

An Evaluation of the Effectiveness
of Palestinian Organizations Working
in the Fields of Women's Affairs,
Democracy, Good Governance
and Human Rights



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Palestine Economic Policy Research Institute

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Palestine Economic Policy Research Institute (MAS)
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FOREWORD

This study measures the effectiveness and influence of Palestinian non-governmental organizations (PNGOs) working in the fields of democracy, good governance, human rights, and women's issues. To gain a comprehensive picture of the status of these organizations, the extent of their influence, and the factors that hinder their work, the statistical data from the NGO mapping was supplemented with qualitative data collected from a sample of the PNGOs. The political, economic, social and legal context within which PNGOs work was also taken into consideration.

This is the third of three studies that build on information gathered from the NGO mapping. The first study is a mapping of Palestinian Non-governmental organizations; while the second is concerned with wage differentials between the private, public and NGO sectors. Between them, the three studies provide a detailed account of the main developments within this vital sector.

I am grateful for the generous support of Cordaid, who funded this entire project, the mapping and the three studies. Also, I would like to extend my thanks to the Palestinian Central Bureau of Statistics, who carried out the mapping. Thanks are also due to the team of researchers and assistants who worked diligently on this project.

Dr. Samir Abdullah
Director General

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Executive Summary

This study measures the effectiveness and influence of Palestinian non-governmental organizations (PNGOs) working in the fields of democracy, good governance, human rights, and women's issues. The study is based on statistical data collected from all the organizations that work within these four fields. To gain a comprehensive picture of the status of these organizations, the extent of their influence, and the factors that hinder their work, the statistical data was supplemented with qualitative data collected from a sample of the PNGOs. The effectiveness of these organizations was measured through several indicators. These include indicators related to the administrative structure and the degree to which the organizations conform to the principles of accountability and transparency; the nature and type of relationships within these organizations; the degree of independence, funding, and continuity; and the self-appraisal by these organizations. The political, economic, social and legal context within which PNGOs work was also taken into consideration.

The major finding of this study is that the social impact and effectiveness of the organizations in all four fields is below that anticipated. This is due to a number of subjective and objective factors which limit the ability to increase effectiveness. The most important objective factors are those related to the difficult political, economic, social, and legal environment within which these organizations function. The subjective factors are related to the administration of these organizations.

Below are more detailed examinations of the unsuitable operational environment for NGOs:

- ✧ **The nature of the Palestinian political system**, which has varied between semi-state and liberation movement, contributed to confusion in the work of non-governmental organizations. Palestinian National Authority (PNA) institutions did not have sovereignty over land or legislative freedom due to agreements with Israel that restricted their powers. Furthermore, during the period of the second *Intifada*, PNA institutions deteriorated, reducing their sovereignty over the OPT.

Israeli policies, specifically the building of the separation wall, continuous settlement activities and a refusal to return to negotiations, diminished the prospects of a viable peace process. The political environment has been characterized by rapid change and instability.

Consequently, and in order to cope with the interests and needs of their target groups, rapid changes were imposed on the programs of organizations working in these fields through participation in activities that were not part of their priorities. This muddled the work of these organizations and weakened their social impact.

Political instability weakened the Palestinian economy and increased its dependence on that of Israel. The economic crisis worsened under the Israeli siege imposed on the Palestinian territory during the second *Intifada (Al-Aqsa Intifada)*. Further damage was caused by the sanctions and boycott imposed by Israel and the international community against the PNA after the Palestinian Legislative Council elections in January 2006, where Hamas won the majority of the seats. The deterioration in economic conditions led to a fall in living standards, an increase in unemployment rates by more than a quarter of the work force, and a significant increase in poverty rates with two-thirds of Palestinian families living under the poverty line. This situation had a significant impact on the work of PNGOs as these organizations sought to cope with the rapid changes in the political and economic environment.

- ✧ **From a social point of view**, the political situation and living conditions in the WBGs after the *Al-Aqsa Intifada* generated a feeling of insecurity and vulnerability among Palestinians. This increased awareness among Palestinians of the importance of family ties and of internal social solidarity as a last means of providing security, protection, and basic needs. The immediate and extended family and local community became the main sources meeting basic economic and security needs. These became the main determinant of the behavior, values, and culture of individuals faced with the retreat in operational importance of PNA institutions that were incapable of providing security and assistance to citizens. The circle of lawlessness, insecurity, and political and economic instability in the Palestinian territory widened following the *Al-Aqsa Intifada* and generated a general feeling of disappointment with national institutions. People withdrew to their families and local communities and negative feelings, in particular apathy towards public social issues, emerged and spread. Public interest in democracy, institution-building and fighting corruption also diminished. Instead, an increase in religious fundamentalist (*Salafi*) thinking, with its negative social impact, especially with regard to women, became apparent, creating a difficult environment for the work of PNGOs.

- ✧ **Legally**, the work of PNGOs is organized by the Palestinian “Societies and Domestic Institutions Law” (2000), and the executive charter issued by the General Council of Ministers in 2003. It is also governed by the “Law of Financial and Administrative Monitoring” (2004, number 15), which enhanced the financial and administrative monitoring of these organizations.

The law and the executive charter were written with the spirit of maintaining the right of NGOs to work freely, and to secure legal guarantees for these freedoms. At the same time, the law and its executive charter provide guarantees that these organizations work in accordance with democratic principles and ensure accountability in their structure and function.

However, a wide gap exists between the law that governs NGO operations and its implementation. The PNA does not have a clear policy regarding NGO operations. This results in a lack of standard practice by official bodies depending on the official in charge. In general, the PNA deals with these organizations on a political-function basis. Certain organizations (belonging to the ruling faction) are usually supported while the work of other organizations, classified as belonging to opposing factions, is impeded. This results in double-standards (and practices motivated by personal self-interest), that are far from the content and spirit of the law in terms of the requirements for issuing permits and following up applications submitted to PNA departments.

Furthermore the domination of the executive authority, the weakness of the judicial system and the conflict between administrative departments working with NGOs, weaken the possibility of implementing the law to achieve its objective of protecting NGO operations.

In light of this unsuitable environment, especially the hardships and difficult conditions created by the Israeli occupation and its repressive measures, these organizations were forced to make a series of changes to their programs on two levels:

The first level was an internal adaptation to the conditions of Israeli embargo and repression. This was seen in administrative measures taken to guarantee the continuation of their work and communication with their employees. In some organizations, these measures included amendments to working practices and increasing or decreasing the number of employees, depending on their financial situation.

The second level was in measures taken by PNGOs to ensure they reached their target communities. This was seen in the modification of programs and services to meet changes required because of the repressive measures of the Israeli occupation.¹

Both levels are ultimately concerned with providing services and aid to target communities.

Generally speaking, PNGOs were able to adapt to the unsuitable surrounding environment to preserve their existence, though they were usually forced to change their programs or to create new ones. The enforced changes of program reduced the efficiency of these organizations, especially since the impact of many programs, such as cultural programs, public education, and those related to empowering women, depend fundamentally on maintaining relationships and on a long-term social impact.

It was found that the efficiency of these organizations, as measured by the indicators adopted in the study, is acceptable, especially when the operational environment is taken into consideration. Even so, there are many aspects that require more work in order to further enhance the social role and impact of these NGOs, despite the difficult conditions they work under. This may be explained through the major indicators used:

1. The level of conformity between the structure of these organizations and the principles of accountability and transparency:

Statistical and qualitative data show that the administrative structure of these organizations conforms at an acceptable level to the principles of accountability and transparency. The organizations are characterized by a vertical structure with upper-authority governing bodies, such as boards of trustees or executive councils. Normally, these bodies are elected by the general assembly.² Members of these bodies are usually high-ranking, credible social figures and well known professionals. However, they play a minor role in many cases, as the role is dependent on the nature of relationships inside these organizations - especially on the role of the executive director who is capable of activating or marginalizing these bodies.

¹ For more information about the forms of adaptation in governmental and non-governmental organizations see the study by Majdi Al-Malki and others *The Palestinian Society Encountering the Occupation: The Sociology of Resistive Adaptation During Al-Aqsa Intifada*, Ramallah: The Palestinian Institute for the Study of Democracy (Muwaten), 2004.

² 91% of these organizations have general assemblies.

Most of these organizations have clear administrative systems. Data also reveal that most of them prepare regular tracking reports about their activities, evaluate their programs and activities regularly, that most have financial systems by which they abide, and that they audit their accounts internally. Furthermore, most of the organizations in the four sectors stated that they submit their financial accounts to outside audit and send their financial reports to donors and to their governing authorities. They also stated that they publish periodical financial reports for the public and that they issue regular administrative follow-up reports about their activities.

These reports reflect the extent of the commitment by these organizations to professional financial and administrative procedures and regulations. They also reflect their financial transparency. This strengthens their credibility among the public and their donors,, which is a fundamental factor in maintaining the sustainability of these organizations and the continuation of their programs. The trust of the general public is demonstrated by their favorable response to the activities of these organizations as well as to their values and the ideas they promote. Meanwhile, the trust of donors is projected in their willingness to keep on funding these organizations.

2. The nature and patterns of relationships in these organizations:

Data gathered from the organizations under study indicate that most had established cooperative relationships with similar local and international NGOs; the organizations are aware of the importance of working together. All organizations that work in the field of democracy, good governance, human rights, and women's issues stated that they cooperate and coordinate with local PNGOs and international non-governmental organizations.

In relationships between PNGOs and international organizations, funding is usually a major component, as well as cooperation in executing some programs that also contain provision of funds by the international organizations. Usually, the local organization is a partner in the execution of programs and sometimes also in their planning. The relationships with fellow Arab non-governmental organizations are based on coordination, especially through the different Arab networks or through co-funding.

The relationships between organizations vary greatly. The results show that the most widespread type of relationship is in the distribution of

services geographically, followed by the execution of contributory programs. The most effective relationships were found to be those of partnership and integration, and these are the least widespread type of relationship. These two are the most effective since they indicate the existence of significant levels of coordination and cooperation between participatory organizations. Usually, the relationship starts in the planning phase and goes through the execution and evaluation phases. Most of these organizations are members in one of the local domestic or Arab networks, except for some small women's organizations. Generally speaking, most of these organizations assess the effectiveness of cooperative and networking relationships as 'high' or 'medium'.

In general, this indicator shows the effectiveness of the relationships between PNGOs and other NGOs. These relationships may contribute to the ability of these organizations to achieve their objectives successfully through the exchange of expertise, the avoidance of duplication in programs and activities, and through strengthening their financial capabilities. This strengthens their effectiveness and social impact in general.

3. Independence, funding, and sustainability:

The independence of organizations working in the four fields under study is one of the major indicators of the effectiveness of these organizations. This independence is related to their ability to achieve their objectives and maintain their programs. Independence means independence from the PNA as well as from foreign agendas, especially in defining objectives, determining priorities, and formulating the nature of the programs and modes of work. The independence of these organizations is represented in their administrative independence, constituting both financial independence and independence in decision-making.

With respect to administrative independence, the executive boards in the organizations of these four sectors were formed independently from the PNA. Usually, these boards compose activists from civil society, independent politicians, and academics with high social and professional status. Generally, these boards make the policies and objectives of the organizations with total independence from any external party.

Data show that most PNGOs are dependent on foreign aid. In 2006, most of them depended for half of their revenues and funds on external sources, except for organizations dealing with women's issues where outside

funding made up 35.5% of revenue.³ Self-funding is the main source of revenue for 47% of these organizations. All PNGOs indicate that they cannot survive without foreign funding. Furthermore, the weakness of the local private sector and the diminishing ability of the local community to fund these organizations increases the dependence on foreign funding. As such, foreign funding can be deemed neither a strength nor a weakness for these organizations. It is useful in this regard to discuss foreign funding generally, specifically the variety of its sources, the availability of guarantees as to its continuation, and whether donations are made to the organization as a whole or to one or more of its specific programs.

Generally speaking, most of these organizations conduct independent financial disclosure but, at the same time, they are dependent on the availability of funds. Their ability to establish their programs and projects solely with regard to their objectives is limited, as these organizations are forced to take into consideration as a first priority the availability of funds. Then they may plan their programs or execute the significant ones. The program that does not get funding stays on paper. Thus, the diversity in funding is still short from being utilized to serve the priorities of the organization itself, especially under unstable and continuously changing political and economic conditions. Most organizations try through future plans to create self-funding for themselves by making a reserve and then invest it in profit-generating projects, or through establishing endowments that can provide for their running expenses.

4. Sustainability of influence:

These organizations aim to bring about long term change in the culture of society and in its behavior regarding issues like democracy, good governance, human rights and women's affairs. This means a persistent focus on making the required change through programs with fixed objectives. As such, the continuation of the main program is more important than the sustainability of the organization.

Almost half of these organizations working in the fields of democracy, good governance, and human rights stated that a change had occurred in their programs since their inception, whether due to shortage of funds, changes in objectives, or change in the priorities of society in response to political and economic conditions. Some of these organizations stated

³ Main source for funding means the contribution of more than 50% of the total revenues of an organization. Organizations that work in the field of empowering women and gender issues depend heavily on foreign funding in the same way as organizations that work in other fields.

frankly that the change was due to the necessity of meeting the priorities of donors. This indicates that the sustainability of programs is still below the level required to achieve a significant change in society. In organizations working in the field of women's affairs, change in their programs was to strengthen development, i.e. aimed at making a long term change instead of responding to short term needs.

Forty-four percent of these organizations stated that they have increased activities in their developmental programs, whilst 8.2% stated that they have declined or stopped. The results also show that the difficult situation facing the Palestinian people imposed itself by shifting towards relief programs, an increase in relief programs was evident in 26.2% of the organizations, while only 4.1% stated that such programs have decreased.

5. The effectiveness of these organizations:

The fact that the organizations conduct self-evaluation is significant. It reflects the awareness of organizations of their role and ability to make social change. It also contributes to identifying strengths or weaknesses in their programs and methods of operation. The indicators used by these organizations aim to measure the scope of their social impact through monitoring how programs are evaluated, measuring their impact on public policies and opinion, the level of expansion of their individual services, and the societal impact of their programs.

The majority of the organizations of these four sectors stated that they evaluate all or part of their programs periodically. All reported that they benefit greatly from such evaluation. The majority resort either to periodical meetings with their beneficiaries, or to impact assessment studies of their programs on society. It seems that the results of self-assessment conducted by these organizations to measure their effectiveness are positive and encouraging from their perspective. They rated their impact on public policies and governmental decisions and on fulfilling the needs of the society as 'medium'. However, during interviews with officials from some of these organizations, a lower level of satisfaction about the impact of these organizations and their effectiveness was apparent. Those interviewed cited the general political, social, and economic environment and the continuous changes to the operational environment. They also cited the decline in public trust in democracy and human rights issues, especially as donors funding such programs are also aligned politically with Israel to a significant extent.

1. Theoretical and Methodological Framework

Developments in the Palestinian political sphere during the years of the second *Intifada* created a number of political and social changes that had an impact on Palestinian society. The existence of marginalized and susceptible groups, and increased demand for relief and the supply of basic needs due to repressive Israeli measures, led to important changes in the responsibilities and challenges faced by Palestinian NGOs. Palestinian NGOs played a significant role in the resilience of Palestinian society and were an important active component in the institutional development of Palestinian social fabric as it struggled to cope under occupation.

New needs came into existence in Palestinian society with the formation of the Palestinian National Authority (PNA), the subsequent political scenario leading to the *Al-Aqsa Intifada*, and the unprecedented Israeli repression that accompanied it. The needs of Palestinian society were not limited to relief aid since there were also considerable new developmental challenges for institutional-building and the democratization of political life. For example, policies related to long-term objectives like the rebuilding of national institutions on a professional basis formed the basis for calls for reform by a number of concerned NGOs.

There was an increase in organizations working in the area of human rights, whose importance increased significantly, especially in the defense of Palestinian prisoners and the documentation of violations of international treaties committed by the Israeli military authorities. Some NGOs were negatively affected by the *Intifada* since their potential to work was hampered by the new difficult conditions and their work was not considered as a priority by the Palestinian public. These included organizations working in the area of education about democracy, social and political awareness programs, and monitoring the performance of governmental and executive institutions.

Within this framework, this study aims to evaluate the effectiveness of NGOs whilst taking into consideration the new political and economic conditions resulting from the *Intifada* and the subsequent political and social changes. Internal and external pressures and obligations played a role in changing the working environment of these organizations whilst also limiting the activities and effectiveness of the civil authority and its organizations. This forced a new basis that determined the relationship between PNA institutions and civil society institutions, headed by NGOs.

An evaluation of the effectiveness of NGOs working in the civil sectors under study - democracy, good governance, women's affairs, and human rights - is based on a combination of indicators that consider both the objective and individual demands related to the work. It concentrates on the general political, economic, social, and legal environment that impacts on the work of these organizations, their ability to cope, and the actions they undertake to enhance effectiveness. Also, problems that impede effectiveness and additional external factors must be taken into consideration.

In this study, the indicators are related to the administrative structure of these organizations, their relationship with local, regional, and international organizations, and the measures and administrative structure that determine independence and transparency, and the ability to sustain an impact. These indicators center on the following:

✧ **Administrative Structure**

This refers to the administrative structure of the organization, its methods of evaluation, the administrative procedures utilized in decision-making, making reports, and filing information, and the methods of dealing with target groups. In this context, it is necessary to analyze the multiple levels within the organizations under study; meaning analysis of organizational hierarchies and also the relationships between administrative levels.

✧ **Type and Pattern of Relationships between Organizations in All Sectors**

An analysis of the relationships between organizations in one sector helps to clarify the extent to which this sector is capable of securing funding and logistical support in order to achieve its goals. It also helps to determine the extent to which an organization's work is in harmony with the goals of the sector and the varying means by which these goals are realized.

The number of organizations, individual goals, and methodology arising from various visions and ideologies do not necessarily indicate weakness since complete harmony between organizations within one sector is not possible otherwise the organizations lose their reason for existence. Rather, building coordination, cooperation, and networking is an indication of the mature professionalism of these institutions. Cooperative relationships and networking between institutions in one sector increase the overall impact and avoid duplication, division, and

negative competition. If competition takes place on a professional level it can be a positive indicator but where competition is on a personal basis, this indicates backwardness in the sector's organizations. Hence the importance of an analysis of relationships between organizations within this sector and between these organizations and PNA institutions or the private sector.

✧ **Independence**

The development of NGOs is associated with their ability to maintain a minimum level of independence. NGOs that are dependent on the state and work in its shadow are unable to take any real risks, depending on the extent to which their framework is partly or wholly in the orbit of the political authority or is in conflict with it. The only incentive to engage these organizations is to use them as means to power and political position. The dependence of NGOs on foreign aid threatens their independence and sustainability and can lead to agendas that contradict their primary objectives and the needs of society. It weakens their ability to negotiate with donor agencies and to establish their own national agenda.⁴

Two primary indicators are used for an in-depth analysis of the independence of NGOs from the state and donor agencies.

1. Financial independence

This may be monitored through determining the sources of funding and its diversity. The conditions under which these organizations are established and the political and economic environment present in the Palestinian territory make it difficult for organizations to be independent of foreign aid. This is due to the weakness of the private sector and a lack of public awareness since political and national issues overshadow the work and activities of these organizations. Consequently, this indicator must be treated with extreme caution and the ability of organizations to determine their own agendas must be taken into consideration rather than just an evaluation of the extent of their dependence on foreign aid.

⁴ Refer to Ayman Al-Sayed Abd Al-Wahab. *Professional Unions and the Reform Process: Problems in Activating their Role*. Center for Political and Strategic Studies: [http://www.ahram.org.eg/acpss/ahram/2001/1/1C"ONF52.HTM](http://www.ahram.org.eg/acpss/ahram/2001/1/1C) as retrieved on 12 Apr 2007.

This indicator is closely tied to another: harmonization. Harmonization of an organization's programs with its goals reflects the ability to maintain primary programs that serve set objectives regardless of funding sources or conditions. The picture can be completed by measuring the diversity in the sources of funding. The financial dependence of an organization on one source of funding puts pressure on its independence and sustainability.

2. Administrative and organizational independence

This indicator monitors the independence of civil society organizations in administering internal issues away from interference from the state and funding agencies. It is possible to monitor measures that enhance the independence of these organizations as follows:

- ✧ The establishment of guidelines for an internal administrative process that is transparent and avoids corruption.
- ✧ Enhancing communication, coordination, and networking as a priority and a form of solidarity to avoid the under-utilization of human and financial resources.

✧ **Sustainability**

This indicator measures the sustainability of programs and activities that realize primary objectives despite the effects of the surrounding difficult environment. This indicator evaluates the sustainability of organizations in terms of financial and human capacity and the measures undertaken to assure longevity and sustainability. Financial sustainability refers to the ability to acquire funding to cover the costs of primary programs and activities. Sustainability in human capacity refers to the ability to secure the human resources required to implement programs and the procedures undertaken to realize this.⁵

✧ **Harmonization**

This indicator refers to the extent to which organizations realize their mission and stated objectives in their strategies. This can be measured through an evaluation of the main and secondary activities of NGO programs and a comparison of these with the primary objectives.

⁵ Previous reference

✧ **Transparency and Accountability**

Transparency is associated with the “clarity of the structures and procedures within the organization and in the relationships between it and between citizens benefiting from its services, the openness of the procedures, ends, and goals in the general work of the organization.” This means “the obligation of employees and workers, whether elected or appointed, the submission of periodic reports on the results of their work, explanations for their decisions, and the effectiveness of their implementation of them.” This will ensure that their work is compatible with the values of democracy, with legal regulations and guidelines, and that the organization is accountable.

The principle of accountability means “holding those in public office accountable to legal, administrative, and ethical codes in their decisions and work⁶ and this is represented by the responsibility of those working in the public sector towards their supervisors, and similarly up to the top of the hierarchy in the institute.”⁷ There are two types of accountability: vertical accountability and horizontal accountability. Vertical accountability refers to the ability of the voting public to hold their representatives accountable through re-election or not. Horizontal accountability refers to the subordination of every assembly or supervisor to monitoring and accountability procedures by another body, where no one person is above being held accountable.⁸

The process of accountability in NGOs consists of various considerations with diverse, interlinked, and complicated aspects. The vertical aspect is linked to the hierarchy of organizational bodies while the horizontal aspect is linked to related bodies associated with the evaluation of output. Similarly, part of internal accountability is linked to external accounting associated with monitoring by governmental or donor agencies that fund the organizations’ programs and activities.⁹

⁶ International transparency organization: *Arab Fairness System in the Face of Corruption*, Beirut: Lebanese Center for Studies, 2006, p. 36.

⁷ Previous reference, p. 36.

⁸ See *The Role and Performance of Palestinian Non-Governmental Organizations in the Health, Educational, and Agricultural Sectors*. International Bank and Besan Center for Research and Development, Ramallah, January 2006.

⁹ For more information about accountability standards, see Kumi Naidoo, *Civil Society Accountability. Who Guards the Guardians?* Lunchtime address delivered at the Headquarters, New York, April 2005.

Analysis of the indicator takes this into account, with emphasis on the procedures undertaken by these organizations in implementing programs and the extent to which these programs correlate with the goals. Similarly, the role of governing bodies in monitoring activities and the extent to which public transparency and openness exist are also considered. The analysis consists of what is known as social accounting, which is the method used by the organization to enhance the involvement of partners in defining goals, determining needs and the nature of activities, and in evaluating the impact of these activities.

Study methodology

This study used various methodological methods to collect complete and accurate data on NGOs working in the four areas under study. The most important are:

First- a review of the available literature in the form of international, Arab, and local booklets that examine how to measure the effectiveness of NGOs, especially those working in the areas under study, in order to develop appropriate indicators.

Second- basic quantitative survey data collated from a survey of NGOs in Palestine in 2007.¹⁰ The survey questionnaire measured effectiveness through appropriate indicators and included data on the following areas:

- ✧ The objectives of the organization and its general activities;
- ✧ The organization's program of work and changes made to it, reasons for alterations, and relationships with local and international NGOs;
- ✧ Evaluation of the work of the organization, its capacity and programs, and obstacles faced in implementing plans;
- ✧ The administrative structure of the organization and its employees and future plans;
- ✧ The financial situation of the organization and its methods of raising revenue or foreign funding programs;
- ✧ Evaluation of the social role of the organization and its impact on public policies;
- ✧ Financial and administrative sustainability and actions taken in these areas;

¹⁰ For more information on the methodology of the survey of PNGOs 2007, refer to: Al-Malki, Majdi et al. 2007. *Survey of NGOs in the West Bank and Gaza Strip 2007*. Ramallah: Palestinian Economic Policy Research Institute - MAS, 2007.

- ✧ The sustainability of its impact and its relationship with beneficiaries and the local community.

Third- data on matters not covered sufficiently in the survey was supplemented by interviews with the main organizations working in the areas under study. The interviews looked at activities, theoretical inclinations, and political and social choices. The interviews focused on the way these organizations measured their effectiveness, its definition within various administrative levels, and the definition of success in a variety of areas.

Fourth- follow-up with the web pages of the main organizations working in the areas under study, plus a review of their primary documents and publications.

Study population

The study population was determined to represent all Palestinian NGOs working in the areas of enhancement of democracy, good governance, human rights, and women's issues, as defined by the institutions themselves in the NGO survey of the West Bank and Gaza Strip in 2007.

These organizations gave their own definition of their mission so the study included all those that defined their primary program as one of the aforementioned areas. However, a large number of these organizations also have secondary programs in these areas.

A total of 170 organizations defined themselves as working in the areas under study, distributed as follows: 122 organizations working on women's affairs, 27 organizations working in human rights; and 21 organizations working on issues related to democracy and good governance.

2. The Surrounding Environment and Ability to Adapt

The environment in which Palestinian NGOs work is unique in that it is subject to rapid changes. This disrupts work and forces constant changes to programs, therefore limiting effectiveness. This section describes the main indicators related to the surrounding environment that impacts the work of the organizations under study and we monitor their ability to adapt to this environment.

2.1 The Political-Economic Environment

Throughout recent decades, Palestinian society has been subjected to a settler occupation that has ravaged Palestinian land through various economic policies, settlement building, and military policies, both direct and indirect. The occupation created a social atmosphere of instability and insecurity, both political and economic, and this was reflected in the weak nature of Palestinian institutions. With the absence of a national authority on the ground, there was the establishment of popular committees, NGOs and other bodies to meet some of the basic needs of citizens in health, education, agriculture, and other sectors neglected by the Israeli occupiers. Consequently, the focus at this time was on organizations working in relief and the direct delivery of services.

Once the PNA was established following the Oslo Accords, there was an essential change in the local Palestinian environment in response to the political, economic, social, and legal conditions. This led to the beginning of a transitional phase set between occupation and independence, a transition between a society living under occupation and at the same time a transition from a traditional to a modern society. Where authoritative institutional bodies existed, the guarantees and employment opportunities were not effective enough to describe them as governmental institutions with extensive operational experience.¹¹

The new environment had an impact on NGOs. For example, the restrictions of the occupation were reduced with the presence of the PNA.

¹¹ Bargouti, Mustafa in Al-Jayousi, Mai (Editor). *Freedom, Democratic Change and State Building in the Third World*. Ramallah: Muwatin- Palestinian Center for Democratic Studies, 1998.

The ongoing pressure of the occupation means that the role of the organizations that existed prior to the establishment of the PNA continues.¹² This creates problems in the relationship between these organizations and the PNA; on one level they work together against the occupation, yet on a second level the NGOs monitor the authority and also play a constructive developmental role.

The presence of the PNA led to the establishment of a number of organizations working on issues related to democracy, human rights, good governance, and women's rights. Organizations dealing with women's rights were some of the earliest NGOs and many of them precede the establishment of the PNA. The type of women's organization varies. The establishment of these organizations is based primarily on the process of building and developing a national entity and these organizations assumed the objective of working towards the democratization of society, institutional development and the enhancement of the rule of law, transparency, accountability, and respect for human rights. They use various means to influence and lobby at local and international level and for monitoring, training, and capacity building, community education, and raising the awareness of society about these issues.

In general, the change that occurred in the Palestinian political environment and political structure after the emergence of the PNA in parts of the West Bank and Gaza Strip impacted the role and nature of Palestinian NGOs. Situated between occupation and independence with a Palestinian authority that lacked any real power, plus the continuation of the Israeli occupation and its restrictions, NGOs were forced to assume a developmental role, carrying out their work and resisting the occupation while monitoring the activities of the PNA.¹³

Following the establishment of the PNA in 1994, the Israelis maintained their occupation of the West Bank and Gaza Strip. The ongoing policies of land seizure, the building and expansion of settlements, and the submission of the Palestinian economy to that of Israel all increased the vulnerability of Palestinian society. These policies played a major role in precipitating the *Al-Aqsa Intifada* in September 2000.

¹² Giacaman, George. *The Status of Civil Society in Palestine*. Palestinian Political Magazine, no. 24, 6th year, fall 1999. Nablus: Palestinian Research and Studies Center.

¹³ Shalabi, Yaser. *International and Local Impact on the Vision of Palestinian NGOs and their Roles*. Unpublished Masters' thesis, presented to the international studies program at Birzeit University, 2001.

Israel's response to the *Intifada* was aggressive and more vigorous than in previous years when closures and tight controls had been implemented to separate Palestinian areas from each other and from the outside world. The Israeli occupation includes policies of control over natural resources, land and water, particularly the building of the Separation Wall that consumed thousands of dunums of agricultural land. The building of the Wall led to many Palestinian families losing their source of income and livelihood, especially those dependent on agricultural work.

The impact of these Israeli measures on the economy and communities brought Palestinian society to the verge of crisis. Unemployment rates rose rapidly to more than a quarter of the workforce. Poverty rates also rose and more than one-third of the residents of the Palestinian territory now live below the poverty line.

This crisis increased significantly after the enforcement of an international boycott of the PNA following the victory of the Hamas movement in the legislative elections of 2006. Western countries forced a financial and economic boycott while the Israeli authorities froze tax money collected on the borders on behalf of the PNA. This pushed Palestinian society into a new and deeper crisis represented by deepening poverty, plummeting standards of living, and a rise in unemployment to unprecedented levels. The blockade also crippled the PNA and its ability to pay salaries, as well as compromising its ability to provide basic services to its citizens.

2.2 Social Environment

Palestinian society consists of social groups and a number of small communities as a result of the 1948 war, which separated the Gaza Strip from the West Bank, and the 1967 war that isolated the West Bank from surrounding Arab countries, especially Jordan. During the *Intifadas*, Israel further isolated the West Bank from the Gaza Strip, cut Palestinian governorates off from each other, and separated cities from their villages. This created geographical, social, and economic areas and enhanced the local culture of solidarity, traditional institutions, and social ties. This, to an extent, assisted the formation of a Palestinian "social contract" beginning from a complete political, developmental, and national strategy.

Living conditions and the political situation in the West Bank and Gaza Strip following the *Al-Aqsa Intifada* have generated a feeling of vulnerability and insecurity among Palestinians, thereby enhancing

awareness of the importance of family and local relationships to provide security and protection as well as the basic needs of individuals and families. This has consolidated social fragmentation. Families and the local community have assumed the burden through informal activities that serve as the basis for providing the minimum needs of the population and economic security. Some social organizations have come to serve as a mediator between individuals and the outside world. The family and the community have become the basic reference for the behavior, values, and culture of individuals. The role of PNA institutions has declined and they are incapable of providing protection and assistance to citizens in the widening circle of lawlessness and the prevailing unstable political and economic conditions. The general feeling of frustration towards national institutions pushed citizens to withdraw to their families and communities and led to the emergence of many negative attitudes towards society. This can be seen in the decline in public interest in issues of democracy, institutional building, and combating corruption, combined with a growing trend towards Salafī religious thought and its negative social effects, particularly with regard to women's issues. This disrupts the work of these organizations.¹⁴

The changes in values in Palestinian society are based on shifts in the social infrastructure and the difficult political and economic conditions. These weaken values of citizenship, a spirit of democracy and a culture of accountability and attention to issues related to institutional building. Personal freedom has suffered as public attention to social issues declines, particularly with regard to women's issues that are subjugated to economic needs. This has a negative impact on the work of organizations active in these areas.

2.3 Legal Environment

The work of NGOs is regulated by the Law of Palestinian Societies and Organizations of 2000, in addition to the executive charter by the Cabinet of Ministers in 2003. Also, the Law Governing the Office of Financial Supervision and Management (No. 15) of 2004 strengthened managerial and financial controls over the work of these organizations.

¹⁴ Al-Malki, Majdi et al. *Palestinian Society facing the Occupation: Sociology of Resistance during the Al-Aqsa Intifada*, Ramallah: Muwatin; Palestinian Institute for Democratic Studies, 2004, p. 260-262.

The law guarantees the freedom to work of non-governmental organizations. At the same time, the legislation calls for the work of these organizations to conform to principles of democracy and to be accountable. It identifies mechanisms for the registration of the organization and emphasizes the need for structural guarantees through a representative administrative body that elects the officials of the organization.¹⁵ To ensure an adequate financial and administrative system, regulations stipulate monitoring by the bodies of the organization according to rules of procedure and the provision of annual financial and administrative reports. The law strengthens the role of administrative courts in the follow-up of issues faced by these organizations. The law also enhances the administrative role of the Office of Financial Supervision in overseeing the work of these organizations in accordance with the organization's objectives and administrative and financial regulations.

However, there is a wide gap in the law that protects employment and civil applications. The PNA lacks a clear policy toward domestic services and this leads to multiple policies by official bodies towards NGOs. Organizations are usually dealt with by the PNA on the basis of political ambition, where organizations supporting specific political parties may be favored while the work of organizations classified as belonging to opposition forces may be hampered. Examples include double standards (which are far from the text and spirit of the law) in licensing requirements and procedures, as well as in follow-up.¹⁶

The dominance of the executive and the weakness of the judiciary creates conflicts between the administrative powers conferred to monitor non-governmental organizations through a third party and weaken the opportunity to achieve the objectives of the law in protecting civil action.

¹⁵ For more details about the methodology of the Palestinian Non-Governmental Organizations 2007 Survey, see: Al-Malki, Majdi and others: *Non-Governmental Organizations in the West Bank and Gaza Strip Survey 2007*, Ramallah, Palestinian Economic Policy Research Institute - MAS 2007.

¹⁶ Refer to Qatamish, Ribhi. *Registration of Charitable Societies and Local Entities: Research into Legal and Administrative Procedures*. Ramallah: Project to enhance democracy and local society-Tamkeen, 2003.

2.4 Means by Which Organizations Adapt Their Work to the Surrounding Environment

New, difficult conditions demanded changes in the programs of these NGOs on two major levels. The first is an internal adaptation to the conditions of Israeli blockade and aggression by the introduction of administrative measures to ensure the continuation of the organizations' work and maintain communication with employees. This includes the introduction of reforms to the nature of the work of some organizations, increasing or reducing the number of employees depending on the financial situation.

The second is the adoption of measures to guarantee access by the target population to the services and activities of the organization, for example alterations to programs and services.

The two levels correlate with one another and come within the context of a response to the changes forced by the Israeli occupation in the Palestinian territory and which appear as social needs that are part of the work domain of these organizations.¹⁷ At the end, the two levels are correlated in reaching out to the targeted groups and providing them with services or assistance.

Some NGOs worked towards widening the scope of their activities by expanding available programs, increasing staff, and expanding the circle of beneficiaries. Some organizations altered projects to better suit needs and introduced new activities and programs to respond to the Israeli blockade. Meeting the daily needs of Palestinian families became especially important to the work of these organizations and they moved towards the provision of direct relief and financial assistance, particularly some of the women's organizations.

The day-to-day conditions of occupation forced organizations to slow programs with a developmental direction and turn towards relief. In many instances, organizations were forced to implement activities that were far removed from their principal plan of work. For example, a number of women's organizations provided relief in the form of cash and supplies to families and individuals and some moved towards providing aid to specific

¹⁷ For more information regarding the adaptive mechanisms of governmental and NGOs look in a study by M.Malki ...et.al, "The Palestinian society in the face of the Israeli Occupation: the Sociology of Coping and Resistance During the Aqsa Intifada". Muatin: Ramallah, 2004.

groups, like the unemployed. This is a natural response to the needs of a society in catastrophe.

The field work of most organizations demonstrated a connection between responding to the daily demands of work and the strategic work of the organization. The organizations exhibited work plans that aimed to respond to emergency needs alongside long-term institutional goals.

In general, these organizations were able to adapt to the surrounding environment despite having to alter programs and introduce new ones. Continuous changes to programs lead to disruption and disconnection with some target groups and can reduce effectiveness. The effectiveness and level of impact of some programs, like education and public awareness and those dealing with the empowerment of women, depend on consistent ties and continuity in social impact for relatively long periods.

3. NGOs Working in Women's Affairs

The emergence of Palestinian NGOs working in women's affairs is tied to the national resistance against the Zionist movement and the British Mandate. The nationalistic aspect of these organizations continues today. These organizations went through various phases of development depending on their general focus and philosophy. Up to the end of the 1970s, their work focused on charity and individual needs, in addition to a nationalistic spirit in their inception and work.

At the end of the 1970s, these organizations entered a new phase of building a popular female platform working towards the expansion of women's organizations in various areas, whether in villages or camps. New ideas of working were introduced under this framework with attempts to link national work with women's work, giving priority to political activities. Similarly, they initiated volunteer work.

Beginning in the 1990s, many of these organizations concentrated on a technical specialty with a small number of professional and specialized workers and this coincided with a decline in voluntary work. The relationship between these centers and their beneficiaries changed to that of a service provider and customer.

Many specialized and technical centers were established and the main focus of these organizations moved towards social issues and the empowerment of women. The centers entered a new phase in their work after the establishment of the PNA. Many formed an advocacy movement calling for legal reform to reflect the gender gaps in society.

Organizations working in women's affairs are characterized by diverse theoretical and ideological commitments, and consequently differences in vision, social, and educational programs. This diversity reflects the ability of these organizations to work as one sector since it is basically many organizations working in one area rather than one group of organizations that have agreed between themselves on a number of working principles.

They are also diverse in philosophy and initiatives, working towards social and educational change with a liberal perspective and focusing on highlighting social issues. They vary depending on their foundation: there are traditional organizations, like charitable organizations, and similarly

grassroots organizations that work to build popular women's movements. In addition, professional organizations work to assist communities while others are specialized professional centers that include female activists and academics.

The results of the 2007 NGO survey indicated that 53.3% are associations or charitable entities, 5.7% are women's clubs, and 41% are newly-formed organizations working in development, education, research, human rights, training, and technical retraining. This latter category of organization is under the most pressure in their work towards building a women's movement with a specific educational and social orientation, including innovative organizations that work towards cultural change in Palestinian society.

This section of the study monitors NGOs working in women's affairs, whether modern/new NGOs, charitable organizations, or others. It aims to measure the impact and effectiveness of these organizations in society, their most important successes, the nature of the problems and obstacles they face, and their ability to play a social role.

3.1 The General Characteristics of Organizations Working in Women's Affairs¹⁸

There were 122 organizations working in this field, i.e. 8.8% of organizations that completed their information, of which 70.5% are in the WB and 29.9% in the GS. The majority of these organizations, 51.6%, are in urban areas, a third (33.6%) in rural areas, and the remaining 14.8% in refugee camps.

3.1.1 Year of Establishment

The results of the 2000 Palestinian NGO survey indicated that the oldest women's organization in the Palestinian territory was established in 1925. It also showed that only two organizations were established in 1948 or before. However, between 1948 and 1967, the period of Jordanian rule in the WB and Egyptian rule in the GS, 5.7% of organizations were established, 2.5% were established between 1968 and 1979, 6.6% between 1980 and 1987, and 12.3% established between 1988 and 1993. Between 1994 and 2000, the period of the inception of the PNA up to the second

¹⁸ Organizations that identified themselves as women affairs being their primary activity.

Intifada, 36.1% of organizations were established, while 35.2% were established during the second *Intifada* and up to 2006.

So, 71.34% of organizations were formed after the inception of the PNA, an important indicator of increased concern in women's affairs by NGOs after 1994. The attempts to establish the PNA and concern about building state institutions and drawing up legislation opened the door to the inclusion of social affairs and the empowerment of women in political and social work, creating discussion and debate in Palestinian society.

3.1.2 Registration

It is interesting that 4.1% of organizations are not registered at all while 85.2% are registered with the Ministry of Interior. In addition, 68.9% are also registered with a specialized ministry related to the sector in which the NGO operates. The law relating to charitable and civil organizations calls for organizations to be registered, or rather licensed, by the Ministry of Interior. Therefore, NGOs not registered with the Ministry of Interior have not completed the licensing procedures and are the responsibility of a specialized ministry. The presence of a large percentage of organizations that are not registered with a specialized ministry clearly compromises the ability to supervise and monitor these organizations.

3.1.3 Employment and Volunteers

A total of 110 women's organizations provided information about their employees. There were 1,173 paid employees, with an average of 10.7 employees per organization. The data indicate that only 68 organizations, 61.8% of the total, have paid employees with an average of 17.3 paid employees per organization. The number of employees in an organization ranges between one and 136. Most women's organizations are small in terms of the number of paid employees. Some 21.8% have between one and four paid employees and 64 organizations have less than five employees. Only 14.5% have more than 20 employees and 5% stated that they have more than 50 employees.

The data indicate that a majority of employees in these organizations are female (84%) with an average of ten employees per organization. Male employees make up 16% of paid employees with an average of 1.8 male employees per organization distributed across only 26 organizations.

These organizations depend, to a large extent, on volunteers to implement their programs and 89% stated that they have registered volunteers.

There were 6,232 volunteers at these organizations in 2006, with an average of 52.4 volunteers per organization. The number of volunteers ranges between one and 2000. In 60% of these organizations there were ten volunteers or less. One organization stated that it had 2000 volunteers and another had 1000 volunteers. These numbers may be inflated due to the lack of a clear definition of a volunteer. Some organizations consider a member of the general assembly as a volunteer, whereas other organizations consider someone who works without pay as a volunteer.

The volunteers in these organizations included both sexes, but the percentage of females (94.5%) exceeded that of males (5.5%). Twenty-four percent of organizations had male volunteers whereas 88% of organizations had female volunteers. It is to be expected that these organizations depend primarily on females for the implementation of their activities, whether paid employees or volunteers.

3.1.4 Activities of these Organizations

The survey results indicate that the majority of organizations working in women's affairs conduct motivational impact activities (83.6%), while 91% implemented social awareness activities, and 66.4% provided individual services.

The expenditure of these organizations on primary activities, through which their effectiveness in society can be measured, was based on the following:

Impact on public policy	23% of 2006 expenditure
Impact on public opinion	21.8% of 2006 expenditure
Individual services	15.3% of 2006 expenditure

The expenditure of these organizations (45%) is related to advocacy, impact, and social awareness whereas the proportion spent on individual services is less. This is logical based upon the diversity of these organizations and their activities. Organizations working in advocacy, impact and social awareness represent the large organizations and have a greater proportion of the expenditures.

Only 10.6% of organizations working in women's affairs spent more than half of their annual budget on public impact and advocacy in 2006, whereas 13.9% spent more than half of their expenditure on social awareness. A further 4.8% indicated that they spent more than half of their expenditure on individual services in the same year. In summary, the numbers indicate that a small number of these organizations focus on one area of activity and lean towards spreading their message through various forms of activities.

3.2 Indicators to Measure the Effectiveness and Impact of Organizations Working in Women's Affairs

Indicators to measure the effectiveness of these organizations cover three aspects: the internal structure of an organization and the extent to which it conforms to the demands of transparency and accountability, the breadth and effectiveness of its network of contacts and independence and sustainability, and its effectiveness and impact on society.

The following indicators monitor the extent to which the internal structure of these organizations conforms to procedures of accountability and transparency.

3.2.1 Structure of Governing Bodies

The 2007 survey indicated that 114 (93%) of organizations have a general assembly or public association. The general assemblies of these organizations mainly consist of women. In 77% of organizations, there are no male members in the general assembly, while the other 23% have a limited number of male members.

Twenty percent of women's organizations have a board of trustees, with the majority made up of women, while only five organizations have male members on these boards.

This is the norm in all modern organizations, especially those working in women's empowerment.

Some 94% of women's organizations have an administrative board with a majority of female members. Only 28 women's organizations have male board members.

Twenty percent of women's organizations have a steering committee. The percentage of men in these committees is greater than in other administrative bodies. This relates to the fact that the responsibilities of these bodies are primarily technical in nature. Also, the philosophy exists that activities in women's organizations target both sexes and therefore require members of both sexes to be involved.

✧ **Methods for choosing administrative boards**

Eighty-nine percent of organizations stated that administrators are elected, six percent stated that they are appointed, and 55% stated that they use both elections and appointment.

Occasionally, the members of the general assembly or board of trustees are also involved in the administration and decisions are generally made within a small group headed by the director. In organizations with a particular political allegiance, elections are typically a formality and the director and administrators are chosen rather than elected. One indicator of this is the small number of modern organizations that change their director.

✧ **Efficiency of governing bodies:**

The number of meetings held by the governing body varies per organization.¹⁹ Five percent of organizations stated that their governing body did not hold any meetings, a sign that these bodies are failing to fulfill their responsibility to monitor organizations and hold them accountable. Seven percent of organizations stated that their governing body held one meeting and 12% stated that two meetings were held. In women's organizations, 31% stated that their governing body held between three and 11 meetings in 2006, while 45% stated that there had been 12 or more meetings during the year, usually by administrative bodies.

In general, data indicate the presence of an authoritative body in these organizations. The requirement that administrative boards be elected means in theory that they are vulnerable to central accountability. In practice, there are cases where the administrative elections are a mere formality, either due to the director's control over the entire assembly or board of trustees, or the hegemony of one political party in the organization.

¹⁹ The NGOs governing body refers to the governing board, if found, or the board of trustees. And if none exist, the board of directors acts as the governing body.

The size and type of organization has an impact on the effectiveness of the bodies in them. Traditional and local organizations turn their general assembly meetings into a formality. Political and clan influence in some of these organizations weakens accountability. Organizations allied to one particular party or clan transform their meetings and accountability procedures into formalities. Their general assemblies are chosen based on loyalty to the powerful group without any responsibilities other than to attend on the day of elections and this weakens their role.

Large organizations conduct their activities on a variety of scale but have relatively large activities, varied programs, and diverse relationships with donors. They adapt to international and regional changes associated with the work of civil organizations (related to the jargon of good governance, transparency, etc). However, the director's assumption of a pivotal role in the formation of the board of trustees of the organization, allows him/her to have a board that is conducive to the interests of the director rather than an authority that holds him/her accountable.

✧ **Administrative and financial transparency and accountability**

To evaluate whether reports meet the demands of transparency, it is necessary to concentrate on:

1. The context: what type of information is presented in these reports?
2. Type of publication: where does the organization publish its information?
3. The target audience of publication: are they members or employees of the organization, beneficiaries, or the general public?

It is important to ensure that a report fulfills its goal of making available suitable information for the accountability procedures of the governing bodies.

In general, indicators relating to accountability vary depending on the size of the organization, specifically the size of its activities and nature of its work.

Small organizations working at local level (village, neighborhood) do not need to publish on the internet for example, nor print an extensive annual report. The way in which the organization was created, funded, and its

activities are obvious to the local community and it can use simpler methods of publication, like wall murals or public meetings.

It is logical that administrative and financial bodies correlate with the size of the organization's activities. Organizations with widespread activities and corresponding expenditure need a financial system that controls spending and maintains methods of working within the organization's resources.

Small, local organizations do not need similar structures since their expenditure is less and their resources and spending are clear. Small organizations do not need a complicated administrative structure and the norm is for the administration to be close to the members of the general assembly. However, the presence of a clear administrative structure is important for an organization with a relatively large number of employees.

The 2007 survey indicated that 93% of organizations working in women's affairs have an administrative structure and 73% have a financial one. The data indicate that a significant number of organizations have some type of internal structure. Eighty-five percent of women's organizations have an internal auditing structure. The percentage drops to 76% for external auditing. In addition, 81% of organizations publish financial reports.

Annual reports are produced by 94.3% of organizations. The production of administrative and financial reports is a legal requirement and organizations are required to give their annual administrative and financial reports to their specialized ministry. A number of organizations fail to meet this requirement, typically small organizations with few activities or traditional organizations with limited impact.

Modern organizations produce reports regularly. Also, the variety of their funding sources and their partial dependence on foreign finding, force them to prepare financial reports for submission to donors, in addition to the required professional auditing.

The monitoring of the websites of large organizations indicates that some websites are only in English. This indicates that they are geared towards the donor rather than the beneficiaries or true local community and this can damage the standing of an organization with the target population.

Some annual reports are weak in content and therefore not useful for evaluating the administrative work of the organization, nor in providing

sound data for analysis. However, some reports link success to the organization's plan and present the obstacles faced by the organization.

The main weakness of these reports is the lack of information on the capacity of the organizations, in other words the use of available resources to achieve the best results, particularly their financial capacity.

It is also significant that reports that monitor the implementation of programs and achievements in activities are superior in organizations that depend on foreign aid. It is a similar situation with the publication and documentation of projects. This is partially due to requirements made by the donor but also because the organization itself wants to advertise its programs in order to achieve the greatest exposure, especially when the work of these organizations takes place beyond the local community (at regional or national level).

3.2.2 Nature and Pattern of Relationships of these Organizations

This indicator includes relationships between organizations themselves and with the PNA or Palestinian private sector. The indicator evaluates the extent of these relationships and the forms they take. The network of relationships held by these organizations is an important indicator of their effectiveness and enhances the ability of organizations to realize their goals.

✧ Cooperative and networking relationships

Many organizations (89.3%) stated that they have relationships with other organizations, including Palestinian, Arab, and international ones. All but one organization had relationships with local organizations. Twenty-seven percent of women's organizations stated that they had a relationship with an Arab organization while 58.2% had a relationship with an international organization. Only two organizations have a relationship with an Israeli organization. This is only to be expected since such a relationship would reflect normalization with Israel, which is still frowned upon by Palestinians. The few relationships with Arab organizations compared with international ones reflect the difficulty in communicating with Arab organizations, which are relatively few in number in the Palestinian Territory compared to international NGOs.

The nature of the relationship with international organizations is typically one of financial support, sometimes with cooperation in the

implementation of programs. Typically, the local organization is the main player in implementation or in planning and implementation. Relationships with Arab organizations are usually based on coordination and funding through various Arab networks. Arab organizations rarely have an office in the Palestinian territory due to political reasons.

Relationships between NGOs also vary greatly. The most common relationship is that of the geographic distribution of services, with 50.8% of women's organizations having this type of relationship with local NGOs, while 49.2% stated that they implement joint activities.

The most effective relationships are those of partnership and cooperation - yet they are the least common (32.8% and 32% respectively). These are effective because they demand different levels of involvement, typically beginning with project planning, followed by implementation and evaluation by one team working on the project. These relationships demand the distribution of roles between partner organizations and require a high level of cooperation and coordination.

Financial relationships between Palestinian women's NGOs are weak. This is logical since local NGOs are not funding agents. Typically, funding derives from foreign donors who assist the creation of local organizations to distribute foreign aid to other local partner organizations.

In fact, 8.2% of women's organizations stated that they have a contractual relationship with other local organizations. It is to be expected that one NGO will contract another to implement defined activities for its own benefit in the form of a partnership or complementary relationship.

It is striking that 14.8% of women's organizations do not have a relationship with other local NGOs. These organizations are usually traditional with a small base of activities.

More than half of women's organizations stated that these relationships are moderately effective, while 27.9% deemed them very effective and only three indicated that their relationships were not effective. Sixteen organizations answered that the question was not applicable to them. In general, women's NGOs see their relationships with other organizations as effective and enhancing their capacity.

A large percentage of these organizations (41%) are members of the network of Palestinian civil societies, while about a third (32%) are members of the public union of charitable organizations. A further 18% of organizations are members of the national assembly of civil institutions. Only a small percentage of organizations were members of other unions or networks. This percentage varied between 6.6%, in the public union of NGOs in the Gaza Strip, and 3.3% in the network of educational organizations. The list of public networks and unions includes the network of civil societies, the public union of NGOs in the Gaza Strip, the national assembly of civil organizations, and the public union of charitable organizations. There are also specific interest unions and networks for educational institutions, human rights organizations, cultural organizations, to combat violence against women, Palestinian women, Islamic relief, Jerusalem organizations, women's centers, micro-loans, development, and children's rights. Membership in public networks and unions is greater than in specialized networks since one organization can be a member of more than one network or union.

Some 58.2% of women's organizations believe that these networks are effective (27.9%) or moderately effective (30.3%) while 19.7% believe that they are ineffective. Twenty-seven women's organizations (22.1%) answered that the question was not applicable to them since they are not members of any network or union. It is possible to consider the isolation of these organizations as an indicator of limited effectiveness in the society in which they work.

✧ **Collaboration between sectors**

Palestinian women's organizations differ in their ideologies, theoretical framework, and priorities. These differences are of particular importance in women's affairs, which is an area of debate and conflict in Palestinian society and where complete collaboration between sectors is not possible. This aside, collaboration between sectors is a guide to the effectiveness of the relationships of these organizations and is an important indicator of success in attaining goals.

The survey results show that 81% of these organizations coordinate with similar organizations in the formulation of programs or projects; 47.5% coordinate to establish the needs of target groups; 56% coordinate to prevent the duplication of activities; 45.1% conduct joint planning; 41.8% carried out the joint implementation of projects or

programs; and 35.2% joined other organizations to monitor programs. What is striking is that 41 (33%) of women's organizations do not participate in any form of sectoral coordination.

In general, the results of the survey exhibit shortcomings in the coordination between organizations and a swing towards isolation. Typically, modern organizations and those working in the area of female empowerment are more active in this area than traditional organizations. The building of networks is an important component of a work strategy with the goal of enhancing the place of women in society.

✧ **Relationship with the government**

The most common form of relationship with the government is one of supervision, and this is a legal obligation; 77% of organizations indicated that they are subject to government supervision. The presence of 33% of organizations that do not participate in this form of relationship is due to the shortcomings of the government, particularly the specialized ministry responsible for the supervision and monitoring of the work of organizations within its ambit.

Thirty-two percent described the presence of a complementary relationship with the government and 25.4% a partnership with the government. A further 12.3% of women's NGOs indicated that they had a financial relationship with the government while 5.7% stated that they are tied to the government contractually.

In general, relationships between Palestinian NGOs and the government are weak, except for the supervisory aspect. The adoption by government of policies supporting women's affairs allows for wider relations between the government and organizations working in the field.

✧ **Relationship with the private sector:**

Naturally, these organizations may be in conflict with a social power bent on expressing and defending its interests. This conflict is represented in the relationships that these organizations have with social forces that represent those values, morals, and cultural and social ideals.

It is logical to assume that the success of these organizations in forming a wide network of relations with various parties, including the

private sector, is an indicator of their effectiveness and enhanced influence on each other.

The results indicate that 54.1% of women's organizations have a relationship with the Palestinian private sector, an excellent percentage given the weakness of the private sector. The relationship with the private sector is one of partnership (23.8% of organizations), funding (20.5%), complementary (13.1%), or contractual (11.5%).

No data is available on the extent of these relationships. Three organizations indicated that local contributions were their principal resource and local contributions made up 10% of the budgets of these organizations in 2006. The relationship between the private sector and these organizations typically takes the form of support by private sector institutions for a specific activity. A contractual relationship usually takes the form of technical training or training in an administrative capacity, for which the private sector is usually responsible. This type of support is not provided consistently.

3.2.3 Independence and Sustainability

This measures the ability of an organization to continue providing its programs, specifically its ability to sustain itself financially. It may have guaranteed funding to cover it in the foreseeable future or have specific plans to maintain financial independence and acquire steady funding for its primary programs. The continuity of impact of the organization was measured as this is crucial in measuring an organization's sustainability. We concentrate on the organization's capacity to provide its programs, specifically the continuity of its main program.

✧ Financial independence

It is impossible for these organizations to fund themselves since that would transform them into for-profit organizations, especially in the Palestinian territory. Also, given the weakness of the local private sector and the inability of the local community to fund these organizations, there is heavy dependence on foreign aid. This aid comes with political conditions, whether it emanates from the Arab world or from Europe and the US. Foreign aid alone cannot be considered a weakness or strength of these organizations. It is helpful to refer to the components of foreign aid, specifically its diversity, the possibility of sustainability and whether it is given to the organization or to specific programs.

The 2007 survey results indicate that 52.5% of these organizations receive foreign aid while 92.6% stated that they fund their own activities. Local donations funded 54.1%, plus 13.1% received aid from Palestinians abroad, and 9% received aid from the PNA. Few organizations received aid from Palestinians within the Green Line (2.5%) or from another source (most likely local) (4.1%).

The results also indicate that 35.5% of organizations depend on foreign aid as their primary source²⁰ of funding while 47% mainly fund themselves. Three (3%) of organizations stated that local contributions made up their primary source of funding and one organization depended on aid from Palestinians abroad.

The revenues of these organizations totaled 11.3 million USD in 2006, with an average of 104,000 USD per organization. These figures reflect the 108 women's organizations (88.5%) that provided data on their revenues. The results demonstrate considerable variations between organizations in the size of their revenues, ranging from 157 USD to 2.9 million USD. The primary source of finance for organizations that cover 55% of their expenditure was 33% self-finance, 10% local donations, and 2% from a variety of other sources (the Palestinian government or Palestinians from abroad or within the Green Line).

In general, most organizations have their independent prerogatives but are dependent on the availability of funding. Their ability to adopt a work methodology for a program and develop a project to meet objectives is limited by the funding required. Funding must be considered first, followed by program development. The program that does not receive funding ends up as ink on paper. The diversity in funding has an impact on the priorities set by the organization. The problem is highlighted when dealing with different sources of foreign funding (state or donor agencies). The majority of modern organizations, those with the objective of women's empowerment, depend on foreign aid for their activities. Their programs typically require more funding than two programs of small or service organizations.

²⁰ Primary source of funding refers to funding that exceeds 50% of total funding.

✧ **Financial stability**

The results demonstrated that in 2006, 44.3% faced financial shortfalls totaling 378,760 USD, an average of 7,284 USD per organization. The decline in revenue ranged from 45 USD to 209,099 USD. This was not restricted to a small number of organizations (seven organizations faced declines in revenue of more than 10,000 USD and one organization accounted for 55%). The fall in revenue was faced to a greater degree by a few organizations. However, this does not reflect the complete picture since there are small organizations that have faced declines in small monetary values but which make up a large proportion of total resources.

Here, it is important to differentiate between two types of shortfall: the first is an unexpected expansion in the organization's activities with the presence of new programs for which the organization is unable to find suitable funding. The second results from the cutting off of funding to target programs. In the first situation, the shortfall in funding can be avoided and the work of the organization preserved, while the expansion of secondary programs is flexible depending on the availability of finance. The second type of shortfall affects the organization's primary programs and in this situation, the organization as a whole is threatened.

The majority of organizations (90.7% of those facing shortfall) blamed inadequate funding and 70.4% cited limitations on their own resources.

The third reason given for financial shortfall (by 31.5%) was the loss or closure of revenue-generating programs run by the organization. The organizations blamed the economic and political conditions resulting from the Israeli occupation and blockade of the Palestinian territory.

Few organizations attributed their financial crisis to poor administration, although two organizations did cite it as a partial cause. In reality, the separation of subjective and objective reasons may provide justification for the failures of the organization through disguising the relationship between the availability of funding and the ability to use it properly.

In general, a decline in funding does not present a threat to these organizations, although it may threaten the existence of a few of them.

However, the greater problem is the ability to benefit from a variety of sources of funding. To determine effectiveness in this area, information was obtained on the resources available to organizations and the presence of a plan to develop these resources to achieve financial independence.

The majority of organizations dependent on foreign aid stated that they required it up to 2010, while only eight organizations stated that they could give it up. This is important because the characteristic of foreign aid presented to these organizations is that it is dependent on the general political climate. That is, it has political objectives and is usually given to specific programs and projects for a defined period of time. Donor agencies audit accounts to assure that the funds were spent in the defined manner and it is not possible for the organization to save a small amount. Therefore, diversity in the sources of foreign funding allows some flexibility but does not guarantee sustainable aid, even in the interim.

The organizations or programs most tied to foreign aid are those related to female empowerment, including programs on social issues.

In order to function, organizations work towards financial sustainability and monitor their work through the presence of interim developmental plans. The results indicated that 41.8% of organizations working in women's affairs have a plan of this type. The majority of these organizations (82.4% of those that have a plan) stated that their plans consist of a limited budget. This means that 34.4% of these organizations (42 in number) have an effective development plan. Nine organizations have development plans that include budgets without the available resources to guarantee the funding of the plan. Seven organizations stated that they have financial resources to cover 20% or less of the plan. Only 12 organizations have sufficient funds to cover 50% or more of the plan and two organizations have the resources to fund the entire plan. In conclusion, a small number of organizations have development plans that are effective and based on budgets with appropriate funding, or a realistic percentage of this funding. These organizations are usually modern.

With regard to the creation of a plan, the majority of organizations (90.2%) based it on an assessment of the needs of society, while 80.4% of organizations based it on a subjective assessment of social needs. Also, 54.9% of organizations stated that they included the

target population in the development of their plan and 29.4% based plans on the interests of donors.

This means that a plan is developed by various methods, part of it related to the source of funding, and with awareness that the priorities and amount donated may alter. This highlights the seriousness with which these organizations build their programs whilst working towards securing funding. It raises the question whether the organization seeks to develop its work in response to foreign aid, and consequently alters programs to guarantee funding, or whether it finds a correlation between funding requirements and the development of programs in order to achieve its goals more effectively.

The percentage of organizations working in women's affairs holding financial resources, of whatever size, was 30.3%. Eleven organizations (9%) have assets bringing in income and five organizations (4%) have savings that they use to fund activities. There are 21 organizations (17.2%) that own their location or office. Also, 54 organizations (44.2%) run projects that generate an income and are managed directly, with the exception of two organizations that oversee projects.

The existence of these financial resources indicates that organizations are adept at enhancing their financial independence, especially income-generating projects.

Some of the large organizations working in the field of women's empowerment (modern organizations) are able to sustain funding for their primary programs by enhancing their ability to support themselves. This conclusion can be supported by the fact that 53.3% of organizations working in gender and social issues have a direct plan to support themselves. Most organizations with a plan have included the initiation of private investments (63.1%), encourage local support for their activities (67.7%), enhance volunteer work (80%), and develop establishments (19.6%). Plans to build self-reliance enhance sustainability and the continuity of programs and are therefore conducive to overall achievement.

✧ **Needs**

These organizations referred to a number of needs in order to enhance sustainability and effectiveness. These range from funding (93.4%), improved cooperation with the local community (61.5%), institution building, networking relationships, and equipment and electronics.

What is striking in these results is the number of organizations that view an enhanced relationship with the local community as an important need. This is justified in service organizations but in respect to organizations dealing with advocacy and initiative, it demonstrates success in their work.

3.2.4 Community Impact

These organizations aim to bring about long-term change in the culture and behavior of society towards women's issues, concentrated on creating the desired change through ongoing programs with a single goal. The most important thing in the continuity of the organizations is, therefore, the sustainability of its principal program. Yet, these organizations work in an environment of rapid change that requires flexibility in the performance of activities. There are constraints on this flexibility to ensure that an organization preserves its individual identity and sustains its principal program since the changing of an organization's identity mean its failure.

✧ Changes in programs

The results of the survey indicate that 53.3% of organizations changed their programs since inception, generally to give programs a developmental aspect towards long-term change rather than focusing on responding to immediate personal needs. Forty-four percent of organizations had increased their developmental programs compared to 8.2% that indicated that developmental projects had decreased or ceased. This is a positive direction in itself.

However, the results also indicate that the situation faced by Palestinian society has forced organizations to respond to immediate needs. In the survey, 26.2% of organizations stated that they had increased their relief programs, while 4.1% said that their relief programs are dependent on the availability of aid, usually foreign. The majority of organizations cited the reason for changes in their programs as the local environment, e.g. the establishment of the PNA and the crisis facing Palestinian society after 2000, which forced many organizations to make major adjustments to their goals and work. New priorities in society were cited by 36.9% as the reason for changes while 20% stated that they had responded to measures imposed under the Israeli occupation. These changes are justified since it would otherwise be difficult to accept the sustainability of an organization that was a popular body prior to the establishment of the PNA and then became a professional center that represents a new reality far removed from its predecessor.

The second reason given for changes in the work environment is external factors, specifically the influence of donors. Some 13.9% of organizations stated that they had adapted in response to donors, while 36.9% cited a decrease in funding. It is to be expected that an organization would change its programs (expand or reduce) in response to the funding provided, but this leads to changes in the context of its work, its priorities and objectives, and may have a negative impact. However, 18% of organizations indicated that they changed their programs in line with new goals and policies, although this did not mean that the organization itself had changed.

✧ **Follow-up of beneficiaries**

Organizations working in women's affairs follow up with the beneficiaries of their programs in various ways; 68.1% (105 organizations) stated that they maintained a relationship with beneficiaries after the end of the program or activity. Some 35.2% of NGOs working on women's issues indicated that they follow up with beneficiaries through informal meetings, 32.8% follow up via a committee that represents beneficiaries, and 17.2% said that follow-up takes place through regular meetings with beneficiaries. The majority of organizations do maintain a relationship with beneficiaries after programs have ended and this assists the sustainability of programs. This policy needs to be enhanced, especially in organizations working with women, and is an important indicator of the impact of the organization.

✧ **Plans to develop and achieve objectives**

In 83% of organizations, there is a time frame to implement programs and activities. Thirty-eight percent of the women's organizations stated that plans are always fulfilled, while 60% sometimes achieve their goals and the remaining 2% rarely achieve them. The results indicate that 88% of organizations that do not achieve their planned goals fail to do so because of obstacles such as interference by foreign donors, which affected 16% of organizations, or lack of interaction by beneficiaries with the plans of the organization (32%), and lack of time available for members of the organization (15%). The majority of organizations (83%) cited limitations by donors as the greatest obstacle to realizing their plans. Interference by local donor agencies affected 13% of organizations that failed to achieve their goals. Also, 57% indicated that measures implemented under the occupation restrict their work both directly and indirectly. Finally, 9% cited other

reasons for not achieving their goals, primarily due to the failures of project staff or problems between them.²¹

A planned program of work presupposes the existence of an organizational mission that can be translated into defined goals within a suitable strategy of projects. As a result, the very presence of a plan is a positive indicator of the work of these organizations. Planning creates a structure with a systematic basis that allows for the monitoring of success in achievements and coincides with evaluation. Regardless of the effectiveness of the planning in these organizations, steps in this direction are a positive indicator towards improved planning in the future.

3.2.5 Effectiveness of these Organizations

The measurement of the impact of these organizations in society was conducted through measuring the harmonization between the programs of these organizations and their goals, and the methods for measuring the impact of its social programs. Sometimes this evaluation is done in order to meet donor requirements, though it is usually part of the organization's own planning.

✧ Harmonization

Harmonization between objectives and programs is an important indicator of the effectiveness of these organizations. This supposes that the organization has a mission, objectives and goals that are defined with sufficient clarity that they may be measured. Based on these objectives, the organization determines its strategy, and from this the organization designs its programs and projects. This process should generate projects that serve the organizational objectives, and should allow for the evaluation of project success. However, the political, economic, and social conditions prevalent in the Palestinian territory impact the methods by which these organizations develop their programs and projects; the organizations must work to ensure this does not affect the organization's main programs.

In order to measure the degree of harmonization between the program goals of these organizations, a comparison of the principle programs and main objectives of the organizations was conducted. 40 organizations, one third of the total, were found to have faced

²¹ The sum of percentages in this paragraph add up to more than 100% because organizations indicated that they faced more than one obstacle in achieving their goals.

difficulties in defining their principle objectives, and this in itself is a negative indicator on the ability of these organizations to set their objectives, and indicates that these organizations don't have clarity on the message that they carry to society.

According to their own self-definition, and according to their main program, these organizations are focused on women's affairs. However, the primary objective varies among these organizations; meaning that the compatibility between the organizations' primary objective and their main program is sometimes weak. Organizations remain on a very general level when it comes to drafting their mission statement and goals. This is one coping mechanism for these organizations who can therefore fit into many donors categories for funding.

✧ **Impact on the local community**

In regards to the extent of their impact on public policy, a small percentage of the organizations in the sector indicated that NGOs have a significant impact (22.1%). A larger percentage stated that they have a moderate impact (57.4%). 17.2% of the organizations answered that NGOs do not have an impact on public policy and did not answer the remainder of the questions. There exists within the sector a generally positive perception of its overall impact on public policy.

However, in regard to self-perceptions of the effectiveness of each organization in this area, 8.2% of the NGOs indicated that they greatly impacted public policy, whereas 26.2% indicated that they sometimes had an impact on public policy, whereas the majority believed that they did not have an impact on public policy. This indicates the organizations have a perception that their effectiveness is limited in this area.

With regard to the evaluation of the effectiveness of these organizations in meeting the needs of society, we notice that a greater percentage of organizations have a positive perception of the extent of this effectiveness: 18.9% indicated that their effectiveness was large; 51.6% believed their effectiveness was moderate; and 21.3% indicated that the effectiveness of these organizations was limited, and 4.1% said that these organizations are not effective.

With regard to self-evaluation of societal impact, 43.4% of the organizations undergo this process; the vast majority (50 out of 53)

instigating it themselves, and 15 organizations said that donors were an additional, or the sole influence. 62.3% of those who self-evaluate do so on an ad hoc basis, as and when the organization was in need of such a study; 30.2% indicated that they conduct these studies regularly; and 7.5% indicated that they conduct these studies when the donors request them.

Typically, the evaluations are conducted by the organization itself, 81.1% of the organizations that conduct these studies indicated that they conduct these studies; only one organization indicated that the donor implemented the study; and 9 organizations (19%) indicated that independent agencies conducted the study.

❖ **Beneficiaries**

The activities of these organizations include the provision of individual services, as part of their activities in women’s empowerment. These organizations indicated that they provided services to 210,206 beneficiaries with an average of 1,752 beneficiaries per organization, and the number of beneficiaries ranged from 16,000 to 30,000 beneficiaries. Three organizations indicated that they don’t provide individual services.

❖ **Obstacles to increased effectiveness**

The organizations working in the field of women’s affairs reported various obstacles to their increasing their effectiveness in society. These obstacles are represented as follows:

Weak funding	89.3%
Administrative problems	15.6%
Legal problems	3.3%
Lack of participation from local community	49.2%
Occupation measures	59.0%
Lack of human resources	39.3%
Other	8.2%

Obstacles negatively impacting the implementation of plans were reported by 77% of organizations: 16% of the sector identified interferences from the foreign donor agencies as an obstacle; 31.9% indicated the lack of participation of beneficiaries; 14.9% identified the lack of time; lack of skills and human resources was identified by 31.9%; limitations of funding by 83%; interference from local donors

by 12.8%; Israeli occupation measures by 57.4%; and other obstacles by 8.5%.

Overall, taking into account the five indicators and the self evaluations, it would be fair conclude that this sector has a moderate level of effectiveness. They have succeeded in laying foundations to start moving towards some significant achievements in empowering Palestinian women. It may be said that organizations aimed at promoting women's equality and social gender issues are more effective than others.

The sector as a whole needs to move in the direction of collective action, and improve the organizations' leadership and the role of governance in promoting accountability. It will be important going forward to build on relationships, and in particular improving sectoral coordination, in order to build of an influential women's movement. But, more importantly, the issue of funding continues to be a vital factor for these organizations. Except for service organizations and smaller organizations, the women's organizations are largely dependent on foreign funding. While foreign donor relationships can in time lead to the improvement of administration, accountability and transparency, there is a danger of weakening ties to the local audience in favor of closer ties to the donor. And while increased resources are positive for the organizational effectiveness, this also threatens the sustainability of their operations.

4. NGOs Working to Promote Democracy and Good Governance

The 2007 survey showed 18 organizations working in the field of democracy. 13 organizations are in the WB whereas the other 5 are in the GS. Three organizations work in the field of good governance, all of which are based in Ramallah. In this section we will analyze the effectiveness of these organizations and their impact. Since the number of those organizations working in the field of good governance is small, and since the objectives and programs of both kinds of organizations are very similar, we will combine them in one analysis.

4.1 General Characteristics of Organizations in this Sector

4.1.1 Year of Inception

The inception of organizations working in the fields of democracy and good governance was relatively recent. The first organization in these fields was established in 1989. Four organizations were established during the period 1989-1993, the first *Intifada* years; five organizations were established during the period 1994-2000, after the inception of the PNA and before the start of the second *Intifada*; and twelve organizations were established between 2000 and the 2007 survey. These organizations were established later, relative to the other NGO sectors, as is to be expected due to the absence of state institutions. The Palestinian political and academic elite started to become interested in these fields during the first *Intifada*, after signs of a political settlement between Israel and the PLO appeared in the horizon. At this stage the possibility arose of the creation of a semi-state entity, within a framework of a national authority, which runs the affairs of the Palestinian society in the WBGS.

Since their inception, democracy and good governance programs were subject to political developments in the formation of the political system within this period. As such, the role of these organizations, projected through their objectives and programs, was strongly attached to the establishment of the PNA's institutions. This authority, which started conducting its work as a state, was not fully sovereign, and was characterized by rapid transformations according to the political relationship with the Israeli government.

Within this context, the role and duties of the PNA and its institutions were swaying between the duties of the state, and the duties of liberation from the Israeli occupation. Which took priority was dependent on the political situation and on progress of negotiations. This continued until the *Al-Aqsa Intifada*. The role of PNGOs working in the area of democracy was swaying between the duties of achieving their objectives, such as monitoring the states and educating people about democracy, and the duties of supporting the PNA institutions in facing the harsh measures of the Israeli occupation. This confused their operations and sometimes forced them to change their programs and activities in order to adapt to the prevailing conditions.

4.1.2 Registration

NGOs working in the fields of democracy and good governance adhere to the procedures of legal registration to a greater extent than those in other sectors. All of the organizations working in the field of democracy are registered: 20 with the Ministry of Interior, (only one is not registered with this Ministry); and 15 with a specialized ministry (including the one not registered with the Ministry of Interior). This means that 14 organizations are registered with two ministries, the Ministry of Interior and an appropriate specialized Ministry.

4.1.3 Employees and Volunteers

Most of the organizations working in the domain of democracy and good governance are small in terms of the number of full time workers. The total number of workers in these organizations is 119: a rate of 6.6 employees per organization. A balance exists between the number of male employees in these organizations (61), and the number of female employees (58). Six organizations do not have any paid employees. The rest of the organizations have between one and 41 paid employees.

There are 600 volunteers across the democracy sector, a rate of 33 volunteers per organization. The number of female volunteers (483) is much higher than the number of male volunteers (117). It should be noted that 400 of the total number of volunteers work in one organization, while the rest work in 12 organizations. There are no volunteers in 3 organizations.²²

²² Concerning the number of volunteers in these organizations, it should be noted that many of them counted the members of trustee boards, executive councils, members of general assembly, and members of other councils as volunteers. This is what makes their numbers high.

Organizations working in the domain of good governance had 46 paid employees, at a rate of 15.3 per organization. 52% are female. The number of volunteers in these organizations is 135, the majority of which are male (70.4%). 130 volunteers are concentrated in one organization. It should be noted that one organization did not release information about its volunteers.

4.1.4 Activities

The majority of this sector's organizations (20) stated that advocacy and awareness raising are the basic forms of their activities. Eight organizations stated that they provide individual services; for most this is training. The budget allocated for activities that are related to awareness raising was 40% of the organizations' 2006 budget. The percentage of budget allocated for activities related to advocacy was 34%, while the percentage of budget allocated for individual services, such as training, was only 2.5%.

4.1.5 Beneficiaries

It is difficult to define those that benefit directly from the operations of NGOs working in the area of democracy, due to the nature of their work. However, these organizations stated that the number of direct beneficiaries is almost 91,000 persons. The organizations' various estimations as to the number of their direct beneficiaries ranged from 20 people to 40,000 people. Half of the organizations stated that the number of their direct beneficiaries does not exceed 500 people. Mostly, those are the ones who participated in courses, workshops or forums that these organizations initiated. Organizations working in the domain of good governance estimated that they provided individual services to 30,430 persons. These services were provided by only one of the organizations, which provided individual services to 30,000 people.

4.2 Indicators to Measure Organizational Effectiveness and Influence

Five basic indicators will be used to measure the extent of effectiveness and influence of organizations working in the area of democracy and good governance. These indicators are specific for this sector's organizations. They are: the nature of administrative structure, accountability and transparency; the nature and patterns of these organizations' relationships;

independence, funding, and sustainability; ongoing ability to influence; and self-evaluation.

4.2.1 Administrative Structure and Principles of Accountability and Transparency

The NGO's administrative structure is one of the important determinants of the extent of their effectiveness and ability to influence society. The nature of the administrative structure adopted by the institution, and the extent of its accordance to the rules and transparent professional procedures, is reflected in the image of the organization in the eyes of their populace. Because these organizations work in the areas of democracy and good governance, their own governance is particularly important in order to maintain public trust. This will be examined under the following:

✧ Structure of the governing body

Governing bodies in most NGOs working in the domain of democracy and good governance may be boards of trustees, executive councils, executive committees, or a combination thereof. The number of organizations with boards of trustees was only 5 out of the 21 organizations working in the domain of democracy and good governance. 18 organizations have executive councils, and 6 organizations have executive committees. The number of members of these councils ranges from 3 to 9 members. This includes male and female members, though the number of males is double the number of females.

20 organizations out of the 21 working in the domain of democracy and good governance have general assemblies. The number of members in these general assemblies ranges from 8 to 527 members. Membership is open to both males and females in all of these assemblies.

✧ Selection of members of governing bodies

The existence of executive councils, their structure, and the status of council members, are important indicators as to the extent of the professionalism of these organizations. However, in order to complete the picture, it is necessary to examine the nature of procedures followed to select council members, the scope of freedom given to them to lead their organizations, their involvement in developing the strategy of their organization, and their actual role in monitoring and questioning the executive committees.

Of these organizations, 19 select council members through election, while only one organization appoints the members of the executive council directly, and one organization selects part of the council through election and the other part through appointment. This picture seems positive where the majority of members of the governing bodies in these organizations are elected by their general assemblies. But the picture is less positive if we take into consideration the fact that most of the general assemblies are chosen by the organizations' directors. It is also of concern that the general assemblies are relatively small; in 13 of these organizations the number of members of the general assembly does not exceed 35, and the average organizations' general assembly has less than 20 members. This supports the idea that members may have been chosen from the directors' or council members' circles of friends. This may weaken the internal monitoring which is supposed to be practiced by the general assembly. The general assembly of some of these organizations did not meet for more than three consecutive years, and did not officially communicate with the organization. Such assemblies exist in name only: they are assembled only to elect a new executive council or to appoint one by consensus.

Many of the general assemblies in this sector did not fulfill their intended role and were marginalized. According to the reports of some of the directors of these organizations, this is due to the fact that general assemblies are imposed on organizations by the PNA as a condition for registration, according to the Law of Civil Societies.

✧ **Accountability and effectiveness of governing bodies**

It is important to examine the extent of effectiveness of governing bodies in drawing the policies of their organizations and in holding the executive committees to account. It is possible to look for the indicators of the bodies' effectiveness through the number of meetings their organizations held, and consequently, the extent of communication between their members. During 2006, the high authorities of 2 organizations working in the field of democracy and good governance did not even meet once, while in the rest of the organizations (19), the high authorities held at least one meeting. The number of meetings for eleven of the organizations ranged from 1-6, while the governing body of five organizations met more than 7 times during 2006, where the average number of meetings was seven. These figures show the extent of intercommunication among the members of these authorities. It seems as though the majority of these

organizations had organized the work of their governing bodies through bylaws and reference regulations that describe their duties, their roles, and the nature of authorities they enjoy. There remains a question over the extent of submission to these bylaws by the organization and its directors.

We may not answer this question with the quantitative survey data. Thus, we searched for an answer in the interviews with some of the previous and current directors of these organizations. We found that there are differences between NGOs as to the extent to which they would defer to their governing bodies. The extent of effectiveness of these councils depends greatly on the role of the executive director, who, through his or her experience²³, knowledge of the details of the operations of the organization, and relationships with donors and other NGOs, is able to exert power and influence on the high authorities in his organizations.

❖ **Accountability and administrative and financial systems**

The survey revealed that most of this sector's organizations have a clear administrative system. 19 organizations prepare follow-up reports for their activities and always conduct an evaluation of their programs, while only two organizations do not. Seventeen organizations operating in this sector have a financial system which they abide by, and audit their accounts internally. Most of the organizations (20) working in this sector stated that they submit their accounts for an external audit, and that they send their financial reports to their donors and governing body. Most of this sector's organizations (15) stated that they publish periodical financial reports for their stakeholders.

This indicates the extent of adherence by the organizations of this sector to administrative and financial regulations. It also indicates the extent of their financial transparency especially in front of their authority bodies and donors. This enhances their credibility in the eyes of their stakeholders. Such credibility is important for the continuation of the organization and the sustainability of its programs. The trust of the populace is projected in the extent of their cooperation with the activities of the organization as well as with the values and ideas it promotes.

²³ Most of the directors of these organizations practiced their duties for more than 15 years. There are no internal laws that determine the number of years for which these directors can occupy their positions.

4.2.2 Working Relationships

- ✧ **Coordinative, cooperative, and networking relationships**
Cooperative relationships enhance the NGO capacities. They strengthen the effectiveness of the organizations of this sector particularly, because of its need to mobilize public opinion and to communicate with the widest possible audience in order to exert influence on decision makers. In order for the organizations to achieve this, they have to cooperate and coordinate with each other locally and with similar Arab and international organizations in order to exchange expertise, strengthen capabilities, and mobilize the required funding to continue their programs. As such, the coordinative, cooperative, and networking relationships are an important indicator as to the extent of the effectiveness and influence of this sector.

Within this context, it is noted from the collected data about these organizations that, based on their awareness of the importance of these relationships, most of them had actually established coordinative and cooperative relationships with many similar local and international organizations. All of these organizations working in the domain of democracy and good governance stated that they established coordinative and cooperative relationships of other local, Arab, and international NGOs. All of these organizations have such relationships with local organizations, while only 10 organizations have coordinative relationships with Arab NGOs and 15 organizations have coordinative relationships with international organizations. On the other hand, only one organization stated that it has coordinative relationships with Israeli organizations.

- ✧ **Network membership**
Most of these organizations subscribe to one specific NGOs network. Twenty organizations stated that they are members in one local or Arab network, 10 of which subscribe to the “Civil Organizations Network,” 2 organizations subscribe to the “National Association of Civil Institutions,” 2 subscribe to the “General Union of Civil Societies,” while 6 subscribe to other local and Arab networks. Almost half of these organizations (12) evaluated the effectiveness of the networks they subscribed to as medium; 3 organizations evaluated the networks they subscribed to as ineffective; and 2 organizations evaluated their networks as very effective.

✧ **Relationships with other local organizations**

It is noted that more than half of these organizations (12) establish partnership or integrative relationships with other local NGOs. It is also noted that less than half of these organizations (10) have coordinative relationships to distribute the activities and services regionally to avoid redundancy, to avoid confining their activities to certain regions excluding others, or duplicating activities. Thirteen organizations stated that they coordinate with other organizations when they design their projects and new programs. Nine organizations stated that they execute common projects with other local organizations. The evaluation of these organizations to the effectiveness of cooperative relationships, where most of them (14) stated that the effectiveness of such coordination is weak or medium, indicates that there is still a need to enhance networking and cooperative relationships between organizations active in this sector.

✧ **Sectoral coordination**

According to some of the organizations' directors, most coordinative and cooperative relationships are confined to executive areas or to mutual solidarity, especially for those that face problems with the PNA. However, they rarely direct their programs as one sector, but rather operate as individual organizations, or as a sub group of organizations, to determine strategic plans and their vision and objectives.

✧ **Relationships with the government and the private sector**

It is noted that all of these organizations have relationships with the PNA legislative, jurisdictional, or executive institutions, and most of these organizations (14) stated that their relationship with the PNA is one of supervision. Only one organization stated that it has funding relationships with the PNA within a contractual framework, while 10 organizations stated that their relationship with the PNA is integrative, within a framework of programs with shared objectives.

Concerning the relationship with the private sector, most of these organizations have relationships with this sector except for three. Almost half of these organizations (10) have funding relationships with the private sector. Meanwhile a minority (4) of these organizations indicated that their relationship with the private sector is integrative, contractual, or partnership based.

4.2.3 Independence, Funding, and Sustainability

The independence of organizations working in the domain of democracy and good governance is a basic indicator of their influence and effectiveness. The independence of these organizations is related to the extent of their ability to pursue their objectives and the extent to which they may continue their programs. What is meant by independence here is the extent of the authority of these organizations' independence from the PNA, as well as from foreign agendas, in connection with determining objectives, priorities, programs, and modes of operation. Such independence is represented in administrative independence: independence in decision making; and financial independence.\

✧ **Administrative independence**

Regarding administrative independence, it is noted that all of the high administrative boards in this sector's organizations were formed independently from the PNA. Mostly, they include civil society activists, independent politicians and academics who enjoy high social and professional status in the local society. Usually, these are elected by the general assemblies of these organizations, as previously mentioned. Mostly, these bodies decide the policies and objectives of their organizations fully independent from any party outside the organization.

✧ **Financial Independence:**

Most of this sector's organizations depend largely on foreign funding. 16 of the 21 organizations receive funding from abroad, 10 organizations have an element of self funding, 2 organizations receive funds for the PNA, 11 organizations receive local donations, and 2 organizations receive donations from Palestinians abroad. None of these organizations receive any funding from organizations or individuals inside the Green Line, and one organization receives funds from other unmentioned sources²⁴.

Out of the 16 organizations funded from overseas, 12 organizations received overseas funding that ranges from 70-100% of their total 2006 budgets, while the remaining 4 organizations received foreign funding that ranges between 5-40% of their 2006 budget. The number of organizations that self-funded more than half of their 2006 budget was limited to 3

²⁴ Concerning the size of revenues of this sector's organizations, the survey shows that the revenues of 18 organizations working in the domain of democracy and good governance in 2006 reached 4.932 million USD, whereas 3 organizations did not report the size of their revenues.

organizations. Four organizations received more than half of their 2006 general budget from local donations. Other sources of funding were limited in terms of their contribution to budgets.

Within this context, the majority of this sector's organizations (15) stated that they could not give up foreign funding until 2010; only one organization stated that it could give up such funding by 2010. As the data from this sector indicates, most of the organizations do not have alternative income resources that could guarantee their financial sustainability and enable them to do away with foreign funding. Most of these organizations (19) do not have income generating projects or endowments. On the other hand, many organizations (12) have direct plans to increase their reliance on local resources, including suggestions to enhance the participation of the local society, and to depend on volunteers to reduce running costs. Some of them include plans to establish special revenue-generating investments.

There is no doubt that the organizations of this sector cannot operate without overseas funding. This is due to the nature of the operational programs these organizations conduct, most of which have no potential for income generation. Consequently, they cannot depend on self-income; nor can they depend on aid from the PNA because of their role in monitoring and pressuring the different institutions of state.

The private sector is still unable to support PNGOs, although it has started supporting some of their smaller programs. This sector depends also on the support of liberal social sectors, whose interests are in harmony with the objectives and the programs of these organizations. These organizations have a unique characteristic that distinguishes them from other PNGOs: they seek to promote their ideas for reformation of the political system, political development, and institutional buildup. This makes it difficult on these organizations to depend on aid from the PNA. However, they can depend on the support of some sectors of the national bourgeoisie which share the same vision. However, the role of these social sectors in providing financial support to these organizations is limited, forcing the organizations to seek external support. Through this external support, these organizations were able to sustain themselves and avoid financial deficit. While 5 organizations stated that they had financial deficits in their 2006 budgets, the deficits were less than 5,000 dollars. On the other hand, 15 organizations reported that they have either had surplus income or managed to balance their 2006 expenses with income. One organization did not release this financial data. Those small deficits that exist are stated to be due to insufficient funding and limited self-generated revenue.

Thirteen organizations stated that they prepared a medium range developmental plan during the last year and that they are operating in accordance with it. All of these plans include defined budgets. However, only 5 organizations out of these 13 stated that their available guaranteed revenues cover more than 50% of the needs of the plan. The rest do not yet have guaranteed resources to cover the needs to their plans. This means that their plans may not be executed due to financial shortage.

4.2.4 Ongoing Impact

The impact of the work of this sector's organizations cannot be seen in the short term, especially those outcomes related to advocacy and social-cultural programs. Consequently, these organizations have to maintain long-term programs, and preserve connections with their stakeholders and beneficiaries. The scope of the continuation of programs related to the mission of these organizations is a better indicator on effectiveness of the institution than the continuation of the institution as a whole. Many of the organizations continued their work but transformed their programs and, in so doing, reduced their impact. Consequently, measuring the extent of effectiveness of these organizations is related to the extent of the continuation of their social impact; i.e. the extent of continuation of their basic programs. Also, it is related to the medium range operational plans that direct their work, and the process by which such plans are created; whether they are in harmony with the needs and trends of the local society.

✧ **The degree of change in these programs**

Within this context, 10 of the organizations stated that some change has occurred in their operational programs since their inception. Reasons for such change are: funding shortages; a change in objectives; and changes in the social priorities resulting from change in the political and economic environment. Three organizations clearly stated that the reason for change is related to the necessity to accommodate donors' priorities. This indicated that the extent of continuity of the programs is still below the required level to achieve a significant impact on the society.

✧ **Plans and their preparation**

According to the organizations, these changes occurred despite the fact that the majority of them (17) operate according to plans designed to achieve their objectives. Furthermore, 16 organizations stated that target groups had participated in defining needs and priorities, and in the process of planning, executing and evaluating projects. Out of

thirteen organizations preparing plans during the previous year, eleven organizations stated that their plans were made according to an evaluation of the needs of society. Eight of these designed their plans with the participation of the local society. Three organizations frankly stated that they design their plans according to the desires of the donors.

✧ **Follow-up with beneficiaries and achievement of objectives**

These organizations frequently follow up with their beneficiaries: sixteen organizations stated that they follow-up with their beneficiaries either through unofficial meetings, meetings with a permanent committee or through periodical meetings with some of the beneficiaries.

Despite the intention of these organizations to establish plans according to the needs of society and with the participation of target communities, half of these organizations (11 organizations) had not achieved their objective. According to the statements of these organizations, they failed because of a lack of community participation, funding limitations, and local donor interference. Seven organizations stated that the Israeli occupation has greatly hindered their work.

The impact of the PNGOs in this sector is relatively weak. The connections they make through their activities are limited to few social sectors, and to an elite that agrees with the philosophical trends of these organizations. The organizations lack the tools to communicate with the wider social base. This is not due to a shortcoming from these organizations per se, although they could increase efforts to achieve wider success on this level, but rather it is due to conditions and changes imposed on the organizations' objectives and operations, and to the fluctuating political and economic environment in which they work.

4.2.5 Self-evaluation

The evaluation of these organizations as to the scope of their own effectiveness has an important indication: it promotes organizational awareness of the importance of its role, and of the extent of its ability to change. It also assists in identifying areas of strength or weakness in programs, as well as in operational methods. The indicators used by these organizations aim to measure the extent of their impact on society through monitoring programs and their influence on public policies and public

opinion, the extent of their individual services, and the follow-up of their programs.

Most of the organizations of this sector (19) stated that they periodically evaluate all or some of their programs. All of these organizations stated that they greatly benefited from such an evaluation. The majority of these organizations (15) depend on periodical meetings with the beneficiaries or on the observed impressions of people to evaluate their programs. Some of them (13 organizations) use questionnaires and other methods to evaluate their programs.

Concerning the method of measuring the extent of their effectiveness of their programs on the society, twelve organizations stated that they conduct studies. Half of the organizations (11) instigate these studies themselves. Twelve organizations conduct these studies either periodically, or when deemed necessary. Meanwhile, only one organization stated that it conducts such a study when the donors ask for it. Eleven organizations stated that these evaluation studies are normally done by the staff of these organizations themselves and not outside evaluators.

It seems that PNGOs consider their self evaluations to be positive and encouraging. Most of the organizations working in this sector (20) stated that they had significant or medium influence on public policy. Eleven organizations stated that they participated in influencing decisions taken by the Palestinian Government (such as influencing the approval of the charitable societies' and civil organization's law). The majority of these organizations (17) stated that their effectiveness is very high, or high in fulfilling the needs of the society in the domains of democracy and the spread of awareness. Based on that, the level of satisfaction of these organizations regarding the nature of their operations and programs is high. However, this is still based on their self evaluation and does not necessarily reflect reality. Through interviews with a number of directors of these organizations, a lower level of satisfaction was prevalent regarding success in influencing policies and social awareness. There are many factors that may limit the possibility of increasing programs' influence, and this was confirmed by the data. The majority of the organizations (15) stated that shortage in funding had negatively impacted their effectiveness. Ten organizations also stated that the weak cooperation of local society with their programs is one of the important hindering factors that limit their influence. Meanwhile, thirteen organizations referred to the Israeli occupation's measures in limiting and hindering their

ability to influence. Some of these organizations (4) also believe that shortage in resources and human expertise is a hindering factor.

In summary, democracy and good governance organizations enjoy firm structural administrative procedures that are in line with principles of transparency and accountability, despite the weak role of their authoritative boards. These organizations enjoy a wide range of relationships with local and Arab organizations and networks, enhancing their financial capabilities and their expertise, which should in turn positively influence their sustainability, the stability of their programs, and their ability to have influence. As such, this is a significant asset for these organizations, and is one of the fundamental reasons for their ability to influence public policy and to communicate with policy makers and the governing political elite in the PNA.

Concerning the scope of these organizations' independence and sustenance, it is noted that their independence from the PNA is high. However, and because of the weakness of their self funding mechanisms, they significantly depend on foreign funding and are unlikely to be able to achieve financial independence in the near future. This threatens their sustainability. Concerning the ability of these organizations to continue their work into the future, it is noted that they can adapt to changing environments. This was proven during the catastrophic conditions which the Palestinian Territory endured during the *Al-Aqsa Intifada*. But what is more important is the continuation of their programs: here must be noted that half of these organizations had been forced to change their programs due to funding shortages or changing social priorities. Furthermore, it is clear that the programs have a significant weakness in that communication is limited largely to the political and academic elite. The organizations see their self-evaluations as positive and encouraging. Despite that, the extent of impact of these organizations on public policies and on public awareness was 'medium', where they achieved limited successes, but their achievements and influence were restricted to a degree by the political instability.

5. NGOs Working on Human Rights Issues

The 2007 survey revealed that there were 27 human rights organizations currently operating in the Palestinian territory – 18 in the WB and 9 in the GS. This section will describe some of the general features of these organizations, and assess their effectiveness and influence within the environment in which they operate.

5.1 General Features

5.1.1 Year of Establishment

The data indicates that the first human rights organizations were established in the mid-1970s. However, only 3 organizations were operating in the oPt by the start of the first *Intifada* (1987). Between the beginning of the first *Intifada* and the inception of the PNA in 1994, 7 human rights organizations were established. A total of 17 organizations were established after the inception of the PNA: 11 of them were established before the start of the second *Intifada* in 2000, and the remaining 6 were established between that time and the beginning of 2007, when the survey was conducted.

The rate at which new human rights organizations are established in the oPt is directly related to the general political environment. Early organizations were established in order to monitor abuses of the rights of Palestinian civilians under the Israeli occupation. Similarly, the start of the first *Intifada* marked an increase in Israeli military violence and human rights abuses, which resulted in the establishment of another group of organizations. However, the majority of human rights organizations were established after the inception of the PNA as a semi-state entity. These organizations focused on promoting respect for human rights by the PNA, by monitoring the performance of the PNA in this field, and providing human rights training and capacity building for employees in the security and civil departments of the PNA.

5.1.2 Activities

The majority of human rights organizations in the oPt work in the field of advocacy/lobbying. In the survey, 22 organizations stated that they were carrying out advocacy activities, and only 2 specified that they did not

work in advocacy at all. In addition, the survey revealed that 23 organizations carried out awareness raising programs. A significant number of organizations, 15 out of the 27, stated that they worked in the field of service provision. Most of them provide legal services to Palestinians whose rights have been abused under the occupation: detainees in Israeli jails, families whose land was confiscated, or whose house was demolished, etc.

The budget allocated for advocacy and lobbying programs in these organizations represented 30% of their total budget in 2006. The budget allocated for awareness raising activities represented 33% of the total budget; and the percentage of the budget allocated to service provision was around 15%.

5.1.3 Registration

According to the survey, 26 organizations out of 27 are registered with at least one official body; only 1 organization is not registered with any official body. Among the registered organizations, 22 are registered with the Ministry of Interior, 11 are registered with a specialized Ministry, and 7 organizations are registered with both simultaneously.

5.1.4 Staff and Volunteers

The number of staff in the 27 human rights organizations varies significantly according to each organization's size. Overall, 297 individuals are employed by human rights organizations in the oPt, with an average of 11.4 employees per organization. The number of male employees (175) was superior to the number of female employees (122).

The results show that 3 organizations do not have any paid employees, i.e. they fully rely on volunteers, the results also show that almost 50% of the total number of organizations have less than 7 paid employees; in 2 of these organizations, the total number of employees was over 40. Overall, 297 individuals are paid employees, with an average of 11.4 employee per organization, the number of male employees (175) is higher than female employees (122). Overall, 668 individuals volunteer for human rights organizations in the oPt, with an average of 25.7 volunteer per organization. The number of male volunteers (491) is superior to the number of female volunteers (177). It should be noted that voluntary employment with these organizations is not permanent; volunteers are generally hired to do a short-term, specific job. Therefore, the number of volunteers does not accurately reflect staff levels within these organizations.

5.1.5 Beneficiaries

There are two major types of human rights organizations. The first type provide direct legal services to individuals and families: they provide legal representation to Palestinians political detainees, and to Palestinian families affected by land confiscation and house demolition issues resulting from Israeli policies. The second type work in the field of advocacy and lobbying: they seek to promote human rights in public policies and legislation at the national level by lobbying the PNA, and advocate at the international level for greater respect for Palestinians' human rights by Israel in the context of the occupation. Due to the nature of these organizations' work, it is difficult to define the number of direct beneficiaries.

According to the human rights organizations surveyed, the number of individuals benefiting directly from their services is close to 90,000. However, it is important to note that 7 organizations out of 27 were not able to determine the number of beneficiaries of their programs because of the nature of their activities; and that other organizations working in advocacy provided numbers based on estimates, as it is impossible to define the total number of beneficiaries in this field of activity.

5.2 Effectiveness of Palestinian Human Rights Organizations

An analysis of the effectiveness of human rights organizations and their influence depends on five basic indicators: their administrative structure, accountability and transparency; the nature and patterns of these organizations' relationships; independence, funding, and sustainability; ongoing ability to influence; and self evaluation.

5.2.1 Administrative Structure and Principles of Accountability and Transparency

An organization's internal administrative structure is an important indicator of its effectiveness. This internal structure (the public perception of this structure), as well as external monitoring mechanisms, determine the organization's level of transparency and accountability. This section will examine the connection between the administrative structures of human rights organizations and their accountability and transparency tools.

✧ **Structure of the governing bodies**

The general assembly is the most common highest governing body among human rights organizations in the oPt: 22 organizations surveyed have a general assembly as their highest governing body, and only 2 organizations stated that they did not have such a body. Only 12 organizations have a board of trustees. In addition, 23 organizations have an executive council, and only 3 organizations surveyed specified that they do not have such councils. There were only 3 organizations with an executive committee.

✧ **Selection of members of governing bodies**

The existence of governing bodies within these NGOs is a basic indicator of their professionalism, as they provide mechanisms for internal accountability. However, it is important to know how the members of these bodies are chosen or elected.

Interviews with officials within organizations reveal that general assembly and board of trustees members are elected by senior members of the organizations, including the director. It should be noted that most of these organizations formed their general assemblies because of requirements contained in the law that governs charitable societies. Many organizations did not have general assemblies before the adoption of this law. With regards to executive councils, the survey shows that in 22 organizations, elections are carried out by the highest governing body, but in 2 organizations, members of the council are appointed. In another 2 organizations, members are chosen through a combined process of appointment and election.

Since, in the majority of these organizations, members of the executive council are elected by members of the governing bodies, good governance will be dependent of the process of selection of the members of the governing bodies themselves. However, membership of governing bodies is not open. In order to improve accountability, should membership be open? Or would this expose these organizations to internal conflicts and therefore compromise their work?

✧ **Accountability and effectiveness of governing bodies**

The existence of a governing body is a first step towards the establishment of internal accountability tools. However, it cannot be considered as a guarantee of the organization's accountability and good governance. These will depend on the extent to which governing bodies are fulfilling their duties.

Indicators used to monitor the effectiveness of a governing body include the number of meetings held, especially in the field of monitoring, evaluation, and accountability. Data indicates that the governing bodies of 3 organizations did not have a single meeting during 2006, while the governing bodies of 23 organizations had at least one meeting during the same period; 1 organization did not provide any information on the subject. Among the 23 which did hold meetings:

5 organizations had one meeting only
11 organizations had 2-6 meetings
7 organizations had 10-20 meetings

However, interviews with senior staff of these organizations revealed that meetings are not attended by all members. It appeared that some members are inactive and do not know what is required from them. This has a negative impact on the usefulness of these meetings and the general effectiveness of these bodies.

Interviews also revealed that other members of governing bodies do not always follow up on their duties. Most of the time, meetings are held to approve administrative and financial reports. This is usually done hastily and without going into details.

✧ **Accountability and administrative and financial systems**

Most organizations surveyed prepare regular periodic reports about their work and their financial and administrative systems. Indeed, 24 organizations indicated that they have an administrative system, 2 organizations indicated that they do not have such a system, and 1 organization did not provide information on this matter. Similarly, 25 organizations have a financial system, 1 organization does not have such a system, and 1 organization did not provide information about this matter.

Organizations with financial systems stated that they abide by them: 19 organizations carry out internal audits of their accounts, while 7 indicated that they did not carry out internal auditing (1 organization did not provide information on this matter). However, 23 organizations indicated that they hire external financial auditors, against 3 organizations which never do (1 organization did not provide information on this matter).

Administrative and financial systems of human rights organizations in the oPt are therefore very good. This may assist in improving the image and credibility of these organizations among donors and the general public. This recognition in turn favors the sustainability of these organizations, which also depends on the level of satisfaction of the beneficiaries on the one hand, and the extent the donors' trust on the other.

5.2.2 Working Relationships

The range of relationships maintained by an organization with other agencies (governmental or non-governmental, local or international) is another important indicator of its effectiveness and its ability to effect change. Networking with other sectors is a crucial part of fundraising and allows the organization to achieve its objectives and ensure its sustainability.

✧ **Coordinative, cooperative and networking relationships**

Human rights organizations in the oPt maintain a wide range of relationships with other institutions and organizations. Out of the 27 organizations surveyed, 26 stated that they interact with other organizations. Among these, 25 interact with local civil organizations (16 interact with Arab organizations, 7 interact with Israeli organizations); and 19 organizations interact with international organizations. Such high interaction between human rights organizations and other organizations could be explained by the fact that the majority of organizations surveyed work in advocacy and lobbying, and/or need foreign funding.

✧ **Network membership**

Most human rights organizations are members of at least one network or collective body: 14 organizations are members of the National Association of Civil Society Organizations; 2 organizations are members of the National Association of Civil Institutions; 3 organizations are members of the General Union of Charitable Societies; 8 organizations are members of human right organizations networks; and 4 organizations have membership in other types of networks. Only 6 organizations were not part of any network or body.

However, the effectiveness of these various memberships was called into question by the organizations themselves. Only 4 organizations considered the networks and/or bodies to which they belonged to be active, while 13 organizations stated that these networks and/or bodies

are only moderately effective, and 6 organizations stated that their networks and/or bodies are inactive. Only 1 organization did not provide information on this matter.

✧ **Relationships with local organizations**

As mentioned above, 25 human rights organizations have various relationships with other local NGOs. They defined the nature and purpose of these relationships as follows: integrative relationships (16), joint programs (15), partnerships (12), coordination of service provision to avoid duplication (8), contractual relationships (5), funding (2). An additional 2 organizations have other kinds of relations with other organizations.

Networking and coordination with local NGOs is therefore fairly extensive but, from the perspective of these organizations, not as efficient as it could be: only 9 organizations considered interaction with other organizations as active, while 13 organizations defined it as only relatively active, and 3 organizations as inactive. The last organization failed to provide any information on this matter.

✧ **Sectoral coordination**

Sectoral interaction between human rights organizations in the oPt is characterized as moderate. However, the respondents specified that they do not have a clear, specific, and fixed mechanism to coordinate and cooperate with each other. Indeed, 15 organizations stated that they coordinate with similar organizations when they design a new project; 7 organizations consult with other organizations when defining the needs of the targeted communities; 10 organizations coordinate with other organizations in the planning process; 11 organizations implement projects jointly with partner organizations; and finally, 12 organizations conduct follow-up work on project implementation in partnership with similar organizations.

Sectoral coordination seems to occur more systematically among human rights organizations than among other types of PNGOs. Indeed, their objectives, which consist in promoting and protecting human rights under the Israeli occupation, appear to be better served through joint efforts, coordination and cooperation. Their overall achievements should not be measured from their isolated projects, but from their continuous combined efforts to effect change and mobilize support locally and internationally for their objectives.

✧ **Relationships with the government and the private sector**

Human rights organizations maintain relationships with governmental institutions. However, these relationships differ in nature from relationships with other NGOs, owing to the fact that human rights organizations often monitor governmental institutions and their adherence to human rights standards. Many organizations (16) consider their relationship with the government as integrative (among them, 14 organizations stated that they only have a supervision-style relationship with the government); 6 organizations defined this relationship as a partnership; 1 organization's relationship with the government is related to funding; 2 organizations mentioned other forms of relationships.

Relationships between human rights organizations and the private sector are notably less significant, owing to the nature of these organizations' work on the one hand, and the low interest of the private sector in this field on the other hand. Only 15 organizations stated that they have relationships with the private sector, and 11 organizations stated that they do not have any relationships with this sector. The remaining 1 organization did not provide any information on this topic. With regards to the nature of these relationships, 4 organizations stated that they are funding-related, 4 defined them as partnerships, 10 as integrative, 1 as contractual. The remaining 2 organizations have relationships with the private sector that are different from the ones previously mentioned.

5.2.3 Independence, Funding and Sustainability

Independence, as well as administrative and financial sustainability, represent crucial indicators of the ability of these organizations to achieve their objectives and mission.

✧ **Administrative independence**

As previously mentioned, most human rights organizations have systems, objectives, and projects, which were put together independently from any external party, especially governmental and donor parties. However, interviews with officials from these organizations revealed that donors often influence, even if minimally, the process by which projects and programs are defined. However, the administrative independence of these organizations is not compromised. Their governing bodies are exclusively responsible for electing executive council members and appointing them, in a process

which remains independent from donor or governmental interference. This administrative independence forms an important guarantee for the accountability, good functioning and sustainability of these organizations, especially since members of their governing bodies and executive councils include honorable Palestinian figures that have considerable social and political weight.

✧ **Financial independence**

The human rights NGO sector receives funding from various sources; in fact, most organizations receive funding from more than one source.

Most funding comes from abroad. Indeed, the data shows that 21 organizations out of 27 receive foreign funding, and that only 5 organizations do not receive any such funding. Only 1 organization did not provide any information on this matter. The survey also revealed that 10 organizations are self-funding; 3 organizations receive funds from the PNA; 13 organizations receive local donations; and only 1 organization receives donations from inside the Green Line. In addition, 3 organizations stated that they receive donations from Palestinians abroad. Finally, 3 organizations receive funds from sources other than the ones above.

This heavy reliance on foreign sources leaves Palestinian human rights organizations exposed to fluctuations in donors' policies and priorities. Indeed, 16 organizations receive more than half of their revenues from abroad: among them, 7 receive the totality of their revenues from abroad, while 3 receive 10-40% of their total annual revenues from abroad; and only 3 organizations manage to cover more than half of their total budget through self-funding. For another 6 organizations, self-funding contributes 10-30% of their budget. Only 1 organization receives half of its budget as donations from the PNA, while only 2 organizations cover half of their budget through local donations. Donations provided by individuals or institutions located inside the Green Line or from Palestinians abroad are very limited. Again, this emphasizes the fact that the variation in funding sources is not sufficient to protect organizations and ensure their sustainability.

Out of the 27 organizations surveyed, 20 admitted that they could not consider operating without foreign funding until 2010. Only 1 organization stated that it could, while 5 other organizations do not receive external funding at all. The remaining 1 organization did not provide any information on this matter.

Most organizations therefore are unable to operate without foreign funding in the short term, as their alternative resources are limited. The survey revealed that only 3 organizations fund themselves through endowments; only 5 organizations have monetary reserves for emergency situations; and only 2 organizations receive revenue generated from real estate. Most organizations (23) are renting offices and have financial obligations relative to paying rent. Only 4 organizations have revenue-generating projects that they supervise themselves.

Out of the 27 organizations surveyed, 10 stated that they have direct plans to decrease their reliance on external funding and increase their local funding. All other organizations (17) denied having such plans. Among the 10 organizations planning to increase their local funding, 4 plan to establish special investments for themselves, 6 plan seek contributions from local actors, 7 plan to increase their proportion of volunteer staff, and 1 plans to establish an endowment.

In summary, over half of these organizations do not have plans to increase their reliance on local funding. This might jeopardize their sustainability, as well as the sustainability of the sector as a whole. Human rights organizations should therefore work towards securing funding from local actors that understand the importance of the human rights sector and the need to sustain its activities.

The majority of organizations are able to balance their books. The survey shows that the combined 2006 revenue of 19 organizations reached \$8.694 million ²⁵, while the expenditure of 18 of them did not go over \$5.696 million during the same year. Only 6 organizations stated that they had deficits in their 2006 budgets, while 17 organizations stated that they did not have any deficit; 4 organizations did not release information on this a matter. The size of the deficit of the above-mentioned 6 organizations reached about \$87,000. By comparing the revenue and expenditure figures for the other organizations, it was found that they had achieved a surplus in their 2006 budget. It should be noted however that such a surplus could be explained by the fact that many organizations receive funds for projects that last for more than one year. The reason given for the deficits experienced by the 6 organizations above was insufficient funding; none of the 6 organizations considered bad management as a possible explanation; 1 organization considered the insufficiency of its self revenues as a reason for its financial deficit.

²⁵ The rest of the organizations did not release information about the size of their revenues.

Overall, human rights organizations seem to be able to maintain balanced budgets. However, the question remains whether these budgets are sufficiently important to allow human rights organizations to develop and achieve satisfactory results, especially considering the significant challenges imposed on the human rights sector, stemming both from the continuing Israeli occupation and from the current internal instability.

Most organizations surveyed (23) stated that they had middle range developmental plans, which constitute another sustainability indicator. However, only 18 organizations among them have plans that include specific budgets; only 6 organizations have guaranteed resources to implement these plans by a percentage that exceeds 50% of their budgets. Thus, the implementation of these plans largely depends on donors' priorities. For the majority of human rights organizations, program implementation therefore depends on the priorities of external donors. As for processes used to prepare these plans, 19 organizations stated that they prepare their own needs assessment for the society, 14 organizations used needs assessments studies, 17 organizations stated that they involved local communities and beneficiaries, while 4 organizations stated that their plans sought to accommodate donor preferences.

5.2.4 Sustainability of Influence

The potential influence of human rights organizations can only be measured in the long term, as they work to improve the human rights situation in general. Consequently, measuring such impact is not easy. However, this study intends to use the survey categories above as indicators serving to measure the level of influence of human rights organizations. It also considers the continuation of programs as another major indicator, while recognizing that programs often need to be adapted according to changes in the environment. Another indicator will be the availability of plans, their preparation method, and the extent to which the targeted communities and direct beneficiaries are involved in the process. Lastly, follow up from organizations on their programs and how they are affecting beneficiaries will serve as the final indicator.

❖ Program alterations

Out of the 27 human rights organizations included in the survey, 14 stated their programs had to undergo changes since their inception. They attributed such changes to various factors: 3 organizations cited shortage in funding, 5 organizations cited increase in funding, 4 organizations explained that the objectives and policies of the program

itself had changed, 8 organizations mentioned changes in the priorities of the target population, 2 organizations stated that they changed their programs to accommodate changing donor expectations, 12 organizations mentioned factors relating to the Israeli occupation, 1 organization cited the lack of cooperation from targeted communities, and finally, 4 organizations mentioned other reasons different from the ones above. It is clear from the above figures that many of these organizations cited more than one factors as reasons for changes in their programs.

✧ **Availability of plans, method of preparation, and participation of their beneficiaries**

All organizations stated that they work according to time-bound plans (only 1 organization did not provide information on this). According to the survey, 12 organizations resort to the participation of beneficiaries in the preparation and design of program plans, while 12 organizations do not involved beneficiaries at all; 3 organizations did not provide any information on this matter. In addition, 15 organizations stated that the targeted groups participate in the implementation of plans. This means that some of these organizations do not include the targeted groups in the planning process, but let them participate in the implementation process. Among these 15 organizations, 14 stated that they allow their beneficiaries to follow up and evaluate programs after their implementation, while 4 organizations stated that the targeted groups are only benefiting from and receiving services.

Human rights organizations follow up with the beneficiaries of their programs using different mechanisms: 10 organizations resort to unofficial meetings with beneficiaries, 3 organizations have meetings with a permanent committee of beneficiaries, 9 organizations have periodical meetings with beneficiaries, 1 organization used other mechanisms, while 4 organizations did not provide any information on this matter, perhaps owing to the absence of direct beneficiaries of their programs.

Only 14 organizations stated that they achieve the objectives of their plans. Whether they achieve the objectives of their plans or not, all but one organizations stated that they were facing obstacles when implementing the plans. The obstacles were identified as follows: 2 mentioned interference from foreign donors, 4 organizations mentioned the lack of reaction by the beneficiaries, 4 organizations mentioned insufficient staff time, 5 organizations cited lack of human expertise and qualifications, 19

organizations cited limited funding, 3 organizations mentioned interference from local donors, 20 organizations mentioned the Israeli occupation measures as an obstacle, and finally, 4 organizations mentioned other types of obstacles.

Owing to these obstacles, many organizations are unable to complete the implementation of their plans on time. The societal impact of these organizations is therefore limited not because of poor planning, but because of the fast-changing political environment surrounding their work.

5.2.5 Evaluation of Organizations Based on Effectiveness and Impact

Program evaluation is a crucial tool for measuring the impact of these organizations on society, and providing them with information to assess their programs with a view to improving them.

✧ Program evaluation

Out of 27 human rights organizations, 21 stated that they conduct regular evaluations of their programs, while other organizations conduct evaluations of some programs, and 1 organization does not evaluate any programs. In addition, 10 organizations indicated that they benefit very much from their evaluations, while 9 organizations indicated that they benefit a lot from these evaluations, and 3 organizations indicated that they benefit moderately from them. These organizations involve their beneficiaries in their evaluations in various ways: 21 organizations use beneficiaries to gain informal perceptions on their programs, 18 organizations use regular meetings with beneficiaries after their project has ended (this was mostly not in training projects), and 15 organizations resort to questionnaires.

✧ Measuring impact and effectiveness

The survey shows that 14 organizations carry out studies in order to measure the impact and effectiveness of their programs and projects: 13 of them are acting on their own initiative, 3 are responding to requests from donors; 2 are responding both to donor request and their own needs. Only 5 organizations carry out this type of assessment a regular basis; the remaining 9 organizations carry them out on an *ad hoc* basis, only to respond to a specific need. Among the 14 organizations, 11 conduct these assessment studies themselves, while 3 contract an independent party. The latter group corresponds to the 3 organizations whose studies are conducted upon donors' requests, which suggests that the independence of the assessment study is also a donor requirement.

✧ **Impact on public policies**

According to the assessment studies mentioned above, only 3 organizations believe that they have a strong impact on public policies, another 19 organizations believed that they have a mediocre impact on public policies, and 2 believed that human rights organizations do not have any impact on public policies. More specifically, only 3 organizations indicated that they could influence major decisions by the PNA, 18 organizations indicated that could play a role on specific occasions, while 3 organizations indicated that they did not have any influence in this area.

✧ **Meeting the needs of society**

Regarding the combined efficiency of the whole human rights sector to meet the needs of society, 5 organizations considered it to be very high, 14 organizations considered it to be moderate, 4 organizations considered it to be limited, and 1 organization considered the sector as ineffective. Information was missing for 3 respondent organizations.

The data shows that 17 organizations believe that insufficient funding is a major reason for the inefficiency of their programs; 3 organizations cited administrative problems as having a negative impact on their ability to implement their programs; 4 organizations cited legal problems; but the majority of organizations (18) considered the occupation and its associated policies to be the principal reason for the limitations on the effectiveness of their programs and for the limited impact of their work on society. In addition, 9 organizations mentioned lack of human resources as another a major obstacle.

The facts above demonstrate that the majority of respondent organizations, after carrying out impact assessment studies, consider that their influence on public policies and government decisions, as well as the impact of their work on target groups in society, are mediocre. However, these self-assessments are not necessarily inaccurate. Interviews conducted with some of these organizations indeed reveal a low level of satisfaction with the outcome of their work. However, respondents attribute this low efficiency to the social, political, and economic environment and its instability, as well as to the declining public faith in the promotion of human rights issues, due in part to the behavior of some donors, who themselves violate the most basic of Palestinian people's rights.

An analysis of all the indicators used to measure the effectiveness of human rights projects in the oPt demonstrates that human rights

organizations have a moderate impact on Palestinian society, and that this impact is lower than the desired impact. This is attributable to the surrounding political, social, economic, cultural and legal environment, as well as to internal issues related to the capacities of these organizations.

Weaknesses can be identified in the administrative structures and financial systems of these organizations, as well as with the role of governing bodies. In addition, coordinative, cooperative and networking relationships with other organizations and sectors are too limited which is the reason why joint efforts fail to achieve important results. Indeed, considering that a major part of human rights organizations' work is to influence policy at the national and international levels, it is practically impossible for one organization to achieve such successes on its own.

Furthermore, the dependence of these organizations on foreign funds, although justified (given the lack of alternative sources of funding), makes them vulnerable to the changing attitudes and priorities of donors. This dependence sometimes forces them to agree to changes in their programs, as demonstrated in the data that came out of the survey.

Finally, self assessments carried out by the organizations reveal that they evaluate their impact as generally moderate, due to the environment in which they work. However, the overall impact of the sector can only really be measured in the long term, because of the nature of their work.

Conclusion

The overall assessment of the impact and effectiveness of organizations from the four sectors reveals a moderate performance below the expected standard, despite the fact that some of these organizations have been operating for more than two decades, in particular the organizations working in the field of women's issues. This sub-standard performance is due to a variety of factors, both objective and subjective. Objective factors include the weight of the current political, economic, social and legal environment in which these organizations operate, and their reduced ability to adapt to it. Subjective factors are related to institutional matters as revealed in the responses given by surveyed organizations. However, it is worth pointing out that impact assessment studies are not straightforward, and therefore, their results are not totally accurate.

Furthermore, organizations surveyed have different ideological and political identities, and do not constitute a coherent group. For example, the degree of compatibility in the work of women's organizations is much lower than the degree of harmony observed between organizations working to promote democracy, good governance and human rights.

The emergence of the impact of these organizations' work on the Palestinian society will appear in the long term, and cannot be measured easily in the short and medium term. The fast changing and challenging political and economic environment in which the organizations operate requires them to show perseverance and adaptation skills, despite the impossibility to know in advance the final outcome of their activities. Perhaps it would be useful in the short term periodic evaluations of programs and projects to assess the extent to which they are in keeping with the objectives of the organization.

Another difficulty observed is the overlap between national priority issues (such as achieving national independence) on one hand, and the need to consolidate certain cultural values consistent with the principles of the organization, on the other hand. However, activities having a cultural impact on the community are not the sole achievement of a particular organization: it is the fruit of the combined efforts of many other organizations, as well as institutions.

Without a doubt, the reliability of these organizations and their potential to effect positive social change requires sustainability, and a capacity for perseverance. Perhaps financial insecurity is the main threat they face. However, it is impossible to claim that these organizations could finance themselves, especially given the weakness of the private sector in the Palestinian territory, and the reduced capacity of the Palestinian community to make donations to these organizations. These factors make organizations highly dependent on foreign financing, which does not necessarily make them vulnerable. Financial vulnerability must be assessed case by case, by looking at the type of donors, the components of the funds, their diversity, and conditionality. These elements will affect the sustainability of an organization.

Indeed, organizations that receive foreign funding are susceptible to conditions and changes imposed by donors. Even when not imposed, it is often wise, for sustainability purposes, to please donors and make changes in projects and programs. However, this dependency on donors adversely affects the public's perception of these organizations. Therefore, it is advisable to strengthen institutional building and promote transparency and accountability systems in order to improve the public perception of the organization.

Organizations working in these vital areas of Palestinian society need to develop their internal work mechanisms in order to improve their effectiveness and impact on society.

Annexes

Annex 1: Most important statistical indicators

Annex 2: Summary of the evaluation of the effectiveness of the organizations under study

Annex 1: Most important statistical indicators of organizations under study

Indicator	Women's Affairs	Democracy and Good Governance	Human Rights
Number of organizations	122	21	27
Year of Establishment			
Prior to the establishment of the PNA	35	4	10
1994-2000	44	5	11
2001-2006	43	12	6
Percentage of expenditures on most important activities			
Advocacy and Impact	23.1	34	30
Social Awareness	21.8	40	33
Individual services	15.3	2.5	15
Registration			
Interior Ministry	104	20	22
Specialized Ministry	84	15	11
Volunteering			
Organizations without any volunteers	19	3	0
Average number of volunteers in organization	52.4	33	25.7
Employment			
Organizations without paid staff	54	6	3
Average staff in organization	10.7	6.6	11.4
Administrative Building			
Organizations with a public association	114	20	22
Organizations with a board of trustees	25	5	12
Organizations with an administrative body	114	18	23
Organizations with a steering committee	25	6	3
Organizations that elect the administrative body	109	19	22
Organizations where the authoritative body has not met in 2006	6	2	3
Organizations with an administrative structure	114	21	24
Organizations with a financial structure	89	17	25

Indicator	Women's Affairs	Democracy and Good Governance	Human Rights
Organizations that publish regular reports on their activities	115	19	27
Organizations that audit their accounts externally	93	20	23
Organizations that distribute their reports to the public	99	15	27
Relationships of the organizations			
Has relationships with local organizations	108	21	25
Has relationships with Arab organizations	33	10	16
Has relationships with international organizations	71	15	19
Supervisory role with the government	94	14	14
Other forms of cooperation with the government	92	11	22
Relationship with the private sector	66	18	15
Sources of funding % organizations)			
foreign	64	16	21
Domestic	113	10	10
Local donations	66	11	13
Palestinian government	11	2	3
Palestinians abroad	16	2	3
Palestinians in 1948 areas	3	0	0
Resources (USD*)	11.3 million	4.9million	8.7million
Foreign resources	54.9	83.1	75.7
Personal resources	33.0	8.1	18.0
Local donation of resources	9.9	3.6	3.3
Resources from the Palestinian government	0.5	0.1	0.8
Resources from Palestinians abroad	2.0	5.1	0.8
Resources from Palestinians in 1948 areas	0.1	00	1.4
Cannot survive without foreign aid	57	16	20
Organizations that changed their programs since inception	65	10	14
Organizations that conduct their work according to a plan	101	17	26
Organizations that always achieve the goals of their plans	39	11	14

Indicator	Women's Affairs	Democracy and Good Governance	Human Rights
Organizations that follow up with beneficiaries	105	16	23
Evaluation of effectiveness			
Organizations that evaluate their programs always or sometimes	110	19	23
Evaluate programs through the use of a survey	47	13	15
Evaluate programs through meetings with beneficiaries	87	13	18
No systematic process	79	15	21
Measurement of impact in society			
Organizations that measure their impact in society	53	12	14
Does this for personal reasons	50	11	13
Does this due to donor requirements	15	1	3
Evaluation of the impact of NGOs in public policies			
Great or moderate effectiveness	96	20	23
Not effective	26	1	2
Impact of the organizations on political decisions	42	11	21
Organizations that are effective or very effective in meeting the needs of society	86	17	19
Most important Obstacles faced			
Weakness of funding	109	15	17
Presence of administrative problems	19	00	3
Legal problems	2	00	4
Lack of participation from the local community	60	10	5
Occupation procedures	72	13	18
Weakness of human resources	48	4	9

These are based on the resources of the organizations that provided information on their resources, as follows: 114 organizations working in women's affairs, 18 organizations working in the field of democracy and good governance, and 19 organizations working in the area of human rights. It is important to note that the organizations working in these fields provided information on their resources.

**Annex 2: Summary of the evaluation of the effectiveness
of these organizations**

Indicator	Organizations working in women's affairs (122 organizations)	Organizations working in the field of democracy and good (governance 21 organization)	Organizations working in the field of human (rights 27 organizations)	Notes
Compatibility of the structure of these organizations with credibility and transparency	They have an appropriate organizational structure, especially the organizations seeking to bring about change	They have an appropriate organizational structure	They have an appropriate organizational structure	The more important question in this area is the effectiveness of the references of these organizations, especially since the director may exert a negative influence on the choice of references.
Nature and patterns of the relationships of these organizations	Have an effective network of relationships, especially the organizations working towards bringing about change	Have an effective network of relationships	Have an effective network of relationships	Have a wide network of relationships but has focused on the least effective types.
Independence, funding, and sustainability	Financial sustainability is better than average for the service organizations and weak for the organizations working in advocacy and social awareness	Financial stability is weak	Financial stability is weak	It has administrative independence, and has a significant percentage of plans to achieve financial sustainability.
Continuity of impact	Least effective in this field	Less than mediocre, although many have the capacity to achieve this	Less than mediocre, although a big percentage of them have the ability to achieve this. (These organizations are relatively	The sustainability of impact is similar to organizations working in women's empowerment, and is sensitive to social issues.

Indicator	Organizations working in women's affairs (122 organizations)	Organizations working in the field of democracy and good (governance 21 organization)	Organizations working in the field of human (rights 27 organizations)	Notes
			superior to other organizations)	
Effectiveness of these organizations	Social effectiveness is moderate, and impact on policies is moderate	Social impact is mediocre and its impact on policies is mediocre	Social effectiveness is mediocre and its impact on policies is mediocre	There is great variation in organizations working in women's affairs between traditional organizations that are ineffective in impacting policies and modern organizations that achieve an impact.
Evaluation of their effectiveness (based on the evaluation of the organizations itself)	Moderate	Moderate	Moderate	