁹. Although the project included SGBV, women were not specifically targeted: there was no evidence that a formal gender analysis was conducted and it was necessarily presented to the PA as being for everyone and not specifically about gender. As such, women were indirect beneficiaries, once the forensic services were in place. The project was a starting point, it has not changed the lives of Palestinian women in general but at the individual level, victims are treated better than before²³⁰. There was a recognised need to improve the institutional response to SGBV, to encourage the reporting of sexual assault by victims and to improve the treatment offered to them²³¹. Understandably, female victims usually prefer medical examination by a female doctor and the lack of female practitioners in Palestine was seen as a deterrent factor²³². Women at all levels in the NCFM and the FSL have helped to provide a more gender-sensitized environment.

The project's gender strategy recognised a number of challenges to gender equality including, amongst others, lack of trust in the law enforcement bodies, lack of awareness amongst survivors of the content and availability of medical and legal services, and lack of equipped facilities that protect the victim's confidentiality and dignity. The gender strategy maintains that gender mainstreaming would be promoted by a well-integrated, gender-sensitized complementary approach that builds on achievements of other actors and tackles existing gaps. To this end, standard operating procedures (SOPs) were developed for the effective management of GBV cases. However, the SOPs make use of male pronouns and little use of gender-neutral language or terms to refer to rape victims / survivors and gender insensitive terms were spotted such as the use of "paternal" to imply "parental". The project team confirmed that the SOPs were developed in close cooperation and coordination with national counterparts including 20 Palestinian females. On page 5 of the SOP document, out of the 20 experts who developed the SOPs, only 4 were women and, of these, none were Palestinian,

Lack of project visibility compromised gender integration in its activities, outputs and outcomes and restricted its potential to answer the service needs of vulnerable targeted groups. A strategy could have been included in project design and implementation to inform the public and educate them about the newly established forensic services in order for them to use these services (generate demand) and for the services to be relevant to the needs of the people. It is not clear for most right-holders where a victim of sexual violence should go, how she can benefit from these services and what evidence she needs to prove an assault.

²²⁵ A/RES/48/104, 1993.

²²⁶ UNODC Gender in the Criminal Justice System Assessment Tool, Criminal Justice Assessment Toolkit, 2010.

²²⁷ Guidance note for UNODC staff: Gender mainstreaming in the work of UNODC, June 2013.

²²⁸ UN SDGs 5.2 Eliminate all forms of violence against all women and girls: *Indicators*: 5.2.1 Proportion of ever-partnered women and girls aged 15 and older subjected to physical, sexual or psychological violence by a current or former intimate partner. 5.2.2 Proportion of ever-partnered women and girls aged 15 and older subjected to physical, sexual or psychological violence by persons other than an intimate partner.

²²⁹ State of Palestine National Policy Agenda 2017-2022, published Dec 2016.

²³⁰ In interviews and in UNODC reporting.

²³¹ PSEX02Project Document.

²³² PSEX02 April 2014 APR.

The project assisted in training²³³:
12 forensic experts to work at the FSL of which 8 were male and 4 were female;
8 forensic doctors of which 7 were male and 1 was female;
24 forensic nurses of which 7 were males and 17 were female.

The presence of women service providers was meant to provide a reassuring environment for female victims, encouraging openness and increasing credibility.

Gender awareness-raising and training was delivered by the project in two workshops on SGBV interventions and referral procedures. Out of these workshops came an agreement that the NRS should be activated through integrated justice procedures, including the forensic services. The project also organised several workshops for judges, public prosecutors, police, forensic medicine practitioners, social workers and CSOs to improve awareness and increase gender-sensitisation²³⁴.

The law enforcement and justice sectors are not traditional employment areas for women and an identified risk was that female quotas in recruitment and training might not be achievable²³⁵. It has also been recognised that, because of the cultural context and the low proportion of females amongst the project's recipients, gender mainstreaming may only be interpreted as getting equal numbers of male and female participants in training activities, whereas more should be done to overturn persisting stereotypes and misunderstandings about gender integration (e.g. women-only activities)²³⁶ and to promote the adoption of international best practices by national institutions.

To retain qualified staff, improve their capabilities and ensure job satisfaction, the NCFM Strategic Plan aims to ensure a gender-sensitive environment and flexible working hours²³⁷. This highlights an important influence of the project on beneficiaries: at the time when the project was being designed, gender was not taken seriously and, although there were gender units in Ministries, they were not functional as gender was not seen as a priority²³⁸.

The FPU was founded under the PCP to deal with violence against women cases when female GBV survivors opt for litigation. The head and prosecutors of this unit are all women and this was a deliberate action for gender mainstreaming into a traditionally male dominated area²³⁹. UN Women trained specialized staff at the prosecutor's offices and courts, providing one mechanism for protecting victims²⁴⁰. The need for legal governance of forensic services is mentioned elsewhere but there is also a need for a strict, modern, gender-sensitized penal code that would make perpetrators legally accountable, especially in cases of honour killing²⁴¹. UN Women is involved in the management of different provisions within the penal code, and UNODC is the lead agency for law: UN Women can give support but UNODC has the expertise²⁴².

²³³ Project reporting.

²³⁴ PSEX02 April 2014 APR.

²³⁵ Project Document, Risk Assessment, line K, p24.

²³⁶ RP_Arab_States_Final_Evaluation_July_2015, pxii.

²³⁷ PSEX02_NCFM Strategic Plan - NCFM - Eng version 28042016.

²³⁸ Interviews with UNODC staff.

²³⁹ PSEX02_Gender Strategy PIP August 14.

²⁴⁰ UN Women.

²⁴¹ PSEX02_Gender Strategy_PIP_August 14.

²⁴² In interview with partners.

Summary – Gender Equality

The project was informed by a gender strategy during the design phase. A number of challenges hindering the realization of gender equality were recognised, including the fact that law enforcement, justice and forensic sectors are not traditional employment areas for women.

Although the project established the foundations for services that weren't there before, lack of project visibility components such as advocacy and awareness raising compromised gender integration in the project and restricted its potential to answer the service needs of vulnerable targeted groups, especially women.

The evaluation concludes that mainstreaming gender in the security sector's forensic services is a work in progress that the project has initiated which will proceed during the HAYA project in cooperation with UN Women - the lead partner.

Leaving no one behind

Evaluation questions:

- To what extent were under-represented and vulnerable groups included in the project design and implementation?

The concept of leaving no one behind was introduced in 2015²⁴³, 4 years after the project commenced. The concept addresses discrimination and marginalisation. Acting in accordance with the leave no one behind principle requires action in three interlinked priority areas:

- Services that are available and accessible when vulnerable and marginalised people need them;
- A society that respects vulnerable and marginalised people and does not discriminate against them; and
- Institutions and laws that enshrine the rights of vulnerable and marginalised people.

The 2016 UN Sustainable Development Goals (SDG) report indicates that, while member states endeavour to reach those who are furthest behind, ensuring that desire is translated into action requires a precise understanding of target populations. However, the disaggregated data required to address vulnerable groups is sparse. Few UN indicators are able to shed light on the vulnerable and marginalised. For this reason, the project and evaluation are unable to provide significant quantitative data. Palestinian priorities and strategic objectives for the rule of law state that access to justice should be made available to all, especially the marginalised and vulnerable²⁴⁴. The project provided forensic services which better enabled a fair trial to the benefit of all men, women and children. However, as discussed in the design section, some of the indirect beneficiaries of the

²⁴³ UN SDG Report 2016: <https://unstats.un.org/sdgs/report/2016/leaving-no-one-behind>

²⁴⁴ The State of Palestine: The National Strategy for Justice and Rule of Law 2014-2016.

project were the victims of crime and the accused²⁴⁵. The marginalised groups that were supported were vulnerable women (those subjected to SGBV), their children and families, and abused children.

The project made available and accessible much-needed forensic services and these are increasingly being utilized, including by the vulnerable and marginalised; without discrimination. The project brought these services to communities whether in SGBV clinics or in the one-stop-shops founded at the FPU of the PCP. As a result, women GBV survivors are now able to use confidential GBV services in any of the clinics the project created. In addition, the project addressed the forensic service needs of the accused as vulnerable persons. Before the establishment of the forensic laboratory service, forensic testing was paid for by the prosecution and was conducted by private Palestinian laboratories or via Jordan. If the accused required forensic evidence in support of their case they had to pay. With forensic services now working on behalf of the court the accused has the right to request support via the court. This enables a free and fair trial for all, including the poorest.

The project invested in institutional awareness and capacity building by unequivocally protecting the rights of service users without any discrimination, with a focus on vulnerable individuals. However, ensuring that Palestinian law reflects these sentiments remains an area where the project has yet to deliver the expected outputs and achieve the desired outcome. The project provided training in ethical practices, such as ensuring privacy, preserving confidentiality and upholding the client's right to dignified, compassionate and respectful care. It did not, however, invest in conveying similar messages to the public or educate them about the existing services and how to use them or the significance of maintaining the GBV victim's right to privacy, dignity and respect. Therefore, on the wider scope of society the project lagged behind other concomitant projects that were implemented by other agencies that invested heavily in addressing society.

A National Survey on GBV²⁴⁶ reported that 11.8% of the surveyed ever-married women experienced marital sexual violence during the prior 12 months, and 0.8% of the never-married women aged 18-64 years experienced sexual violence from a family member. By contrast, in the previous 12 months only 10 SGBV cases had presented at the clinic in Ramallah, indicating a low presentation of SGBV survivors despite the fact that the forensic nurses stated that due to UNODC training they were better placed to identify victims. There are three entry points available for vulnerable women through this project - PCP FPU, Women's Shelter and hospital forensic clinics - but demand is low because knowledge of the service is limited and there are significant social barriers. Research has shown that a number of structural, attitudinal and social barriers continue to hinder SGBV service utilization in Palestine²⁴⁷. The empowering element incorporated across all stated entry points is that they are all secure.

Summary – Leaving no one behind

The concept of leaving no one behind was introduced 4 years after the project commenced and was therefore not referenced in any of the project documentation.

²⁴⁵ PSEX02 Project documentation.

²⁴⁶ Palestinian Central Bureau of Statistics Press Release Main Findings of Violence survey in the Palestinian Society, 2011, available on the link: http://www.pcbs.gov.ps/portals/_pcbs/pressrelease/el3onf2011_e.pdf

²⁴⁷ Assessment of Clinical Management of Rape in Occupied Palestine. Palestine Medical Relief Society and UNFPA: AlRifai, Ayesha (2017).

Palestinian rule of law objectives prioritise access to justice for the marginalised and the vulnerable and the project did identify that victims of crime and the accused would indirectly benefit from the project. For different reasons, both these groups are vulnerable and marginalised.

The project has significantly increased the capacity of forensic medical services to offer appropriate medical care to victims of SGBV, but low uptake of this provision has resulted at least in part from insufficient resources being given to raising of awareness of the services amongst the general population of the West Bank.

III. CONCLUSIONS

In addition to UNEG standard evaluation criteria the evaluation was tasked to consider three main areas; (1) the extent to which the objectives, outputs and outcomes were met, (2) the utilization of resources, (3) areas of improvement in terms of project management, but also any requirement for further technical assistance for a potential future project. These conclusions consider each area in turn:

Achievement of outputs and outcomes

Forensic services within the PA are relatively new. While there are gaps in delivery and the use of forensics may not be standardised across the PA, compared to the situation identified in the 2008 needs analysis, the following conclusions can be made:

- The facilities and infrastructure are now adequate (improved). This is especially true for the FSL. The NFMC is a virtual and dispersed organisation and it requires additional investment. While there is a central office there is no functioning laboratory and it relies on universities. The facilities for practicing forensic physicians require investment. FS will require assistance with their sustainment planning if they are to function correctly.
- There is a strategic vision for forensic medicine, however its implementation, delivery and coordination with other actors is only just commencing. The NCFM is likely to require assistance and support for a number of years before it can become self-supporting and self-sustaining.
- Shortage of forensic physicians is currently less critical, as the first wave of newly qualified forensic doctors has started work and the project has trained the first cohort of forensic nurses. Encouragingly, there are plans to train more physicians and nurses within a recognised career pathway in forensic medicine.
- There is now better awareness amongst criminal justice actors (police, prosecutors, defence and the judiciary) of the capabilities and competencies of FS, the evidence submission process and the use of forensic reports during investigations and court proceedings. More could be done to ensure that there is also increased visibility of FS within the general population. All justice actors must also understand how FS can be used to support and aid both victims of crimes and the accused.
- The project helped to deliver a sufficient number of adequately trained forensic experts but did not invest in training of crime scene personnel, which was left to other elements of the IC. This is an area of risk which needs careful consideration in any future intervention.
- The PA now has many of the constituent parts that will allow it to handle the forensic aspects of sexual, physical and psychological abuse and violence against women and children. Trained psychologists will be added under HAYA but more nurses with higher levels of professional qualifications are required and the whole system will need adjustment based on feedback from

both personnel and service users. There is a need to ensure that victims of GBV understand what services are available to them, that the services are clearly signposted and that the capacity of these services match the expected increase in demand. The poor uptake of SGBV clinical services needs careful analysis before additional clinics are established. The National Referral System must be supported to ensure that all elements of the FS can provide the best possible support to the system and to the victims of SGBV.

- There is still a weakness in strategic planning and governance frameworks despite the best efforts of the project to engage with and upskill managers. There are still a number of well-known risks to success which the PIU cannot mitigate alone: these should be transferred to the PA. Assisting the PA to manage and sustain FS will be an ongoing requirement that should form a strong thread within HAYA. The three main areas of risk are: lack of legal basis; a poor governance framework amongst the supporting ministries; and a weak sustainment plan.
- There is now formalized cooperation for forensics with academic institutions and some third parties in Palestine. Undoubtedly this initiative deserves additional support, as home-grown providers are more cost-effective and sustainable than outside providers. In future, training will need to concentrate on developing forensics within professional career structures. This assistance will require advice and guidance to the Ministries on how to manage the change that introducing new capabilities requires. Suggestions will also be needed as to how these newly trained professionals can continue to develop and progress in the FS, both as individuals and as collective professional bodies.

Utilization of resources

The project implementation team was designed with a staff of 7. Delivery was actually provided by no more than 6 staff and over time the PIU reduced to 2 full time staff. Not all of the project's delays were related to staffing issues but this did contribute. Any future staff structure should reflect the needs of the project, in this case highly technical, interwoven with complex political. There was a need for a technical SME (backstopping does not work) and a local SME with political knowledge.

Getting the staff structure correct from the start, ensures the project commences on time and also sets the budgetary parameters. PSEX02 managed to save money in relation to international experts and consultants and reinvest it in training and equipping a laboratory. Although this was partially due to fluctuating exchange rates and partially to prudent resource management.

Areas for improvement

According to most of the interviewees there was a requirement to have a sound legal basis for the FS, including specialist SGBV services, and for expert testimony in court. Research by Birzeit University indicates that, while these forensic capabilities have been established and are being used, the current legal basis is insufficient and new laws/bylaws are required. The PA should be assisted in bringing to fruition the longstanding task of establishing this legal underpinning.

The governance of FS remains weak despite numerous working groups and the advice of experts. The PA requires external assistance in establishing a defined governance structure for FS and in brokering a solution to ongoing contested ownership of FS between Palestinian Ministries. Governance of FS at the highest level must be based on a set of instructions that codify how

investigations occur and how in practice the various justice actors cooperate with one another. These must be owned by the PA. Ownership is more than just coordination; the PA must be seen to invest in the process.

FS are funded by the MoI (via the PCP) and the MoJ; however, the doctors and nurses come from the MoH. Without a suitable, fully agreed governance structure, guaranteed funding, and a firm legal basis, long-term survival of the FS is questionable as their future depends on too many different ministries, each with its own priorities and agendas. FS require a clear sustainment plan which includes maintenance of equipment, continued support to the QMS, proficiency testing and international accreditation.

The project has catalysed major improvements of FS provision and capacity in the West Bank, but awareness of the services and uptake by the population are not only poor by comparison but also pose a threat to the sustainability to project achievements. The positive experiences of individuals who have benefitted from the FS could help others to learn about them and signpost where services can be found. The project donor suggested that progress reports, while accurate, were not user-friendly and should be more focused on effect and impact rather than simply listing activities.

IV. RECOMMENDATIONS

Awareness of the services provided by the project and uptake by the population are low and this poses a threat to the sustainability of the project's achievements. The positive experiences of individuals who have benefitted from the newly formed FS could help others to learn about them and signpost where they can be found. UNODC reports, while accurate, were not user-friendly and should be more focused on effect and impact, rather than purely on activities.

Recommendation 1. Revise reporting and generate greater awareness of project outcomes: POPSE should consider how it communicates with donors and the media. There is a need for good news stories to demonstrate success, presented in easy to digest bite-sized portions. Overall, reporting though, should focus less on activities and more on effects and impact. This reporting would be in addition to normal UNODC reporting.

The areas of greatest risk to project success lay in ratifying laws relating to FS, ensuring a firm governance structure that could accommodate FS and manage the new capability, and the sustainment of FS from within PA/Line Ministries' own resources. The project risk matrix did not analyse these in sufficient depth and the mitigation proposed only stated what the project was already doing, not what might have to be done.

Recommendation 2. Mitigate risk via conditionality: Future UNODC projects which seek to support forensic services should actively manage risk and reduce both the likelihood and impact of risk by making certain elements of delivery conditional. Assistance should be balanced against the requirement of recipients to support and then deliver key elements of: a comprehensive system (to include crime scene management); a sound legal basis for forensic services; firm governance for forensic services; and an agreed sustainment plan.

There is now better awareness amongst criminal justice actors of the evidence submission process and the use of forensic reports during investigations and court proceedings. The justice sector increasingly trusts the FS. However, justice actors stated that they require more information and that not everyone understood the capabilities and limitations of FS and how they can be used to support and aid victims and the accused.

Recommendation 3. Increase visibility within the legal profession: POPSE should ensure that there is increased visibility of forensics amongst justice providers so that they understand the capabilities and competencies of the forensic services and how they can be used to support and aid both victims and the accused.

FS are a fledgling realm and are just starting to deliver. The FS are jointly owned by the MoJ and MoI and clinical staff come from the MoH. The management of the staff needs careful consideration. This is particularly true for the NCFM, which is a virtual organisation. The

professional body is extremely small and the loss of one or two staff would have a disproportional effect. Staff need to see a future in the profession, feel valued and be developed. The formalized cooperation between FS and academic institutions must be leveraged, as home-grown training solutions are cost-effective and sustainable. Future training should concentrate on developing forensics as a profession. Ministries require advice and guidance to the so that they can manage the new capabilities, and so that FS staff can continue to develop and progress as both individuals and as a collective professional body.

Recommendation 4. Promote forensic services as recognised professions: POPSE, under the HAYA project, should consider how it can continue to provide technical assistance and advice to the PA so that Forensic Services (FS)¹ can develop as recognised professions within the PA.

Presentation rates at SGBV clinics are low. The number of sexual/assault cases investigated by forensic physicians is also low and some cases are many months old before examination takes place. The project did not directly reach out to the public or to victims, as a means of advertising forensics and the clinics. It did not create any demand. Many of the elements required to assist SGBV victims have been instigated by the project and have been integrated into the National Referral System, but they need support to allow them to mature and grow. There is a need to ensure that the capacity of these services matches the demand; that victims of GBV understand what services are available, and that services are clearly signposted. Demand for SGBV clinics needs careful analysis before additional clinics are established.

Recommendation 5. Create more demand for SGBV clinics: POPSE should work with other UN agencies to increase the use of SGBV clinics before establishing any more clinics for the survivors of SGBV. Public awareness is multi-pronged and includes conducting community outreach and advocacy so that actual and potential victims understand their rights and the services available to them.

Recommendation 6. Support the national referral system: As an element of HAYA, POPSE should provide support to the National Referral System to ensure that all elements of the forensic services fit into the System and contribute to an effective response to GBV survivors.

Some of the project's initial delays were due to UNODC recruitment issues and to staff changeover within the PIU. The project implementation team was designed with a staff of 7. Delivery was actually provided by no more than 6 staff and over time the PIU reduced to 2 full time staff. Project progress was maximised when there was a balance between forensic subject matter expertise (international post) and knowledge of the PA and line ministries (national post).

Recommendation 7. Optimise staff structures: ROMENA and POPSE should consider the following structure for delivering technical capacity building in Palestine: 1 x Technical Expert, 1 x National Expert, and 1 x National Project Assistant. International experts may be engaged as consultants when needed. The same consultants should be retained throughout the project.

While forensic services have been established and are being used, the current legal basis is insufficient and a new law/bylaw is required. Laws and bylaws that are fit for this purpose have been drafted and are now awaiting final approval by the Council of Ministers or to be enacted by Presidential decree. Sustainability of the project's outputs requires this process to be completed.

Recommendation 8. Provide a sound legal basis for forensics: POPSE should ensure that the PA is assisted in the task of establishing the legal basis for FS. The development of a series of bylaws is acceptable as a temporary foundational measure until the PLC becomes fully functional. This process should commence before the end of the project. If this is cannot be achieved by Dec 2018 then it should form a key element of HAYA.

The original aims of the project were to establish forensic services and ensure they were managed effectively by PA stakeholders. Most of the infrastructure has been installed but issues persist in their governance, which needed to emerge as a joint endeavour by nominally cooperating Ministries. Without a defined governance structure and clear and guaranteed funding, the sustainment of the FS is questionable as their future depends on too many different ministries each with different priorities and agendas. These issues must be resolved.

Recommendation 9. Support PA to establish governance structures: POPSE should continue to assist the PA with establishing a defined governance structure for its FS. Governance should be supported by assisting the FS to establish a set of instructions that codify how investigations occur, how various justice actors cooperate and how the PA will finance the FS. Initially these instructions should be basic, allowing for further development and the addition of more detail as the FS mature. This work should continue as an inevitable part of HAYA.

There are now adequate facilities and infrastructure. This is especially true for the FSL. The NFMIC is a virtual and dispersed organisation and it requires additional investment. While there is a central office there is no functioning laboratory, it relies on universities, and the facilities for practicing forensic physicians require investment. FS will require assistance with their sustainment planning if they are to function correctly. The final phase of the project affords an opportunity to work on activities that remain to be completed because of delays during the earlier years or which will serve as "handover" for the HAYA project. Some of these can utilise remaining funds while others can benefit from other UNODC resources and from established UNODC partnerships in Palestine.

Recommendation 10. Guarantee sustainment of project outcomes: POPSE should ensure that an effective sustainment plan for FS is put into place. Actions within this plan should include:

- a. remedy all outstanding issues with laboratory equipment.
- b. support the completion of the FSL's quality management system prior to seeking accreditation.
- c. LSS at HQ UNODC considering how it can best assist the FSL via Global Programmes and/or backstopping.
- d. considering what forensic tasks can be passed over to EU POL COPPS and/or JSAP as both organisations have a vested interest in FS in Palestine.

V. LESSONS LEARNED AND BEST PRACTICES

Evaluation questions:

- Which were the lessons and recommendations that the UNODC Project Team should use and follow up on for the new project focusing on forensic science and medicine under the lens of sexual and gender-based violence?
- To what extent were UNODC e-learning modules utilised by the project and could more online training be conducted in the future?

The original project design underestimated the amount of time it would take to create forensic services. A comparative study of 29 similar²⁴⁸ UNODC projects indicates that the average duration is 6.4 years and the average budget is USD 6.9 million. The Figure below highlights where PSEX02 sits compared to the other 29 projects. The red trend line is a logarithmic average, which indicates that longer projects use less resources over time or that as timelines slip project costs do not go up. The chart shows that PSEX02 delivered in an average timeframe but its average expenditure was higher, at USD 1.6 million per annum.

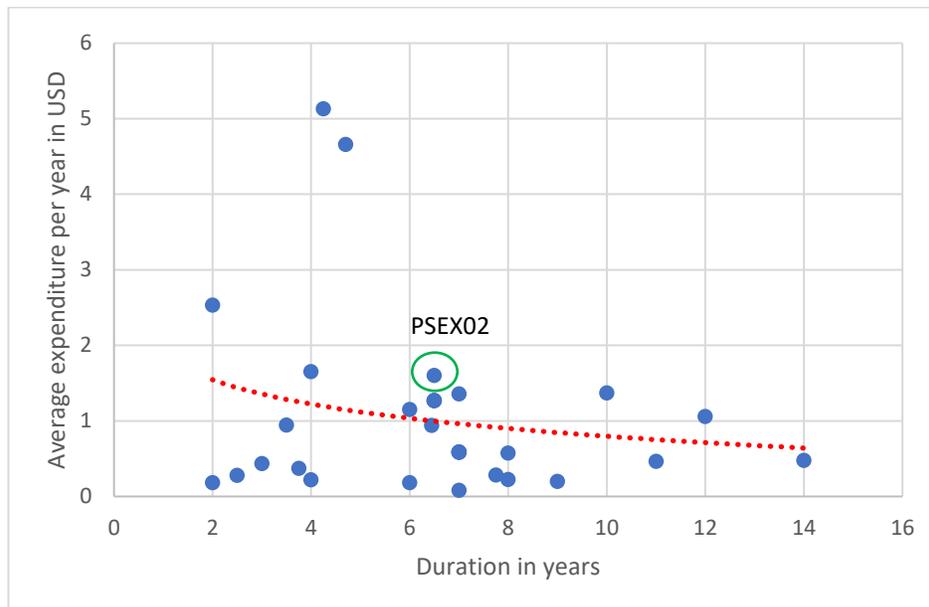


Figure 7: Average expenditure of similar UNODC projects against duration in years²⁴⁹.

²⁴⁸ Conducted by the evaluators. “Similar projects” in this instance relates to a project that delivered an element/outcome that was similar to those delivered by PSEX02.

²⁴⁹ RERE29, GLOU34, GLOX64, GLOV44, GLOV20, MEXX35, GLOR35, KGZK50, RERF60, KAZ176S, ALBG70, TKM92, ZAFS15, PSEX21, AFGI77, AFGI85, AFGJ43, AFGJ55, AFGR86, AFGR87, AFGT03,

From the chart above (figure 7) it can be seen that many of the similar projects²⁵⁰ required time extensions: this indicates a willingness in the pre-planning stage for most UNODC planners (globally) to propose unrealistic timeframes. It is noteworthy that most of the similar projects required extensions for exactly the same reasons,²⁵¹ and that these items did appear as clearly identified risks²⁵². This would suggest that UNODC as an organisation does not fully appreciate the time-frames necessary for capacity-building and that these issues should be factored into future project designs. Project design should, therefore, include not only risk responses but possible exit points that would still leave behind useful outputs. For example, after forensic science training has been provided institutional memory ensures that much of the knowledge remains even if equipment is not procured. The Director and Deputy Director of the FSL had previously worked in the Gaza laboratory and retained their knowledge. The forensic science laboratory development could have been curtailed, leaving it as a training facility as originally intended or with fewer sections. Training of the nurses was much shorter than that of the Fellows and they remain MoH employees even in the absence of the project and the NFMC. The four-year course for the Fellows could also have been curtailed but could still have provided credits for future resumption or for a lower level qualification such as a master's degree.

Based on experience with PSEX02, the evaluation team suggests that the ideal staffing set-up would have been at least one international expert to be the subject matter expert and one national project manager providing local context and understanding. The late arrival of the Senior Technical Adviser, after the Inception Mission, was unfortunate and the lack of a technical SME impacted detailed design. The Evaluation Team noted that the new project (HAYA) is repeating this pattern. HAYA started in January 2018 but the UN Women project manager is still not in post and consultants managed by local staff are being used until the appointment is made²⁵³.

The forensic science laboratory and its forensic experts are now widely known and used by justice sector stakeholders. Equally, the NCFM and the forensic doctors are integrated within the MoJ and have an increasing caseload. However, as mentioned in the Effectiveness paragraph, the forensic clinics for SGBV victims have only been promoted amongst the stakeholders and not the general population. As a result, few cases have been received by the clinics. Part of the problem is also caused by the presence of alternative pathways for SGBV survivors to seek assistance. The new HAYA project will focus on gender issues and should improve awareness of how to access the best care system through the clinics as a priority. If the clinics are not used, there is a danger that the hospital space they occupy might be reallocated for other purposes.

XAST17, XAMT15, TAJH03, XLAK04, RERF23, NGAV18, KGZT90, 1011AY/ROA-204-7B.

²⁵⁰ RERE29, GLOU34, GLOX64, GLOV44, GLOV20, MEXX35, GLOR35, KGZK50, RERF60, KAZ176S, ALBG70, TKM92, ZAFS15, PSEX21, AFGI77, AFGI85, AFGJ43, AFGJ55, AFGR86, AFGR87, AFGT03, XAST17, XAMT15, TAJH03, XLAK04, RERF23, NGAV18, KGZT90, 1011AY/ROA-204-7B.

²⁵¹ See for example: Project_Cluster_Evaluation_Afghanistan_Law_Enforcement_Cluster_JULY 2013, p 12: All four of the Projects suffered from delays in their first 2-3 years. All Projects were subject to multiple revisions, extended timelines and increased budgets. Initial project design, Tashkil (Afghan structural) alterations, security issues, the ability to hire suitably qualified International SMEs as well as the absorptive capacity of counterparts, all played a part in delaying the implementation of projects. Some of the underlying issues could have been identified and therefore the project design or contingencies should have been altered.

²⁵² PSEX02 Project Document, Section 3 Risk Management, Paragraph J.

²⁵³ Interviews GAC.

The forensic field is recognised as an expensive one to operate in and funding contributions from other donors would have benefitted the project in areas that could not be resourced from within the project, including premises for the FSL outside the police headquarters, with room for expansion, and a forensic toxicology laboratory for the NCFM, plus the lengthy training of staff that would be required. The NCFM would also have benefitted from one or more purpose-built mortuaries as forensic autopsies increasingly have requirements beyond those carried out in hospital or university mortuaries. In addition, the anticipated new pathology unit at Alya Hospital in Hebron²⁵⁴ did not appear, leaving the southern part of the West Bank without autopsy facilities. Equally, the need for forensic scientists to work at the crime scene has been widely recognised by stakeholders and the firearms section lacks the necessary reference collection of weapons and an accessible outdoor firing range.

UNODC has good contacts with forensic networks in other regions and these might have had a formal contribution to the project. For example, LSS/RAB/DPA at UNODC HQ had not previously worked in forensic medicine (other than forensic toxicology) but only in forensic science and might have benefitted from contributions from colleges of forensic pathology in Europe, the Americas etc. It is noted that the new project involves four UN organisations, each of which will provide expertise in different areas.

Personnel with academic interests in criminal law have accessed and used UNODC publications and UN materials have helped with improvements in the Penal Code for handling weapons. However, many interviewees reported not to know about UN Manuals as they are not well marketed. There was little knowledge or use of the UNODC Global e-Learning Programme and the material that was used was considered²⁵⁵ suitable for beginners²⁵⁶ but not for experts. Within the FSL, everyone had a laptop and a password via the Project but while the FSL and justice sector organisations share data via an intranet, they do not have paid subscriptions to scientific databases or journals. As a result, FSL staff reported using YouTube videos for self-learning, such as maintenance of equipment. Staff also used mobile phones for accessing the internet, although some don't use a private phone as they have to pay for it, in keeping with the evaluation report on the Global eLearning Programme²⁵⁷ that found most of the intended beneficiaries now access the Internet on their mobile devices and not on desktop computers. The long-distance component of the nurses' training was only partially effective because of limited access to the internet and there were challenges joining group sessions because of work-related commitments and travel distances. Future access to on-line training material via a mobile device would provide a cost-effective solution so long as staff did not incur a personal expense.

Summary – Lessons learned and best practices

UNODC projects often require additional time and experience delays in hiring suitably qualified project staff and in delivering outcomes on time. The composition of the team on the ground should adequately reflect the different types of expertise required to implement the project and, while the team can be supplemented by external consultants, it should not be completely dependent on them to the extent that the project aims cannot be achieved without them.

²⁵⁴ PSEX02 Project Document, p5.

²⁵⁵ Source: PSEX02_DEC_2017_SD_UNODC responses

²⁵⁶ Seven document examination staff successfully completed 5 UNODC e-Learning programme training modules.

²⁵⁷ UNODC_eLearning_Programme_Final_Evaluation_Report_August_2015.

Awareness-raising amongst project stakeholders should always be supplemented by awareness-raising amongst a project's potential service users, to avoid an under-used resource, and amongst potential additional donors and contributors, to increase project outputs and outcomes. The lack of awareness found amongst this project's beneficiaries of UNODC's rich catalogue of on-line information and resources highlights the need for active promotion and publicity of its global portfolio of activities.

ANNEX I. TERMS OF REFERENCE OF THE
EVALUATION

TERMS OF REFERENCE

Independent Final Project Evaluation
“Forensic Human Resource and Governance
Development Assistance for the Palestinian Authority”

PSEX02

State of Palestine
(West Bank)

June 2018

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I. BACKGROUND AND CONTEXT

Project number:	PSEX02
Project title:	Forensic Human Resource and Governance Development Assistance for the Palestinian Authority
Duration (dd/mm/yyyy-dd/mm/yyyy):	01/04/2011-31/12/2018 The project was signed in April 2011 but officially started in December 2011 due to administrative and financial requirements.
Location:	Palestinian Territories, West Bank
Linkages to Country, Regional and Thematic Programmes:	The project relates to Sub-Programme 1 (Countering Illicit Trafficking, Organised Crime and Terrorism) of the UNODC Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States (2011-2015) The project relates to Sub-Programme 6 of the UNODC Strategic Framework for the period 2014-2015. The project also relates to the UNODC Thematic Programme on research, trend analysis and forensics. In particular, the project relates to “expected accomplishment (c)”: “Improved scientific and forensic capacity to meet appropriate professional standards, including increased use of scientific information and laboratory data for interagency cooperation activities and in strategic operations, policy and decision-making”.
To which UNDAF ¹ is the project/programme linked to (if any)	UNDAF Strategic Priority Area 2: Supporting equal access to accountable, effective, and responsive democratic governance, in line with international human rights standards
Executing Agency:	UNODC
Partner Organizations:	None
Total Approved Budget:	USD 10,275,284
Total Overall Budget	USD 10,181,761
Donors:	Global Affairs Canada (GAC)
Project Manager/ Coordinator:	Mr. Mutasem Awad
Type and time frame of evaluation: (Independent Project Evaluation/In-depth Evaluation/mid-term/final)	Final Independent Project Evaluation (4 June – 2 November 2018)
Time frame of the project covered by the evaluation:	December 2011 (with a particular focus since the end of data collection for mid-term evaluation, December 2015)- August 2018 (end of field mission)
Geographical coverage of the evaluation:	Palestinian Territories (West Bank)

¹ United Nations Development Assistance Framework.

Budget for this evaluation in USD:	\$65,000
Number of independent evaluators planned for this evaluation ² :	3 independent evaluators
Type and year of past evaluations (if any):	Mid-term Independent Project Evaluation, June 2016
Core Learning Partners ³ (entities):	Ministry of Justice, Ministry of Interior, Palestinian Civil Police, Global Affairs Canada (GAC), Birzeit University, UNODC

² Please note that the minimum for any UNODC evaluation is two independent evaluators, i.e. one lead evaluator and one team member.

³ The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

Project overview and historical context

The United Nations Office on Drug and Crime (UNODC) has been providing technical assistance to the State of Palestine since 2005. It started with programmes on drug prevention, with the development and implementation of HIV prevention and care strategies among drug users in the West bank and Gaza through the established drop-in centres. The office extended the areas of technical assistance and focused on strengthening the Palestinian justice system.

In the Palestinian National Policy Agency (PNPA), which forms part of the Palestinian Reform and Development Plan 2008-2010 (PRDP), the Palestinian National Authority (PA) states that safety and security and good governance are two of four national policy goals towards which their actions must lead. The PRDP determines that a strengthened civil and criminal justice system, including better forensic capacities, is a high-level objective for the PRDP period, to move towards the above policy goals. It is further stated that “Modern investigative tools, including forensic facilities, are needed to ensure effective prosecution of criminal and civil cases.” These objectives are further developed in the Palestinian Justice Sector Strategy which sets as a “guiding vision” for the period 2008-2010 the development of the Institute of Forensic Medicine and the establishment of a criminal laboratory.

In November 2009, a joint UNODC/CIDA⁴ design mission for forensic services to the Palestinian Territories was conducted. The main findings showed that (1) the facilities and related infrastructures to perform routine forensic examinations were inadequate; (2) the number of adequately trained forensic experts and crime scene personnel is insufficient; (3) strategic planning and appropriate governance frameworks are lacking; (4) cooperation with academic institutions and/or other third partner was not formalized.

The project “Forensic Human Resource and Governance Development Assistance for the Palestinian Authority” (PSEX02) was designed based on the findings and recommendations of the design mission, addressing human resource and governance aspects of an assistance package to contribute to the establishment of a criminal justice system with adequate forensic science and forensic medicine capabilities in the Palestinian Authority, as well as the institutional capacity to manage, utilize and sustain the forensic services system through improved structure and governance. The project was officially launched in December 2011 and is about to end in December 2018.

The project is funded by Global Affairs Canada (GAC) and has been implemented by UNODC Office in Palestine in partnership with the Palestinian Ministries of Justice (MoJ) and Interior (MoI). UNODC provided the MoJ and MoI with technical assistance to strengthen the governance of forensic services. The direct beneficiaries of the project include the justice system actors – forensic doctors, public prosecutors, judges – and the civil police – forensic scientists, family protection unit, crime scene officers. These beneficiaries have been provided with specific trainings and professional development opportunities.

The key element of the project is to ensure that forensic services in the West Bank are effective as it upholds fundamental rights. Each outcome provides an inherent safeguard

⁴ Canada International Development Agency.

for human rights, strengthening protections for human rights, including the right to a fair trial and presumption of innocence. Furthermore, forensic evidence helps expedite criminal proceedings, protecting the right to a fair trial without undue delay and protecting the rights of children, who require special considerations in the criminal process. Through a focus on good governance, objectivity, technical competence, adherence to standards and protocols and quality assurance, the project was designed to strengthen protections for human rights. The delivery of integrated forensic medicine and forensic science services based on international best practices is also a guarantee of protection of human rights.

The project also strengthens protections for the rights of victims of crime. In particular the development of clinical forensic medicine services in the West Bank acknowledges the vulnerable situation of victims of sexual and gender-based violence. Ensuring access to private and confidential services, properly equipped and operated clinics, trained forensic medical personnel, and gender-sensitised police investigators, and criminal justice professionals help protect the rights to privacy, dignity, reputation and freedom from discrimination.

The gender mainstreaming strategy was driving the design of the project and its implementation in different ways in relation to activities such as programme delivery and technical assistance activities. Part of the project goal consists in strengthening responses to sexual and gender-based violence in order to facilitate the reporting of sexual assault and improve treatment offered to victims. The lack of female practitioners was a deterrent factor for female victims. The project sought to address the imbalance of female forensic practitioners and forensic nurses. Furthermore, women were encouraged at all levels – within the National Centre for Forensic Medicine and the Forensic Science Laboratory – to participate in decision making, training and other activities to offer their inputs and provide a more gender sensitized service. Stakeholders working on gender issues were routinely consulted to ensure a best practice and multi-sector approach to project activities.

An independent mid-term evaluation was conducted and finalised in June 2016⁵ and the UNODC Thematic Programme component on Forensics was independently evaluated in 2016 as well⁶.

Main challenges during implementation

Political crisis

One of the main challenges faced during the implementation concerned the political crisis in which the Palestinian authority is deeply mired. Since 2007, and the political division between Fatah and Hamas, the Palestinian Legislative Council is paralyzed. Only urgent laws according to the Palestinian Basic Law can be approved by the president. This has affected the endorsement of the law and regulations for the Forensic Science Laboratory and the National Centre of Forensic Medicine. In this matter, the draft Forensic Science Laboratory law has been submitted to the General Secretariat of

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http://www.unodc.org/documents/evaluation/Independent_Project_Evaluations/2016/PSEX02_final_evaluation_report_2016.pdf

⁶ http://www.unodc.org/documents/evaluation/indepth-evaluations/UNODC_SMART_and_Forensic_In-Depth_Cluster_Evaluation_2016.pdf

the Council of Ministries and circulated to the Ministries for intra-governmental discussion. It has not been approved yet. As long as the regulation of forensic medicine is concerned, UNODC and the ministry of Justice agreed to draft bylaws waiting for the drafted law to be approved and overcome the political blockade. Having no regulation for forensic medicine is concerning as it severely restraint and impact the work of the forensic doctors and their integration within the criminal justice system.

Geopolitical situation

During 2014, the geopolitical situation adversely impacted project implementation. Due to the security situation in Israel, West Bank and Gaza, a number of missions scheduled in July and August were necessarily postponed. Two UN Fellows (Palestinian doctors) studying forensic medicine in Amman under the project were denied a permit to enter Amman under the project due to a temporary restriction on movement of male Palestinians aged 20-50 from Hebron. UNODC worked closely with UNDP to communicate the urgent need for a permit with the Israeli authorities. The fellows were allowed to return to Amman once restrictions on movement of Palestinians from Hebron had been lifted.

Sustainability issues

Another challenge faced by UNODC during the implementation of the project was the difficulty to ensure the sustainability of the forensic medicine services. Improvements from the national counterparts have been observed throughout the project implementation and these issues will be more thoroughly assessed during the final project evaluation.

However, matters within the Ministry of Justice have affected the implementation of the project in general, with the project team encountering significant delays receiving ministerial approval of documents developed under the project. In the long term, these delays could deeply affect the work of the forensic doctors if not carefully handled.

Last but not least, the financial sustainability of the new services has been developed, and UNODC has assisted the Palestinian Civil Police (PCP) in developing an operational and maintenance budget for the laboratory for the coming years. However, doubts remain concerning the integration of this budget under a proper line within the Palestinian Civil Police (PCP) general budget approved yearly by the Ministry of Finance.

Project documents and revisions of the original project document

	Year	Please provide general information regarding the original project document.
Project document	2011	The first project document submitted was approved on February the 10 th , 2018. This document includes the results of a needs assessment conducted by the Forensic Services Assistance Program (FSAP) of the Canadian International Development Agency (CIDA) from 26/04/2009 to 09/05/2009. The original project document also includes a description of UNODC strategy in the Palestinian Territories, the partnerships and synergies, the project objectives, outcomes, outputs and activities planned. It also details the Project Management Mechanisms and

		Structures, including UNODC Programme Coordination and Analysis Unit, UNODC Laboratory and Scientific Section, UNODC Project Implementation Unit, Palestinian Authority Implementation Counterparts, National Task Forces and Project Steering Committee. The project documents also go through the legal context of the project, the detailed budget and the logical framework.
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Project revision ⁷	Year	Reason & purpose (max. 2 sentences per revision)	Change in (please check)
1	2014	The project revision aims to ensure alignment of the project with the Project Implementation Plan agreed upon between UNODC, the Palestinian Authority and the Government of Canada in April 2014, and to extend project duration until December 2017 to allow for the completion of activities as agreed upon under a newly developed project work plan.	Budget X Timeframe Logframe
2	2017	The project revision is in response to a request by the Palestinian Ministry of Justice to extend the project duration to ensure full integration of seven newly graduated Palestinian forensic doctors who will return to Ramallah in September 2017 into the Palestinian national forensic medicine system and to revise the project output related to forensic toxicology.	Budget X Timeframe Logframe
3	2018	The project revision aims to extend the project timeline to have the independent final project evaluation conducted before the end date of the project.	Budget X Timeframe Logframe

Main objectives and outcomes

The overriding objective of the project is to contribute to the provision of an improved criminal justice system for men women and children by providing reliable and credible forensic evidence and improving the capacity of the Palestinian National Authority to manage forensic services. The model for all forensic services developed under the project is internationally accepted best practices. Upon completion, the Palestinian people will have access to reliable, sustainable and transparent forensic services.

The project provides for institutional capacity development for former existing forensic medicine services, through strengthening organisational structures, human resource development, training and expansion of existing capacity and services. The project

⁷ Please add further rows as needed.

emphasises the expansion of clinical forensic medicine service capability, especially as applied to sexual and gender-based violence. Key forensic medicine service capability, especially as applied to sexual and gender-based violence. Key forensic science services under development include drug and chemical evidence analysis, firearm and tool mark evidence and questioned document examination. The project provides for the development of expertise through comprehensive training programmes in each of these scientific disciplines and for the establishment of a forensic laboratory in preparation for operational casework delivery. Governance, oversight, accountability and quality assurance are constant considerations during project implementation and are constant considerations during project implementation and are continually addressed throughout the project to ensure that services established are aligned with international best practices and are of the highest possible quality and reliability.

Therefore, the following outcomes have been designed:

Outcome 1: increased technical skills of forensic science professionals, including women, in providing forensic services in areas such as drug analysis, firearms and tool mark identification and document examination.

Outcome 2: improved ability of forensic medical professionals, including women, to conduct death investigations and provide gender-sensitive services to victims of abuse, particularly women and children.

Outcome 3: improved institutional capacity to manage and deliver integrated forensic medicine and forensic science services based on international best practices.

Outcome 4: enhanced understanding among police, legal and judicial authorities, decision makers and civil society of the role and importance of forensic services, including for sexual and gender-based violence (SGBV) and family violence cases.

Outcome 5: increased harmonisation concerning legal frameworks, approaches, policies and coordination including SGBV and family violence cases: between police, legal and justice sector stakeholders including civil society organizations, and among donors and multilateral organization.

Objective of the project/programme (as per project document/revision):

Objective:	Contribute to the provision of an improved criminal justice system for men, women and children by providing reliable and credible forensic evidence and improving the capacity of the Palestinian National Authority to manage forensic services.
Ultimate outcome: Bank.	Improved criminal justice system for men, women and children of the West Bank. This ultimate outcome leads to two intermediate outcomes which consist in an (1) Enhanced provision of reliable and credible forensic evidence to the criminal justice system in the West Bank; and an (2) Increased application of internationally accepted best practices by the Palestinian National Authority in the management of forensic services in the West Bank.
Performance indicators:	For intermediate outcome 1, the performance indicators are (i) Quality of forensic evidence reports in the Palestinian National Authority criminal justice system meets international criteria; (ii) Level of confidence of prosecutors, lawyers, and judges in the work of forensic service providers.
	For intermediate outcome 2, the performance indicators are (i) Number of best

practices standards applied (including environmental, health & safety standards, quality management and standard operating procedures (SOPs) as per ISO 17025 standards); (ii) Level of adherence of forensics service providers to environmental, health & safety standards, quality management protocols and SOPs.

Outcomes of the project/programme (as per project document/revision)⁸

Outcome 1:	Increased technical skills of forensic science professionals, including women, in providing forensic services in areas such as drug analysis, firearms and tool mark identification and document examination
Performance indicators:	-Percentage of trainers/mentors of trainees (m/f) capabilities -Perception of trainees (m/f) who have improved skills and competencies
Outcome 2:	Improved ability of forensic medical professionals, including women, to conduct death investigations and provide gender-sensitive services to victims of abuse, particularly women and children
Performance indicators:	-Perception of trainers/mentors of trainees (m/f) capabilities -Perception of trainees (m/f) who report improved skills and competencies -Perception of victims (m/f) of treatment during forensic examinations
Outcome 3:	Improved institutional capacity to manage and deliver integrated forensic medicine and forensic science services based on international best practices
Performance indicators:	-Level of skills of the management teams (m/f) at the crime laboratory and the centre of forensic medicine -Level of perception of key stakeholders of the quality of services delivered
Outcome 4:	Enhanced understanding among police, legal and judicial authorities, decision makers and civil society of the role and importance of forensic services, including for sexual and gender-based violence (SGBV) and family violence cases
Performance indicators:	-Level of understanding of forensic services -Level of perception of the credibility of forensic services among key stakeholders
Outcome 5:	Increased harmonisation concerning legal frameworks, approaches, policies and coordination including SGBV and family violence cases: between police, legal and justice sector stakeholders including civil society organizations, and among donors and multilateral organization
Performance indicators:	-Level of coordination on legal frameworks -Level of harmonisation on approaches to SGBV and family violence cases -Level of shared approaches in frameworks and policies

Contribution to UNODC’s country, regional or thematic programme

Contribution to the following UNODC country and regional programmes:

⁸ Please delete or add rows below as needed for the different outcomes.

1. The Palestinian Reform and Development Plan (PRDP)⁹ determined that a strengthened civil and criminal justice system, including better forensic capacities, is a high-level objective to move towards an improved criminal justice system for men, women and children in the West Bank. It is further stated that "[m]odern investigative tools, including forensic facilities, are [...] needed to ensure effective prosecution of criminal and civil cases." These objectives are further developed in the Palestinian Justice Sector Strategy which set the development of the National Centre of Forensic Medicine (NCFM) and the establishment of a criminal laboratory as a "guiding vision" for the period 2008-2010. The objectives in this regard are further defined in the Strategy and also include the development of expertise on matters relating to forensic medicine and forensic science. The needs have been repeated in the more recent "Objectives, Policies and Interventions of the Justice Sector Plan 2011-2013." As part of the objective to guarantee fair trials, upgrading and developing specialized forensic medicine facilities and a forensic science laboratory are listed as the first priorities. Furthermore, the State of Palestine's National Development Plan 2014-2016 reconfirms the "continued development of a forensic system" as a policy priority. In June 2014, the Palestinian National Authority officially launched, with the support of UNODC, a National Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the State of Palestine, 2014-2017, which brings current and future project activities into a broader programmatic framework covering drug control, crime prevention and criminal justice reform, including forensic services.

2. During the project implementation, the Palestinian Authority finalised the Palestinian National Policy Agenda (NPA) for 2017-2022. It articulates a set of priorities aiming at directing international support to the Palestinian Authority under the umbrella of three main pillars: a Path to Independence, Government Reform, and Sustainable Development. It also identifies 29 national policies to achieve these goals, putting "citizens first" and outlining Government priorities aligned with the Sustainable Development Goals and Agenda 2030 premises to "leave no one behind." Through the NPA, the Palestinian Authority reiterates its commitment to state-building government, and long-term institutional development. Therefore, the project "Forensic Human Resource and Governance Development Assistance for the Palestinian Authority" directly supports the Palestinian Authority in meeting its commitment and in providing quality services (e.g. forensic services and access to Justice) to the Palestinian people.

3. The contribution of the project to UNODC Regional Programme and Thematic Programme is operationalised through three main components, namely: Strengthened technical skills of forensic practitioners; Strengthened management and oversight of forensic services based on international best practices; and Materials and tools available for operation.

4. The project relates to Sub-Programme 1 (Countering Illicit Trafficking, Organised Crime and Terrorism) of the UNODC Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States (2011-2015) that was developed in partnership with the League of Arab States. The Regional Programme covers three priorities areas: (i) countering illicit trafficking, organized crime and terrorism, (ii) promoting justice and building integrity and

⁹ Online: <http://siteresources.worldbank.org/INTWESTBANKGAZA/Resources/PRDP08-10.pdf>

(iii) drug prevention and health. The overall goal of the Regional Programme is to support the efforts of Member States in the region to respond to evolving threats, with a focus on achieving clear outcomes with a tangible impact. An objective of Sub-Programme 1 is to assist States in the Arab region in the use of enhanced forensic and scientific services in support of the legal process. The project outcomes are aligned with Sub-Programme 1. The project also relates to the Sub-Programme I (Combatting Organized Crime) and Sub-programme IV (Criminal Justice and Crime Prevention) of the last UNODC Regional Programme for the Arab State to Prevent and Combat Crime, Terrorism and Health Threats and Strengthen Criminal Justice Systems in Line with International Human Rights Standards (2016-2021).

Contribution to the following thematic programme(s):

1. The project relates to UNODC Thematic Programme on research, trend analysis and forensics which seeks to ensure effective international community response to drugs, crime and terrorism based on a sound understanding and knowledge of thematic and cross-thematic trends. In particular, the project relates to “expected accomplishment (c)”: “Improved scientific and forensic capacity to meet appropriate professional standards, including increased use of forensic information and laboratory data for interagency cooperation activities and in strategic operations, policy and decision-making.”

Linkage to UNODC strategic framework, UNDAFs and to Sustainable Development Goals

The project contributes to the following Sustainable Development Goals, Targets and Performance Indicators:

Relevant UN Sustainable Development Goals ¹⁰	Target(s)	Indicator(s) ¹¹
5 - Achieve gender equality and empower all women and girls	5.2	5.2.1 5.2.2
16 - Promote just, peaceful and inclusive societies	16.3	16.3.1 16.3.2

The project contributes to the UN Sustainable Development Goals (SDGs) 16 and 5, focusing on the promotion of peaceful and inclusive societies for sustainable development, provision of access to justice for all, and the realisation of effective, and accountable justice system for all in the State of Palestine (SDG 16), and on achieving gender equality and empowerment for women and girls (SDG 5). The project is also fully aligned with the National Policy Agenda (2017-2022) and relevant sector and cross-sector strategies of the Palestinian Government, including the justice sector strategy, security sector strategy, national cross-sectoral gender strategies, and national juvenile justice strategy.

¹⁰All SDGs and targets can be found here: <http://www.un.org/sustainabledevelopment/sustainable-development-goals/>

¹¹All SDG indicators can be found here: https://unstats.un.org/sdgs/indicators/Global%20Indicator%20Framework_A.RES.71.313%20Annex.pdf

The project contributes to key priorities of the United Nations Development Assistance Framework (UNDAF) for Palestine, which has been renewed in 2018¹². The UN's agreed goal is to "enhance development prospects for the people of Palestine, by advancing Palestinian statehood, transparent and effective institutions, and addressing key drivers of vulnerability." Therefore, the UNDAF for 2018-2022 has been framed around four fundamental strategic priorities which readjust those define for 2014-2017 and is underpinned by the 2030 Agenda premise of "Leave No One Behind." The project contributes to the UNDAF Strategic Priority Area 2, which stands that "All Palestinians, especially those exposed to vulnerabilities, have equal access to accountable, effective, and responsive democratic governance, in line with international human rights standards." Under this Strategic Priority, UNODC has been supporting the Palestinian government in improving governance as a key vector for addressing institutional drivers of vulnerability. This has included a key focus on strengthening equal access to governance and rule of law structures.

II. DISBURSEMENT HISTORY

<u>Time periods throughout the life time of the project</u> (07/2011 – 12/2018) (add the number of rows needed)	Total Approved Budget	Expenditure	Expenditure in %
December 2011 – December 2018	USD 10,181,761	USD 9,821,761	96%

<u>Time period that will be covered by the evaluation</u> (12/2015 – 04/2018)	Total Approved Budget	Expenditure	Expenditure in %
December 2015 – April 2018	USD 2,529,120	USD 9,821,761	100%

III. PURPOSE OF THE EVALUATION

According to UNODC Evaluation Policy, each project must undergo an independent, external and final evaluation. This final Independent Project Evaluation of the project

¹² http://www.ps.undp.org/content/dam/papp/docs/Publications/UNDP-papp-research-undaf_2018-2022.pdf

“Forensic Human Resource and Governance Development Assistance for the Palestinian Authority” follows a mid-term evaluation finalised in June 2016¹³.

The purpose of this final evaluation is three-folded; (1) the extent to which the objective, outputs and outcomes were met will be assessed, (2) the utilization of resources in a wise manner will be evaluated, (3) areas of improvement will be identified in terms of project management but also in terms of needs for further technical assistance.

- (1) This evaluation will assess the implementation of the project activities, the results obtained. It will enable UNODC to provide the donor (GAC) and national counterparts (Ministry of Justice, Ministry of Interior, Palestinian Civil Police) with a report assessing the extent to which the objective, outputs and outcomes were met.
- (2) In addition, this evaluation will ensure accountability to the donor, the national stakeholders and counterparts. It will assess the implementation of the recommendations of the mid-term evaluation in 2016 and whether the resources have been wisely utilized.
- (3) This evaluation will also allow UNODC to identify areas of improvement not only in terms of project management but also in terms of continuation of technical assistance to the national counterpart. It will identify best practices, lessons learnt and needs of further assistance for potential future project with the Palestinian Government.

UNODC is currently starting a new project with GAC on “Eliminating Violence Against Women and Girls in the West Bank and Gaza”, in partnership with three other UN agencies – namely UN Women, UN Habitat and UNFPA. The project duration is four years. It will allow UNODC to strengthen and improve part of the forensic services set up during the project to be evaluated. The evaluation recommendation will be used for improving the new UNODC project in the State of Palestine. Feedbacks to political and operative decision makers will be guaranteed through a clear responsibility for the implementation of the evaluation results.

Furthermore, the following DAC criteria will be assessed during the evaluation: relevance, efficiency, effectiveness, impact and sustainability. In addition, established partnerships and cooperation as well as aspects of human rights and gender mainstreaming will be assessed. The evaluation will specifically assess how gender aspects have been mainstreamed into the project. Furthermore, lessons learned and best practices will be identified and recommendations based on the findings formulated.

IV. SCOPE OF THE EVALUATION

Unit of analysis (full project/programme/ parts of the project/programme; etc.)	Full project PSEX02
Time period of the project/programme covered by the evaluation	December 2011 (in particular from December 2015) –August 2018 (end of field mission)

¹³

http://www.unodc.org/documents/evaluation/Independent_Project_Evaluations/2016/PSEX02_final_evaluation_report_2016.pdf

Geographical coverage of the evaluation	Palestinian Territories, West Bank (mainly Ramallah, Bethlehem, Hebron, Nablus, Jenin)
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V. KEY EVALUATION QUESTIONS

Evaluation Criteria

The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact and sustainability, as well as design, partnerships and cooperation, human rights, gender equality and leaving no one behind as well as lesson learned and best practices. The questions will be further refined by the Evaluation Team at the inception phase.

<p>Design</p> <p>The Design of a project or programme measures the extent to which the logical framework approach was adopted.</p>
<p>1. Was the design of the project accurate and realistic in relation to its set objective or should there be any change for any future similar project?</p>
<p>2. To what extent did the project implement the recommendations from the mid-term evaluation in 2016 and adapt the project design accordingly?</p>
<p>Relevance</p> <p>Relevance is the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor.</p>
<p>3. To what extent were the implemented activities and services set up relevant and suitable to achieve the expected results?¹⁴</p>
<p>4. To what extent were the implemented activities suited to the priorities and policies of the justice system actors, the law enforcement officers, and civil society?</p>
<p>Efficiency</p> <p>Efficiency measures the outputs - qualitative and quantitative - in relation to the inputs.</p>
<p>5. What measures were taken during the implementation of the activities to ensure that the resources were used appropriately and efficiently and converted into outputs in a timely and cost-effective manner? (use of UNODC resources to achieve the various objectives and outcomes)</p>
<p>6. To what extent was the project's governance structure adequate?</p>
<p>Effectiveness</p> <p>Effectiveness is a measure of the extent to which an aid activity attains its objectives.</p>
<p>7. To what extent did the project achieve its planned results and which unachieved results should be targeted in future projects?</p>
<p>8. To what extent did the strategy produce unintended outcomes (positive or negative)?</p>
<p>Impact</p> <p>Impact is the positive and negative changes produced by a development intervention,</p>

¹⁴ The expected results can be divided into three categories: (i) the outputs, (ii) the outcomes, (iii) the intermediate and ultimate outcomes previously defined. (i) the outputs are the results which are achieved immediately after implementing an activity. (ii) the outcomes can be considered as mid-term results. (iii) the intermediate and ultimate outcomes are more long-term results and might be harder to assess at some extent.

directly or indirectly, intended or unintended.
<p>9. To what extent did the project contribute, or is likely to contribute to long-term impact and /or intermediate outcomes?</p> <p>10. To what extent did the project/ contribute to achieving the related Sustainable Development Goals?</p>
<p>Sustainability Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.</p>
<p>11. To what extent are the project results generated through its activities likely to continue in Palestine after the project completion?</p> <p>12. To what extent has UNODC assistance helped to generate confidence and commitment of the justice system actors in the work of forensic service providers, and cooperation among the actors to continue even after completion of the project?</p>
<p>Partnerships and cooperation The evaluation assesses the partnerships and cooperation established during the project/ programme as well as their functioning and value.</p>
<p>13. To what extent were the UNODC partnerships in Palestine efficient and effective with regard to the implementation of the project?</p> <p>14. To which extent did UNODC take advantage and maximized its impact while working with partners and other stakeholders (including other UN agencies and international organizations)?</p>
<p>Human rights, gender equality, and leaving no one behind The evaluation needs to assess the mainstreaming throughout the project/programme of human rights, gender equality, and the dignity of individuals, i.e. vulnerable groups.</p>
<p>Human Rights</p>
<p>15. To what extent were human rights considerations included in the project design and implementation?</p>
<p>Gender Equality</p>
<p>16. To what extent was the project relevant to the needs and priorities as defined by beneficiaries, women and girls who were victims of violence?</p> <p>17. To what extent has the project answered the service needs of vulnerable targeted groups?</p>
<p>Leaving no one behind (optional)</p>
<p>18. To what extent were under-represented and vulnerable groups included in the project design and implementation?</p>
<p>Lessons learned and best practices¹⁵ Lessons learned concern the learning experiences and insights that were gained throughout the project/ programme.</p>
<p>19. Which were the lessons and recommendations that the UNODC Project Team should use and follow up upon for the new project¹⁶ focusing on forensic science and medicine under the lens of sexual and gender-based violence?</p>

¹⁵ Good practices and lessons learned will be elaborated by the evaluation team based on findings and conclusions drawn based on the analysis of the information gathered throughout the evaluation process.

¹⁶ This new project, entitled “Eliminating Violence Against Women and Girls in the West Bank and Gaza”, is funded by GAC and will be implemented in partnership with UN Women, UNFPA and UN Habitat.

VI. EVALUATION METHODOLOGY

The methods used to collect and analyse data

This evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and the availability of stakeholders and direct beneficiaries. In all cases, the evaluation team is expected to analyse all relevant information sources, such as reports, programme documents, thematic programmes, internal review reports, programme files, evaluation reports (if available), financial reports and any other documents that may provide further evidence for triangulation, on which their conclusions will be based. The evaluation team is also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. Interviews should be made not only with senior management but also, and especially, other stakeholders such as public prosecutors, judges, lawyers, forensic scientists and forensic doctors and nurses) and direct beneficiaries (e.g.: victims of sexual and gender-based violence). The geographical frame will be wide, focusing on different districts such as Nablus, Jenin, Hebron, Ramallah, Jericho. While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified as the key stakeholders of the project/ programme, the Core Learning Partners (CLP).

The present ToR provide basic information as regards to the methodology, which should not be understood as exhaustive. It is rather meant to guide the evaluation team in elaborating an effective, efficient, and appropriate evaluation methodology that should be proposed, explained and justified in the Inception Report.

In addition, the evaluation team will be asked to present a summarized methodology (including an evaluation matrix) in the Inception Report outlining the evaluation criteria, indicators, sources of information and methods of data collection. This will include a detailed and concrete sampling strategy for all proposed samples (site visits, key informants, etc). The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNODC Evaluation Policy, Norms and Standards.

While the evaluation team shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory due to its appropriateness to ensure a gender-sensitive, inclusive methodology. 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 need to be gender-sensitive as well as inclusive.

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

The limitations to the evaluation need to be identified and discussed by the evaluation team in the Inception Report, e.g. data constraints (such as missing baseline and

monitoring data). Potential limitations as well as the chosen mitigating measures should be discussed.

When designing the evaluation data collection tools and instruments, the evaluation team needs to consider the analysis of certain relevant or innovative topics in the form of short case studies, analyses, etc. that would benefit the evaluation results.

The main elements of the evaluation process are the following:

- Preliminary desk review of all relevant project documentation, (Annex II of the evaluation ToR), as provided by the Project Manager and as further requested by the evaluation team, as well as relevant external documents (e.g. UNDAFs; SDGs; UN and global/regional strategies; etc.);
- Preparation and submission of an Inception Report (containing preliminary findings of the desk review, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, and timetable) to IEU for review and clearance before any field mission may take place;
- Initial meetings and interviews with the Project Manager and other UNODC staff as well as stakeholders during the field mission;
- Interviews (face-to-face and by telephone/skype), with key project stakeholders and beneficiaries, both individually and (as appropriate) in small groups/focus groups, as well as using surveys, questionnaires or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation;
- Analysis of all available information;
- Preparation of the draft evaluation report (based on Guidelines for Evaluation Report and Template Report to be found on the IEU website <http://www.unodc.org/unodc/en/evaluation/index.html>). The lead evaluator submits the draft report to the Project Manager for the review of factual errors (copying IEU) and the Project Manager shares with IEU for review, comments and clearance. Subsequently the Project Manager shares the final draft report with all CLPs for comments.
- Preparation of the final evaluation report and an Evaluation Brief (2-pager). The evaluation team incorporates the necessary and requested changes and finalizes the evaluation report in accordance with the feedback received from IEU, the Project Manager and CLPs. It further includes a PowerPoint presentation on final evaluation findings and recommendations;
- Presentation of final evaluation report and Evaluation Brief (2-pager) with its findings and recommendations to the target audience, stakeholders etc. (in person or if necessary through Skype).
- In conducting the evaluation, the UNODC and the UNEG Evaluation Norms and Standards are to be taken into account. All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IEU website: <http://www.unodc.org/unodc/en/evaluation/index.html>.

The sources of data

The evaluation will utilize a mixture of primary and secondary sources of data. The primary sources include, among others, interviews with key stakeholders (face-to-face or by telephone), the use of surveys and questionnaires, field missions for case studies, focus group interviews, observation and other participatory techniques. Secondary data sources will include project documents and their revisions, progress and monitoring reports, external reports and strategies (e.g. UNDAFs; SDGs; country/regional/global

strategies; etc.) and all other relevant documents, including visual information (e.g. eLearning, pictures, videos, etc.).

Desk Review

The evaluation team will perform a desk review of all existing documentation (please see the preliminary list of documents to be consulted in Annex II of the evaluation ToR). This list is however not to be regarded as exhaustive as additional documentation may be requested by the evaluation team. The evaluation team needs to ensure that sufficient external documentation is used for the desk review.

Phone interviews / face-to-face consultations

The evaluation team will conduct phone interviews / face-to-face consultations with, but not limited to the identified individuals from the following groups of stakeholders:

- Member States (including recipients and donors);
- relevant international and regional organizations;
- Non-governmental organizations working with UNODC;
- UNODC management and staff at HQ and in the field;
- Criminal justice actors (e.g.: judges, public prosecutors, lawyers);
- Palestinian Civil Police officers (e.g.: criminal investigation department, anti-narcotics department);
- Forensic scientists;
- Forensic doctors and forensic nurses;
- Relevant medical staff from public hospitals (e.g.: gynaecological and obstetric unit).
- Specialists/consultants involved in the project

Questionnaire

A questionnaire (on-line) is to be developed and used in order to help collect the views of additional stakeholders (e.g. trainees, counterparts, partners, etc.), if deemed appropriate.

VII. TIMEFRAME AND DELIVERABLES

Duties	Time frame	Location	Deliverables
Desk review and drafting of Inception Report	15/06/2018– 02/07/2018 (12 working days for lead evaluator and 10 for team members)	Home base	Draft Inception report in line with UNODC evaluation norms and standards ¹⁷
Review of draft Inception Report by IEU	03/07/2018 – 10/07/2018 (1 week for IEU review)		Comments on the draft Inception Report to the evaluation team

¹⁷ https://www.unodc.org/unodc/en/evaluation/normative-tools.html#Inception_Report

Incorporation of comments from IEU (can entail various rounds of comments from IEU)	11/07/2018 – 24/07/2018 (3 w/d for lead evaluator and 2 for team members) (1 week for IEU review)	Home base	Revised draft Inception Report
Deliverable A: Final Inception Report in line with UNODC evaluation norms, standards, guidelines and templates	By 24/07/2018 (overall 15 w/d for lead evaluator and 12 for team members)		Final Inception report to be cleared by IEU at least one week before the field mission can get started
Evaluation mission: briefing, interviews with staff at UNODC HQ/FO (including by phone/skype); observation; focus groups; presentation of preliminary observations (if applicable)	30/07/2018 – 09/08/2018 (9 w/d for lead evaluator and 9 w/d for team members)	UNODC Country Office; Palestinian Territories, West Bank (mainly Ramallah, Bethlehem, Hebron, Nablus, Jenin)	Interviews and data collection
Drafting of the evaluation report; submission to Project Management and IEU;	10/08/2018 – 30/08/2018 (15 w/d for lead evaluator and 13 for team members)	Home base	Draft evaluation report
Review of IEU for quality assurance and Project Management for factual errors	31/08/2018 – 14/09/2018 (2 weeks for review)		Comments on the draft evaluation report to the evaluation team
Consideration of comments from the project manager and incorporation of comments from IEU (can entail various rounds of comments	17/09/2018 – 02/10/2018 (6 w/d for lead evaluator and 4 for team members + 1 week for IEU	Home base	Revised draft evaluation report

from IEU)	review)		
Deliverable B: Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates	By 02/10/2018 (overall 30 w/d for lead evaluator and 26 for team members) 9-13 weeks		Draft evaluation report, to be cleared by IEU
IEU to share draft evaluation report with Core Learning Partners for comments	03/10/2018 – 17/10/2018 (2 weeks)		Comments of CLPs on the draft report
Consideration of comments from Core Learning Partners and preparation of draft Evaluation Brief	18/10/2018 – 22/10/2018 (3 w/d for lead evaluator and 1 for team members)	Home base	Revised draft evaluation report
Final review by IEU; incorporation of comments and finalization of report and Evaluation Brief (can entail various rounds of comments from IEU)	23/10/2018 – 02/11/2018 (3 w/d for lead evaluator and 2 for team members + 1 week for IEU review)	Home base	Revised draft evaluation report; draft Evaluation Brief
Presentation of evaluation results (to be reviewed and cleared by IEU)	Tentative: 03/11/2018 (1 w/d for lead evaluator)		Presentation of evaluation results
Deliverable C: Final evaluation report; presentation of evaluation results; Evaluation Brief (2-pager)	By 02/11/2018 (7 overall w/d for lead evaluator and 3 for team members)		Final evaluation report; Evaluation Brief and presentation of evaluation results, both to be cleared by IEU
Project Management: Finalise Evaluation Follow-up Plan in ProFi	By 09/11/2018		Final Evaluation Follow-up Plan to be cleared by IEU

Project Management: Disseminate final evaluation report	By 09/11/2018		Final evaluation report disseminated to internal and external stakeholders
IEU: facilitate the external Evaluation Quality Assessment of the Final Report	January 2019		

The UNODC Independent Evaluation Unit may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation-process.

VIII. EVALUATION TEAM COMPOSITION

The evaluation team will report exclusively to the Chief or Deputy Chief of the UNODC Independent Evaluation Unit.

Role	Number of consultants/evaluators ¹⁸ (national/international)	Specific expertise required ¹⁹
Lead evaluator	1 International consultant	Evaluation methodology; evaluation in the UN system
Team member	1 International consultant/forensic expert	Expertise in criminal justice / forensic science and medicine
Team member	1 National consultant/gender expert	Expertise in human rights and/or violence against women

The evaluators will not act as representatives of any party and must remain independent and impartial. The qualifications and responsibilities for each evaluator are specified in the respective job descriptions attached to these Terms of Reference (Annex 1). The evaluation team will report exclusively to the chief or deputy chief of the UNODC Independent Evaluation Unit, who are the exclusive clearing entity for all evaluation deliverables and products.

Absence of Conflict of Interest

¹⁸ Please note that an evaluation team needs to consist of at least 2 independent evaluators – at least one team leader and one team member.

¹⁹ Please add the specific technical expertise needed (e.g. expertise in anti-corruption; counter terrorism; etc.) – please note that at least one evaluation team member needs to have expertise in human rights and gender equality.

According to UNODC rules, the evaluators 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.

Furthermore, the evaluators shall respect and follow the UNEG Ethical Guidelines for conducting evaluations in a sensitive and ethical manner.

IX. MANAGEMENT OF THE EVALUATION PROCESS

Roles and responsibilities of the Project Manager

The Project Manager is responsible for:

- managing the evaluation process, with the assistance of the Reporting and Project Development Officer,
- drafting and finalizing the ToR, with the assistance of the Reporting and Project Development Officer,
- selecting Core Learning Partners (representing a balance of men, women and other marginalised groups) and informing them of their role,
- recruiting the evaluation team following clearance by IEU, ensuring issued contracts ahead of the start of the evaluation process in line with the cleared ToR. In case of any delay, IEU and the evaluation team are to be immediately notified,
- providing desk review materials (including data and information on men, women and other marginalised groups) to the evaluation team including the full TOR,
- liaising with the Core Learning Partners,
- reviewing the draft report for factual errors only, with the assistant of the Reporting and Project Development Officer,
- developing a follow-up plan for the usage of the evaluation results and recording of the implementation of the evaluation recommendations (to be updated once per year), with the assistant of the Reporting and Project Development Officer,
- disseminate the final evaluation report and communicate evaluation results to relevant stakeholders as well as facilitate the presentation of evaluation results;
- ensure that all payments related to the evaluation are fulfilled within 5 working days after IEU's request - non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IEU.

The Project Manager, with the assistance of the Reporting and Project Development Officer, will be in charge of providing logistical support to the evaluation team including arranging the field missions of the evaluation team, including but not limited to:

- All logistical arrangements for the travel (including travel details; DSA-payments; transportation; etc.)
- All logistical arrangement for the meetings/interviews/focus groups/etc., ensuring interview partners adequately represent men, women and other marginalised groups (including independent translator/interpreter if needed); set-up of interview schedules; arrangement of ad-hoc meetings as requested by the evaluation team; transportation from/to the interview venues; scheduling sufficient time for the interviews (around 45 minutes); ensuring that members of the evaluation team and the respective interviewees are present during the interviews; etc.)

- All logistical arrangements for the presentation of the evaluation results;
- Ensure timely payment of all fees/DSA/etc. (payments for the evaluation team must be released within 5 working days after the respective deliverable is cleared by IEU).

Roles and responsibilities of the evaluation stakeholders

Members of the Core Learning Partnership (CLP) are identified by the project managers. The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs. As some of the CLPs do not read/write English, parts of the ToR as well as draft evaluation report will be translated to be shared and reviewed by the CLPs.

Roles and responsibilities of the Independent Evaluation Unit

The Independent Evaluation Unit (IEU) provides mandatory normative tools, guidelines and templates to be used in the evaluation process. Please find the respective tools on the IEU web site <http://www.unodc.org/unodc/en/evaluation/evaluation.html>. Furthermore, IEU provides guidance, quality assurance and evaluation expertise, as well as interacts with the project manager and the evaluation team throughout the evaluation process. IEU may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation-process.

IEU reviews, comments on and clears all steps and deliverables during the evaluation process: Terms of Reference; Selection of the evaluation team, Inception Report; Draft Evaluation Report; Final Evaluation Report and an Evaluation Brief; Evaluation Follow-up Plan. IEU further publishes the final evaluation report and the Evaluation Brief on the UNODC website, as well as sends the final evaluation report to an external evaluation quality assurance provider. Moreover, IEU may decide, in consultation with Project Management, to upgrade any Independent Project Evaluation to an In-Depth Evaluation considering e.g. an unforeseen higher involvement of IEU staff in the evaluation process.

X. PAYMENT MODALITIES

The evaluation team will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. The contracts are legally binding documents in which the evaluation team agrees to complete the deliverables by the set deadlines. Payment is correlated to deliverables and three instalments are typically foreseen:

1. The first payment upon clearance of the Inception Report (in line with UNODC evaluation norms, standards, guidelines and templates) by IEU;
2. The second payment upon clearance of the Draft Evaluation Report (in line with UNODC norms, standards, evaluation guidelines and templates) by IEU;
3. The third and final payment (i.e. the remainder of the fee) only after completion of the respective tasks, receipt of the final report, Evaluation Brief (in line with UNODC evaluation norms, standards, guidelines and templates) and clearance by IEU, as well as presentation of final evaluation findings and recommendations.

75 percent of the daily subsistence allowance and terminals is paid in advance before travelling. The balance is paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms.

IEU is the sole entity to request payments to be released in relation to evaluation. Project/Programme Management must fulfil any such request within 5 working days to ensure the independence of this evaluation-process. Non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IEU

ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

General

This Annex consists of a number of data collection tools, each designed for a different target audience. These are as follows:

- General interview guide.
- Generic focus group guide.
- On-site direct observation guide: large group meeting (workshop).
- Focus group guide: Forensic medicine specialists and forensic nurses.
- Individual interviewing protocol: Forensic medicine specialists and forensic nurses.
- Minimum standards checklist: GBV service offering clinics.
- Interview guide for forensic site visits (partners).
- Interview guide for NFSL personnel.

General Interview Guide

Introduction:

In line with UNODC Evaluation Policy and Norms and Standards, the external independent evaluation team (introduce each evaluator) has been hired to conduct a final evaluation of PSEX02 Forensic Human Resource and Governance Development Assistance to the Palestinian Authority which commenced in 2011 and is due to finish in De 2018.

As part of the evaluation process, your feedback is very important. Feedback, whether positive or negative, will help shape any future UNODC initiatives. Your responses will be kept confidential. You do not have to answer a question if you do not wish to do so; we can stop the interview when you wish. Only summaries and non-attributable assessments will be presented in the evaluation report.

Thank you in advance for contributing to this evaluation.

Background

- Ascertain the background knowledge of the interviewee. “Please state your name, your position and what you know of the project.”

Relevance

- Are you able to explain the relevance of the project to your organisation?
- Did the project provide assistance in response to real identified needs and priorities? If so what are they?
- Is the project relevant to implementing the UN Sustainable Development Goals?
- What is the future of international support to the PA, and what assistance could or should UNODC provide in the future?

Efficiency

- In your opinion was the project implemented in an efficient and cost-effective manner?
- Was there anything else that could have been done to improve its efficiency? Are you able to give an example?
- How were PSC meetings conducted? How did your observations and feedback alter delivery?

Effectiveness

- Are the forensic services (PCP, MoH and MoJ) better placed to provide support to the PA since 2011. Did UNODC’s support help? If so how, in your opinion how did it help?
- What did the project deliver? Can you give an example?

- Have there been any positive or negative unintended results?

- **Outcome 1:** Increased technical skills of forensic science professionals, including women, in providing forensic services in areas such as drug analysis, firearms and tool mark identification and document examination;
- **Outcome 2:** Improved ability of forensic medical professionals, including women, to conduct death investigations and provide gender-sensitive services to victims of abuse, particularly women and children;
- **Outcome 3:** Improved institutional capacity to manage and deliver integrated forensic medicine and forensic science services based on international best practices;
- **Outcome 4:** Enhanced understanding among police, legal and judicial authorities, decision makers and civil society of the role and importance of forensic services, including for sexual and gender-based violence (SGBV) and family violence cases;
- **Outcome 5:** Increased harmonisation concerning legal frameworks, approaches, policies, and coordination, including SGBV and family violence cases: Between police, legal and justice sector stakeholders including civil society organizations, among donors and multilateral organization

Impact

- Has the anticipated long-term impact of this project been achieved?
- Did the project contribute to the provision of an improved criminal justice system for men, women and children by providing reliable and credible forensic evidence and improving the capacity of the Palestinian National Authority to manage forensic services compared to 2011.

Sustainability

- Can you explain what measures are in place to ensure future maintenance and repair of the equipment provided by the project?
- To what extent are project interventions sustainable in the long term? If not, what is needed to ensure their continued resilience and viability in the future?

Partnerships and cooperation

- As a stakeholder how were you kept informed by the project? Was this sufficient?
- Did the project develop any partnerships at the bilateral and multilateral level?
- How were relevant partners and stakeholders identified?

- In your opinion did the project strengthen the PA's ability to cooperate with other agencies?
Do you have any examples?

Human rights and gender

- In your opinion how has the intervention advanced key factors that need to be in place for the long-term realisation of human rights?
- How did the project design speak to the needs of women both as right-holders and duty-bearers?
- In your opinion what vulnerable groups in/directly benefit from the Project and how did it reach them during the implementation?

Lessons learned and best practices

- In your opinion what are the lessons can be learnt for future projects?
- Was e-learning suitably used?

AOB

- Do you have any additional comments or suggestions?

THANK YOU!

Generic Focus Group Guide

Introduction: In line with UNODC Evaluation Policy and Norms and Standard the external independent evaluation team (introduce each evaluator) has been hired to conduct a final evaluation of PSEX02 Forensic Human Resource and Governance Development Assistance to the Palestinian Authority which commenced in 2011 and is due to finish in De 2018.

As part of the evaluation process, your feedback is very important. Feedback, whether positive or negative, will help shape any future UNODC initiatives. Your responses will be kept confidential. You do not have to answer a question if you do not wish to do so; we can stop the interview when you wish. Only summaries and/or non-attributable quotes will be presented in the evaluation report.

Thank you in advance for contributing to this evaluation.

Background: Ascertain the background knowledge of the interviewee. “Please state your name, your position and what you know of the project and what support you have received; training or equipment.”

- How relevant are the project’s activities to your job/role in your organisation/s?
- How well was the training delivered?
- How well was the equipment delivered?
- Has the performance of your organisation increased during the last couple of years, if so by how much?
- Can you describe an event which indicates how the training and or equipment you received increased your abilities to provide an improved criminal justice system for men, women and children by providing reliable and credible forensic evidence and improving the capacity of the Palestinian National Authority to manage forensic services? - Possible Case Study
- How is maintenance and repair of the equipment conducted?
- What follow up training might you or your associates need to ensure there is no skill fade? Is there a plan in place for this training?
- How does your organisation coordinate its activities with other internal and external law-enforcement agencies? Did UNODC assist?
- What human rights considerations did the project discuss or introduce as part of your training?
- What gender issues were included in your training?

AOB

Do you have any additional comments?

THANK YOU!

On-Site Direct Observation Guide: Small group meetings (Workshop)

This guide follows the field notes as a structured way to record observations during a group discussion.

Introduction: In line with UNODC Evaluation Policy, Norms and Standards the external independent evaluation team (introduce each evaluator) has been hired to conduct a final evaluation of PSEX02 Forensic Human Resource and Governance Development Assistance to the Palestinian Authority which commenced in 2011 and is due to finish in De 2018.

As part of the evaluation process, your feedback is very important. Feedback, whether positive or negative, will help shape any future UNODC initiatives. Your responses will be kept confidential. You do not have to answer a question if you do not wish to do so; we can stop the interview when you wish. Only summaries and/or non-attributable quotes will be presented in the evaluation report.

Thank you in advance for contributing to this evaluation.

Conduct: Each organisation or individual has approximately 10 mins to present on the following:

- What is your organisation and what support did it receive from UNODC/the project – in outline terms:
- What, from your organisation’s perspective were the strengths of the project. What did the project improve?
- What, from your organisation’s perspective were the weaknesses of the project. What could have been or should have been improved or altered?
- What are the issues going forward and what are the risks to success?
- What are the opportunities for your organisation and does UNODC have a role to play?

An outline of project component to observe includes the following:

Area	Points to note
Characteristics of participants/site users (Individually and as a group)	Gender, age, profession, appearance, dress Attitudes toward others, subject or self Skills /knowledge levels Statements about commitments, values and changes to be made
Interactions include	Level of participation, interest Power relations, dynamics, decision making General climate for learning, problem solving Levels of support, cooperation. Extent and means of gender sensitive reflecting interactions Expression/manifestation of project ownership
Nonverbal behavior	Facial expressions, gestures and posture Group leadership skills Awareness of group climate Flexibility, adaptability Use of Aids
Physical surroundings	The room, space, comfort, and suitability

	Seating arrangements Available Project material/s (brochures, newsletters etc)
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Discussion

Guided by chair person

AOB

Do you have any additional comments?

THANK YOU!

Focus Group Guide: Forensic medicine specialists and forensic nurses

Introduction: In line with UNODC Evaluation Policy, Norms and Standards the external independent evaluation team (introduce each evaluator) has been hired to conduct a final evaluation of PSEX02 Forensic Human Resource and Governance Development Assistance to the Palestinian Authority which commenced in 2011 and is due to finish in De 2018.

As part of the evaluation process, your feedback is very important. Feedback, whether positive or negative, will help shape any future UNODC initiatives. Your responses will be kept confidential. You do not have to answer a question if you do not wish to do so; we can stop the interview when you wish. Only summaries and/or non-attributable quotes will be presented in the evaluation report.

Thank you in advance for contributing to this evaluation.

Ensure that you explain why this focus group is being done and what will happen with what “you tell us”.

Section 1 – Participant Experience	<p>1.1 What was the project activity/ies you were engaged in? And why did you take part in it?</p> <p>1.2 How did you get involved?</p> <p>1.3 Have you ever been involved in something like this before?</p> <p>1.4 To what extent you detected that gender was integrated in the project design and implementation and in what way/s?</p> <p>1.5 What were the best things about taking part? And how was it useful to your job?</p> <p>1.6 Was there anything that would have made it better?</p>
Section 2 - Effectiveness	<p>2.1 What was the most mobilizing engagement for you personally and why?</p> <p>2.2 What was the most mobilizing engagement for your organization and sector (eg justice, health etc) and why?</p> <p>2.3 Have forensic health personnel (medicine and nurses) been trained to provide gender-sensitive examinations of victims of SGBV and to what extent did the curricula and SOPs involved address socio-cultural issues, women’s rights, and confidentiality issues?</p> <p>2.4 To what extent were communities, including women and girls, men and boys were engaged as active partners to end GBV and to promote survivors’ access to services for improved project outcomes?</p> <p>2.5 Do you know if the project was being environmentally cognizant of and attentive to pertinent health and safety issues? How?</p>
Section 3- Impact	<p>3.1 What impact did this/your participation have on you personally, what did you get out of taking part? Did it help you; better access GBV relevant resources, made you more assertive and confident in supporting GBV victims, feel better about yourself in doing a better job with GBV survivors?</p> <p>3.2 What is the impact of the training and awareness-raising workshops on SGBV?</p> <p>3.3 What effective linkages with the police, social welfare and protection services and women’s organizations been developed for stronger impact?</p> <p>3.3 Was the inclusion of female police officers and other justice actors who are specially trained to respond to GBV being visibly and tangibly supported?</p>

	Was the project able to create champions for the project across the stakeholder community to maintain stakeholder engagement, promote ownership and strengthen impact? 3.4 What priorities do you have for yourselves and the community should the project continue? Why?
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AOB

Do you have any additional comments?

THANK YOU

Individual Interviewing Protocol: Forensic medicine specialists and forensic nurses

Introduction: In line with UNODC Evaluation Policy, Norms and Standards the external independent evaluation team (introduce each evaluator) has been hired to conduct a final evaluation of PSEX02 Forensic Human Resource and Governance Development Assistance to the Palestinian Authority which commenced in 2011 and is due to finish in De 2018.

As part of the evaluation process, your feedback is very important. Feedback, whether positive or negative, will help shape any future UNODC initiatives. Your responses will be kept confidential. You do not have to answer a question if you do not wish to do so; we can stop the interview when you wish. Only summaries and/or non-attributable quotes will be presented in the evaluation report.

Thank you in advance for contributing to this evaluation.

Theme 1: Nature of Relation/Project	<p>1.1 Please could tell us about the nature of your relation with UNODC (staff, and implementation partner etc.)?</p> <p>1.2 What is the exact area/project of cooperation?</p>
Theme 2: Appropriateness/Relevance	<p>2.1 What are the needs that the project meets? What are the discrepancies/gaps that it addresses within the Palestinian context (economic, social, cultural, political, etc.)?</p> <p>2.2 How does it fit within the Palestinian objectives as stipulated in pertinent State Plans and strategies such as the National Development Plan, Palestinian Justice Sector Strategy, Gender Cross-Sectoral Plan and the National Strategy for Combating GBV?</p> <p>2.3 How does the project serve the objective of achieving gender equality and women empowerment in Palestine?</p> <p>2.4 What specific categories of women (men) does the project target? Why?</p> <p>2.5 What does gender integration in GBV services imply to you in practical terms?</p> <p>2.6 How does it help in mainstreaming gender in your work/development goals?</p> <p>2.7 To what extent do you see the project have used a human rights based approach in implementation?</p>
Theme 3: Efficiency of the project	<p>3.1 What can you say about the procedures/process through which the needs were identified by the project?</p> <p>3.2 Was the process participatory and inclusive? What were the roles of; UNODC your institution, and the target groups?</p> <p>3.3 Were the procedures appropriate? How did they help/impede your ability to serve the objectives?</p> <p>3.4 Were there sufficient mechanisms to gauge the outcomes and impacts in the area of Forensic work with regards to GBV? Elaborate please?</p> <p>3.5 What were the main indicators that were used to measure impact?</p> <p>3.6 Were the allocated funds sufficient? Where they apparently placed and used in your view, elaborate please?</p>

Theme 4: Effectiveness of the project	<p>4.1 Benefitting from the project, to what extent did you meet your objectives concerning gender integration in addressing GBV?</p> <p>4.2 To what extent did the project reach the planned results and how sustainable results are? What was not achieved at all, or in full and why?</p> <p>4.3 To what extent capacities of duty-bearers and right –holders have been strengthened and how?</p> <p>4.4 To what extent capacities of target groups have been enhanced and how?</p> <p>4.5 What were the outcomes?</p> <p>4.6 What were the challenges in implementing the project?</p> <p>4.7 Were they cultural, political, institutional, legal challenges? In what way/s?</p> <p>4.8 What were the project’s key achievements?</p> <p>4.9 What good practices and lessons learned that can be replicated or taken into consideration in future programming by UNODC?</p> <p>4.10 What documented changes have occurred on individual, community/ local and national levels that can be attributed to the project, and do they illustrate a positive, negative or neutral shift in addressing needs of women who survived GBV in light of the gained knowledge and expertise in the area of forensic medicine and services?</p> <p>4.11 Could outputs and outcomes have been achieved in a way that brings greater value compared to what has been actually done? If yes, how is that so?</p>
Theme 5: Impact & sustainability	<p>5.1 Did the project contribute to national goals concerning GBV and women empowerment?</p> <p>5.2 How did the project synchronize with other/relevant work in this area?</p> <p>5.3 Is the situation of GBV now better than before the project? How?</p> <p>5.4 What would you say is the main achievement of the project?</p> <p>5.5 Did the project help establish sustainable mechanism to provide services, tools that empower women and achieve gender equality with respect to GBV benefitting from FM and FS?</p> <p>5.6 Are you now more self-reliant (as an organization) than before the project in the area of GBV care and management including FM and FS?</p>
Theme 6: Future prospects	<p>6.1 What are the future needs/priorities concerning protecting and responding to the needs of GBV survivors in light of the available forensic services? How will it foster the alignment with the Palestinian government objectives?</p> <p>6.2 Are there regional differences with regards to GBV services including the forensics? In what way?</p> <p>6.3 What groups/categories were not but must be addressed/ included in the project and why?</p>

	<p>6.4 How should under-represented men (perpetrators for example) be involved and in what capacities?</p> <p>6.5 What is your overall assessment of the project in connection with GBV?</p> <p>6.6 How do you compare your work with that of other donors? How would you position UNODC's work in relation to other donors?</p> <p>6.7 Does the work of UNODC complement your work? The work of other partners and donors?</p> <p>6.8 What are your programmatic and management related recommendations for UNODC future interventions?</p>
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Do you have any additional comments?

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*Minimum Standards Checklist: GBV Service Offering Clinics*Clinic Assessed:Date of Assessment:Contact Person and Information at Site:

Minimum Standard/Task	Met	Working Toward (Indicate Planned Date)	Not Met	Comment
ALL WOMEN Staff				
All activity facilitators are female (i.e. information/education sessions)				
Two or more staff present in the clinic				
Staff trained on GBV Guiding Principles, woman/survivor centered support (i.e. Staff can name the Guiding Principles: Safety, Confidentiality, Respect/Dignity, Non-discrimination)				
Staff should be able to describe the clinic as a space for women and girls (not a GBV center or survivor center)				
No visible signs with GBV on the clinic				
Clinic is clean, welcoming, and maintains privacy from the public				
Group activities, materials, and supplies are sufficiently available				
Women and girls consulted on activities in the clinic				
Staff know safe referral links: know the exact name and number of the health professional who can provide CMR				
Staff know safe referral links: know the exact name and number of the health professional who can provide GBV case management				
Is there a place for more than 10 women to sit (i.e. mats or chairs)				
Confidential room is available				
Informed consent for referrals is known by staff				

Does the clinic have separate sessions for women and adolescent girls? (i.e. Depending on time of day, observe if activity is happening separately for women and adolescent girls)				
No men present in the clinic – this includes donors and visitors				
Men are not congregating or loitering outside the clinic				

End

Thank participants

Interview Guide for Site Visits - Partners (GAC, MoI, MoJ, MoH, PCP and Universities):

Introduction: In line with UNODC Evaluation Policy, Norms and Standards the external independent evaluation team (introduce each evaluator) has been hired to conduct a final evaluation of PSEX02 Forensic Human Resource and Governance Development Assistance to the Palestinian Authority which commenced in 2011 and is due to finish in De 2018.

As part of the evaluation process, your feedback is very important. Feedback, whether positive or negative, will help shape any future UNODC initiatives. Your responses will be kept confidential. You do not have to answer a question if you do not wish to do so; we can stop the interview when you wish. Only summaries and/or non-attributable quotes will be presented in the evaluation report.

Thank you in advance for contributing to this evaluation.

1. What is your role in connection with the project?
2. To what extent does the project actually meet the needs identified in the project document and revisions?
3. What type of cooperation and interaction have you experienced between your ministry/organization and PSEX02 or UNODC since 2012 or 2015?
4. Which lessons learned could be drawn from this experience?
5. What has been the impact of PSEX02 at the level of intergovernmental bodies?
6. What do you consider to be the main results of PSEX02? What are your contributions to these results?
7. How can these results be measured? (What is the evidence?)
8. What do you consider are/have been the main obstacles to achieving the project aims? How could those obstacles be overcome?
9. In your view, what are PSEX02's strengths and weaknesses and what made PSEX02's assistance unique?
10. How could PSEX02 have improved its activities?
11. Do you see any long-term impact of PSEX02? Please describe.
12. Has technical assistance been provided according to your needs?
13. How and to what extent does PSEX02 and its various activities such as training courses incorporate human rights and gender dimensions?
14. How do you/ your organization ensure that capacity building efforts adhere to human and gender rights standards envisaged under the UN/ UNODC position papers?

15. Do you know of other providers of the type of assistance PSEX02 provided?
16. Has PSEX02 contributed to making your country's capacity building more effective? Why or why not?
17. Has PSEX02 contributed to improved harmonisation amongst national organizations and beneficiaries? How?
18. In your opinion, has PSEX02 effectively contributed to improved forensic support and awareness in your area(s) of interest?
19. Which factors other than PSEX02 have contributed to an improved capacity of law & order regimes in your area of interest?
20. Overall, are you satisfied with the assistance provided by PSEX02?
21. What steps have you undertaken to ensure long-term sustainability of the capacity built under this programme?
22. What do you see as the way forward from here?
23. Hypothetically speaking, if UNODC support were to be withdrawn, what effect(s) would you foresee on capacity building in your jurisdiction? What could/ would you do to negate these effects?

AOB

Do you have any additional comments?

THANK YOU

Interview Guide for NFSL personnel

Introduction: In line with UNODC Evaluation Policy, Norms and Standards the external independent evaluation team (introduce each evaluator) has been hired to conduct a final evaluation of PSEX02 Forensic Human Resource and Governance Development Assistance to the Palestinian Authority which commenced in 2011 and is due to finish in De 2018.

As part of the evaluation process, your feedback is very important. Feedback, whether positive or negative, will help shape any future UNODC initiatives. Your responses will be kept confidential. You do not have to answer a question if you do not wish to do so; we can stop the interview when you wish. Only summaries and/or non-attributable quotes will be presented in the evaluation report. Thank you in advance for contributing to this evaluation.

Theme	Sub question
1. UNODC Advisory Services	1.1 Have you approached UNODC directly or indirectly via the UNODC Field Office for advice on any laboratory-related matters? 1.2 What information did you request? 1.3 Did you receive the requested advice? If not, what was the problem? 1.4 Are there other areas on which you might need advice in future? 1.5 Will you continue to liaise with UNODC? If not, why not?
2. Training	2.1 Have you requested or received any training courses from UNODC? 2.2 How many staff have been trained? 2.3 Which courses? Were these all face-to-face or were any CBT or e-Learning? 2.4 Where were the training courses held? 2.5 What is your opinion and the trainees' opinion about the courses? 2.6 Did the training have a positive effect on the work of the trainee and the laboratory as a whole? 2.7 What benefits were obtained? e.g. new methods, new skills, improvement in confidence and competence, a higher work output etc. 2.8 Are the trainees still with you? If not, when did they leave and where did they go? 2.9 Were there any problems with the training courses? 2.10 Are there more staff needing to be trained? 2.11 Are there any other training needs, which UNODC might supply
3. Provision of Equipment, Standards and Other Materials	3.1 Did your laboratory receive a package of equipment and other materials such as books, standards etc.? 3.2 What did you receive? Was it delivered on time? 3.3 Is the equipment in use? If not, why not? 3.4 Was the equipment supplied the best choice in your opinion? If not, why not? 3.5 Manufacturer, reliability, servicing, availability of local agent for the manufacturer 3.6 What is the equipment used for? How many cases do you carry out per week/month/year? Are there any problems with the equipment? 3.7 Will you be able to continue to use/maintain the equipment in future?

	<p>3.8 Does your Government provide adequate resources?</p> <p>3.9 What other equipment do you need/will you need in future?</p> <p>3.10 Will you be able to get it from your own budget or will further assistance be needed from UNODC or other sources?</p>
4. Standards:	<p>4.1 Do you have adequate supplies of drug standards?</p> <p>4.2 Where do you get the standards from?</p> <p>4.3 What range of drug substances/precursors do you test for?</p> <p>4.4 What drugs are turning up?</p> <p>4.5 Do you carry out any quantitative analyses?</p> <p>4.6 Do you use secondary (in-house) standards?</p>
5. Test kits:	<p>5.1 Do you use the UNODC test kits or any other kits from other suppliers?</p> <p>5.2 What's your opinion of the UNODC kits?</p>
6. Literature: Manuals, Books etc:	<p>6.1 Do you use the UN Recommended Methods? If not why not?</p> <p>6.2 Do you find them clear and easy to use (user friendly)?</p> <p>6.3 If not, why not?</p> <p>6.4 Can you suggest any improvements?</p> <p>6.5 Does your laboratory generally have good access to scientific books and literature?</p>
7. Computers and Computer Networks:	<p>7.1 Does your laboratory have sufficient computers?</p> <p>7.2 Does the laboratory have reliable power supply, access to spares etc?</p> <p>7.3 Does your telephone/IT system support an internet or network connection?</p> <p>7.4 Do you have access to the Ministry or Police Networks, if any, in Palestine and others in the area?</p> <p>7.5 Do you have access to UNODC databases, e-training etc?</p>
8. Impact of UNODC assistance on the work of the Laboratory:	<p>8.1 Has the work output increased because of assistance given by UNODC?</p> <p>8.2 Do you go to court? Do you find it advantageous to your court work to be a UNODC collaborating laboratory?</p>
9. Quality Management System:	<p>9.1 What is the current status of your laboratory QMS?</p> <p>9.2 What remains to be done to achieve accreditation to ISO/IEU 17025?</p> <p>9.3 Will you participate in ICE in future? If not, why not?</p> <p>9.4 Who pays for quality management in your jurisdiction – the laboratory, from its own budget, or the PCP/MoI?</p>
10. Laboratory Practices:	<p>10.1 If appropriate, the laboratory's practices can be considered or observed e.g.</p> <p>analytical methods</p> <p>preparation of standards</p> <p>handling of glassware</p>

	equipment etc.
11. Current and Future Interaction with UNODC:	<p>11.1 Are you happy overall with the assistance given by UNODC? Are UNODC's activities relevant to you? Does UNODC assist your collaboration? If not why not?</p> <p>11.2 How would you summarise the benefits your laboratory has received from UNODC? How could UNODC help your laboratory in future?</p>
12. Satisfaction of Laboratory End-Users:	<p>12.1 Who uses the services provided by the laboratory?</p> <p>Police</p> <p>Customs</p> <p>Government Departments e.g. Ministries</p> <p>Health service/hospitals/clinics</p> <p>Other users e.g. private industry</p> <p>12.2 Does your Government use your laboratory to provide advice on drug-related matters?</p> <p>12.3 Do you have good working relationships with law enforcement, customs departments etc.? If not why not?</p> <p>12.4 Do you assist with training of law enforcement personnel?</p> <p>12.5 In your opinion, are the end-users happy with the service provided?</p> <p>12.6 What problems exist e.g. too slow to get results because of insufficient staff or other resources?</p> <p>12.7 How long does it take for analytical results to be produced?</p> <p>12.8 How long does it take for samples to arrive at the laboratory?</p> <p>12.9 Do the laboratory personnel take the samples or assist in taking them?</p> <p>12.10 Who pays for the analyses? the government or the end-users from their own budget?</p>
13. Bilateral Schemes Operating/Other Sources of Assistance:	<p>13.1 Which other schemes are in operation?</p> <p>13.2 What type of assistance do you receive?</p> <p>13.3 Does their assistance overlap with UNODC's?</p> <p>13.4 Has your own Government been able to give all the assistance your laboratory needs?</p>
14. Other Collaborations:	<p>14.1 Do you collaborate actively with your counterparts in other countries in the area?</p>
15. Legal Issues:	<p>15.1 How does your legal system currently deal with chain of custody/quality assurance matters?</p> <p>15.2 How and when do you dispose of seized materials? Do you destroy it before the trial?</p>

	15.3 What is your system for importing/exporting controlled drugs for laboratory purposes such as reference standards? 15.4 What is your legal status if/when you go to court? Are you recognised as an expert witness?
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AOB

Do you have any additional comments?

THANK YOU!

ANNEX III. DESK REVIEW LIST

UNODC documents

- PSEX02 Project Document
- PSEX02 Annex II Project Staff
- PSEX02 Annex III TOR Summaries
- PSEX02 Budget
- PSEX02 Project Revision
- PSEX02 APR 2014
- PSEX02 Email DFATD project extension
- PSEX02 manual quality manual draft 1.4
- PSEX02 Plan for Measurement of project
- PSEX02 Project monitoring report
- PSEX02 Work plan for management training
- PSEX02 Independent mid-term project evaluation 2016
- Forensic Human Resource and Governance Development Assistance to the Palestinian Authority PSEX02
- Independent In-Depth Cluster Evaluation of the Global Synthetics Monitoring: Analyses, Reporting and Trends Programme (GLOJ88) and the Global Scientific and Forensic Programme – Support Project (GLOU54)
- First results from the PSEX02 assessment Questionnaires May 2018
- Final ToR Final Evaluation PSEX02_8JUNE2018
- PSEX02_Financial_Report_2011
- PSEX02_Financial_Report_2012
- PSEX02_Financial_Report_2013
- PSEX02 Budget_Rev L 5.4.15
- PSEX02_APR_2014
- PSEX02_Project Implementation Plan V1.1 Annexes
- PSEX02_Project Implementation Plan V1.1 Annexes
- PSEX02_APR_2017 Progress report for 2017
- PSEX02_Report APR_2011 Progress report for 2011
- PSEX02_Report APR_2012 Progress report for 2012
- PSEX02_Report APR_2013 Progress report for 2013
- PSEX02_Report SAPR_2014 Progress report for 2014
- PSEX02_Report SAPR_2015 Progress report for 2015
- PSEX02_Report_Project Extension Proposal
- PSEX02_Minutes_PSC_I.
- PSEX02_Minutes_PSC_II.
- PSEX02_Minutes_PSC_III.
- PSEX02_Minutes_PSC_IV.
- PSEX02_Minutes_PSC IV 25 Sep 2014_EN
- PSEX02_Minutes_PSC V 25 March 2015 English
- PSEX02_Minutes_PSC V_mar_2015_signed copy
- PSEX02_Minutes_PSC VI_9 February 2016 English
- Signed Minutes-Forensics PSC- Feb 2017 (VII)

- Signed minutes of PSC meeting (VIII)
- Meeting Minutes_Eng_16052018 (IX)
- PSEX02_Workplan_Forensic Toxicology
- PSEX02_TOR_Forensic Medicine CPD Programme
- PSEX02_Report_Toxicology Laboratory Consumables_Draft
- OA15-04-Donnelly_Establishment of Forensic Science Laboratory.002
- OA08-01-Donnelly_International Forensic Capacity.002
- Mission Report_Toronto_Ottawa August 2017_S Donnelly
- Assessors Report PDF 3
- PCP progress report 20-29 Aug 2017
- Ramallah mission 2
- Review of Drugs Training Progress_April_2018_FINAL
- Review of Drugs Training Progress_January_2018_FINAL
- Review of Drugs Training Progress_March_2018_FINAL
- Review of Drugs Training Progress_November_2017__fina
- EnvAdvReport_WBG_HDHA_Clinics_20180523
- EnvAdvReport_WBG_IGHR_FSL_20180523 (2)
- UNODC_TOR_H&S Study Tour Q4 2017_vf
- UNODC_TOR_HS Study Tour Q4 2017
- PCP progress report 20-29 Aug 2017
- PSEX02_Legal Framework research
- PSEX02_Legal Framework Policy Paper
- PSEX02_legal framework detailed workplan_11012015
- PSEX02_NCFM Strategic Plan - NCFM - Eng version 28042016
- PSEX02_SOP_Collection and preservation of human tissue samples and organs
- PSEX02_SOP_Collection of biological samples for forensic toxicology
- PSEX02_SOP_Examination of alleged victims of torture and ill-treatment
- PSEX02_SOP_Forensic autopsy
- PSEX02_SOP_On-Site Corpse Inspection
- Review of Toxicology Training Progress_December_2017_v9docx
- PSEX02_Report_Drugs Training Progress Jan 2015
- PSEX02_Report_EGM-FS-1 Summary of Proceedings & Recommendations
- Final Draft for validation-Review of GBV ES in health police justice social
- Forensic Autopsy Manual 13.4.2015
- PSEX02_Discussion Paper_ Establishment of Forensic Medicine Clinics
- PSEX02_FM_Activity Plan excl Toxicology
- PSEX02_QU1XX-Procedure for training internal auditors draft 1.0
- PSEX02_TOR_Standardised criteria Gender-balanced recruitment
- PSEX02_UNODC Guidance Note Gender Mainstreaming 2013
- RFQ Study Programme UK
- SGBV Manual Advance Draft 12.3.15
- Signed Contract St Mary's
- 20170708_DONNELLY_MK746S-1
- cndh_-_medecine_legale_uk_16p.-
- PSEX02_SGBV_Monograph_Eng
- SGBV actions, time and targets
- SGBV-Sexual and gender - 12_2015-1_2016 كامل ملف
- SOPs FM CLINICS_Eng
- UNODC PSEX02 Discussion Paper on Forensic Medicine Clinics V1
- UNODC VAW activities
- PSEX02_Summary_Workshop 26 March 2014

- PSEX02_Summary_Workshop 29 Jan 2014
- PSEX02_TOR & Note to File_Mu'Men
- PSEX02_Report_Gender Awareness Workshop_9-10 Oct
- PSEX02_Report_Gender Training Course_23-24 July
- PSEX02_Report_Mu'men
- Workshop minutes
- Participants list 03032016
- Evaluation results
- Judges awareness workshop report
- PSEX02_Gender Strategy_PIP_August 14
- PSEX02_UNODC Guidance Note_Gender Mainstreaming 2013
- PSEX02_TOR_Gender Recruitment Criteria
- 20140310- GE programming of UNAgencies - UNDAF 2014 - 2016
- Analysis_of_the_GM_2011_-_2014_oPt_Final_draft_Feb_18_Protection_GBV
- BeijingPlus20-GuidanceNote-en[1]
- Data_sheets_for_Gender_marker_2011_-_2014_oPt_March_2014
- GBV-WG_action_plan_2014_Final
- GTF Annual Work Plan 2014 v2
- MoM_GBV_WG_19_March_2014_Final
- TOR - consultant baseline UNCT on gender – FINAL
- unct-performance-indicators-users'-guide(final_sent13aug08)-1
- UNCT-Performance-Indicators(FINAL)_sent13Aug08
- UNFPA presentation_GVB-SWG meetings-March_2014
- PSEX02_MOM_GTF_20.1.14
- GTG ToR
- PSEX02_TOR_GTF Retreat_16 May
- 2013_03_19_MOM_GTF
- 2013_05_31_MOM_GBV sWG
- 2013_06_05_MOM_MoWA and GTF
- 2013_06_24_MOM_Huda Rohana
- 2013_07_08_MOM_MoJ
- 2013_07_08_MOM_MoWA and GTF_with additions
- 2014_01_20_MOM_GTF
- 2014_03_19_MOM_GBV sWG
- ATFM_020712
- ATFS 120604
- ATFS 120815
- Forensic medicine interviews
- Forensic nursing minutes
- June 26 gender strategy MoWA
- Meeting minutes MoWA
- Meeting Schedule May
- Meeting with Huda Rohana June 24,2013
- Meetings minutes at MoWA and the GTF
- Minutes 2382012
- Minutes of meeting Monday August 13, 2012
- MoM GBV sWG 31May WB, 2013
- MOMFM 130708-Forensic Medicine with the minister
- 1_Courts
- 1_Public_Safety_and_Police_Service_Delivery

- 3_Victims_Witnesses
- 4_Police_Information_Intelligence_Systems
- 2010 statistics
- 2011 statistics
- 2012 Annual Report UN-GTF
- A Review of Palestinian Legislation from a Women's Rights Perspective (September 2011)

- Action plan
- Social protection
- Femicide
- forensic medicine
- gender mainstreaming UNODC
- medico legal care for victims of violence
- national strategy to combat violence
- Review of Health, Justice and Police, and Social Essential Services for Women and Girls victims/survivors of Violence in the occupied Palestinian territory
- Palestine pages from Clark(Encyc)-(Vol-3) V Proof
- Referral system
- Community of Practice in Building Referral Systems for Women Victims of Violence-UNRWA
- Statistics on violence against women 2012
- wclac report 1
- wclac report 2
- 04_12_2013 GBV SWG minutes of the meeting
- 2013_ArabGBVStrategy_English[1]
- 20131025 - GE programming of UNAgencies - UNDAF 2014 - 2016
- DG ECHO Thematic Policy Document on Gender_Different Needs Adapted Assis
- Draft2 response plan GBV
- GBV Needs HPC 2014 Final 10 09 2013
- HPC PPT Changes to CAP_HNS
- MoM 26.09.13. GBV response plan ad hoc meeting
- NGO-PCWG list
- Action-plan social protection
- PSEX02_FA&T_Admin Guide
- PSEX02_FA&T_L1M1_Ammunition Students Guide
- PSEX02_FA&T_L1M1_Ammunition Trainers Guide
- PSEX02_FA&T_L1M2_Ammunition Reloading Students Guide
- PSEX02_FA&T_L1M2_Ammunition Reloading Trainers Guide
- PSEX02_FA&T_L2M1_Introductory FA Students Guide
- PSEX02_FA&T_L2M1_Introductory FA Trainers Guide
- PSEX02_FA&T_L2M2_Advanced Firearms Students Guide
- PSEX02_FA&T_L2M2_Advanced Firearms Trainers Guide
- PSEX02_FA&T_L3_Restoration Techniques Students Guide
- PSEX02_FA&T_L3_Restoration Techniques Trainers Guide
- PSEX02_FA&T_L4_Shooting Scene Examination Students Guide
- PSEX02_FA&T_L4_Shooting Scene Examination Trainers Guide
- PSEX02_FA&T_L5M1_InterInterExter Ballistics Trainers Guide
- PSEX02_FA&T_L5M2_Terminal Ballistics Students Guide
- PSEX02_FA&T_L5M2_Terminal Ballistics Trainers Guide
- PSEX02_FA&T_L5M3_Range Determination Students Guide
- PSEX02_FA&T_L5M3_Range Determination Trainers Guide

- PSEX02_FA&T_L6M1_Intro Micro Ammo Components Students Guide
- PSEX02_FA&T_L6M1_Intro Micro Ammo Components Trainers Guide
- PSEX02_FA&T_L7_Toolmark Examination and Analysis Students Guide
- PSEX02_FA&T_L7_Toolmark Examination and Analysis Trainers Guide
- PSEX02_FSL_Overall_Training_Plan
- PSEX02_Manual_FA_T_Admin Guide
- PSEX02_Manual_Introduction to Firearm Evidence
- PSEX02_Manual_Mod3_Document Examination_Latin Script Handwriting Examination
- Palestine Investment Conference – the Palestine Judicial System
- Report Progress Drugs Training January, 2015. UNODC, East Jerusalem
- Mission Report Forensic Toxicology Cosby, S. and I. Oxley (2015)
- Laboratory Instruments, Consumables and Reagents April 2015

Number of internal documents reviewed: 199

External documents

- United Nations Development Assistance Framework State of Palestine 2018-2022
- http://www.ps.undp.org/content/dam/papp/docs/Publications/UNDP-papp-research-undaf_2018-2022.pdf
- United Nations Development Assistance Framework 2014-2016 for the State of Palestine
- <http://www.ps.undp.org/content/dam/papp/docs/Operations/UNDP-papp-op-%20PtUNDAF.pdf>
- Common Country Analysis UNDAF Companion Guidance
- <https://undg.org/wp-content/uploads/2017/06/UNDG-UNDAF-Companion-Pieces-2-Common-Country-Analysis.pdf>
- Chief Justice Meets Delegation from "Sawasya 2 "Program+A1:B184
<http://courts.gov.ps/details.aspx?id=pt5bxpa12739213905apt5bpx>
- The Attorney General, Dr. Ahmad Barrak, meets SAWASYA Board of Directors
<http://www.pgp.ps/en/NC/LN/Pages/The-Attorney-General,-Dr.-Ahmad-Barrak,-meets-SAWASYA-Board-of-Directors.aspx>
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Number of external documents reviewed: 186

Overall number of documents reviewed: 385

ANNEX IV. LIST OF PERSONS CONTACTED DURING THE EVALUATION

<i>Number of interviewees</i>	<i>Organisation</i>	<i>Type of stakeholder</i>	<i>Sex disaggregated data</i>	<i>Country</i>
29	Palestinian Civil Police	Government Recipient	Male: 26 Female: 3	West Bank, Palestine
12	UNODC	Implementer	Male: 7 Female: 5	Palestine, Egypt and Austria
4	UN Organisations	Partner	Male: 0 Female: 4	Palestine
3	GAC	Donor	Male: 2 Female: 1	West Bank, Palestine and Canada
7	MoJ	Government Recipient	Male: 6 Female: 1	West Bank, Palestine
1	Academic Organisations	Civil Society Organisation	Male: 1 Female: 0	West Bank, Palestine
17	Judiciary	Government Recipient	Male: 14 Female: 3	West Bank, Palestine
6	Local NGOs	Civil Society Organisation	Male: 1 Female: 4	West Bank, Palestine
30	MoH	Government Recipient	Male: 11 Female: 15	West Bank, Palestine
8	International Community	Partner	Male: 8 Female: 0	Palestine and Egypt
6	Trainers	Implementers	Male: 4 Female: 2	UK, Australia and Jordan
7	Plaintiffs	Civil Society	Male: 1 Female: 6	West Bank, Palestine
Total: 125			Male: 81 Female: 44	